



# ALBANY WOOLSTORES PRECINCT STRUCTURE PLAN

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VARIOUS LOTS WOOLSTORES PLACE AND FRENCHMAN BAY ROAD  
MOUNT ELPHINSTONE AND MOUNT MELVILLE, ALBANY

OUR REF: 9116\_IND03C



**ROWE**  
GROUP  
DESIGN







## Document Control

Printed 11 August 2023

9116\_IND03C\_20230811\_Albany Woolstores Structure Plan.indd

Version	File Name	Prepared	Approved	Date
1	9116_StructurePlan_ac	Andrew Cumming	Greg Rowe	16/05/2023
2	9116_StructurePlan_ac	Andrew Cumming	Greg Rowe	11/08/2023

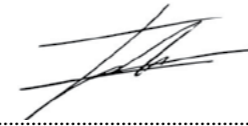
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## Attachments

1. Engineering Servicing Report
2. Woolstores Place Needs Analysis
3. Albany Woolstores Coastal Hazard Risk Management And Adaptation Plan
4. Bushfire Management Plan (Structure Plan)
5. Transportation Noise Assessment
6. Albany Woolstores Detailed Environmental Studies (Ear) And Preliminary Site Investigation
7. Local Water Management Strategy
8. Transport Impact Assessment
9. Visual Landscape Analysis and Visual Impact Assessment
10. Landscape Master Plan



## ENDORSEMENT

This Precinct Structure Plan is prepared under the provisions of the City of Albany Local Planning Scheme, *Planning and Development (Local Planning Schemes) Regulations 2015* (as amended) and State Planning Policy 7.2 – Precinct Design.

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

\_\_\_\_\_

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

\_\_\_\_\_

Date

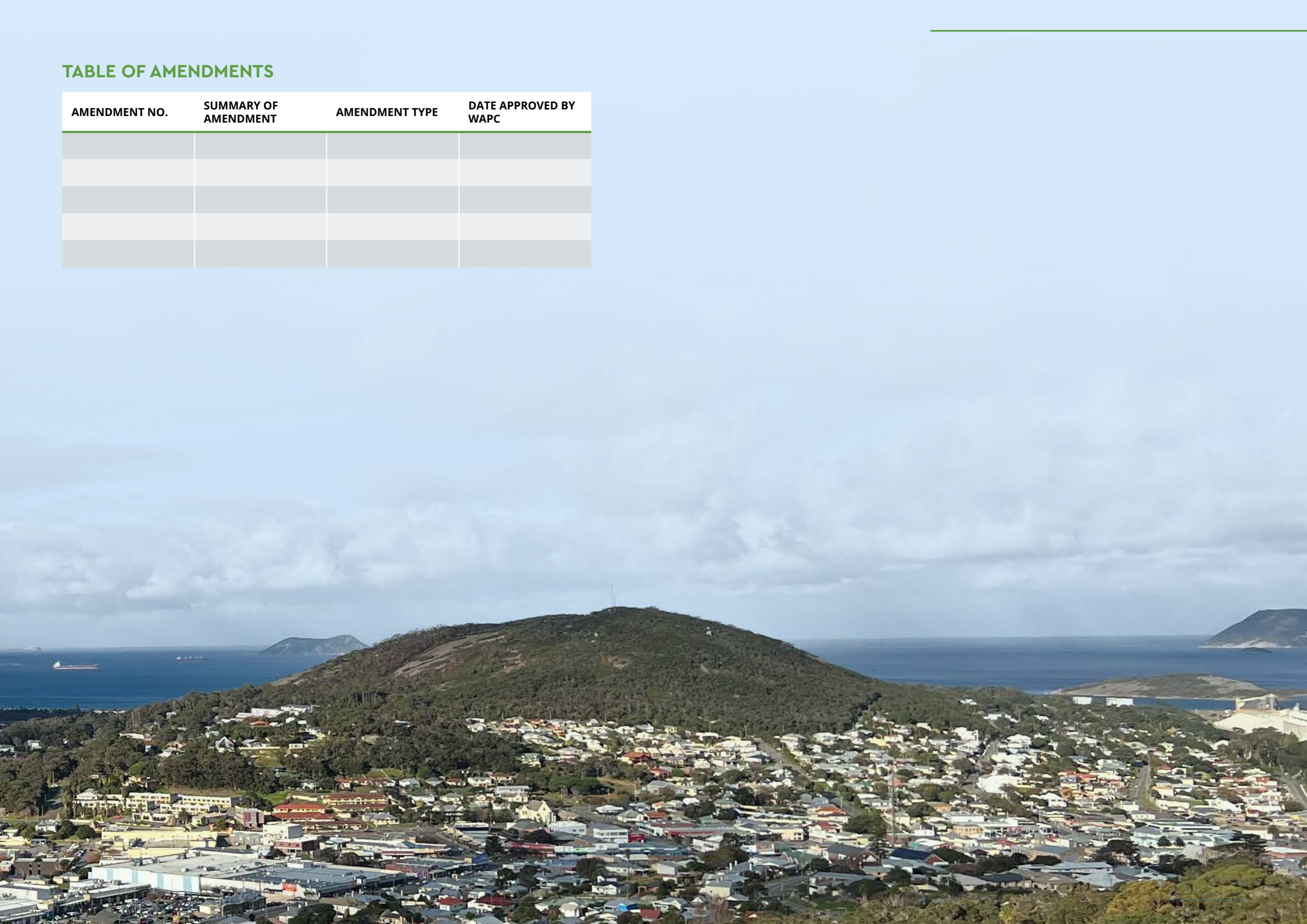
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Date of Expiry



## TABLE OF AMENDMENTS

AMENDMENT NO.	SUMMARY OF AMENDMENT	AMENDMENT TYPE	DATE APPROVED BY WAPC





## EXECUTIVE SUMMARY

The following Precinct Structure Plan (Structure Plan) has been prepared in accordance with the requirements of the *Planning and Development (Local Planning Schemes) Regulations 2015* and the City of Albany Local Planning Scheme No. 1 (LPS 1), while having regard to the draft Local Planning Scheme No. 2. This Structure Plan will guide the future planning and development of the Structure Plan Area which relates to all of the land bound by Princess Royal Harbour, the railway line, the Albany Ring Road and No. 22 Woolstores Place, Mount Elphinstone.

The primary aim of the Structure Plan is to outline future redevelopment and land use of the Structure Plan Area, inclusive of statutory subdivision and development controls to achieve a sustainable redevelopment and a high-quality public realm. In implementation, the Structure Plan shall assist planners and designers in creating a vibrant Precinct which can viably and sustainably facilitate tourism development, increased residential density and a diversity of other land uses.

The Structure Plan includes two parts. Part one will contain the statutory controls relating to the implementation of the Structure Plan including site specific controls. Part two will contain the background context, site analysis, statutory framework and design rationale that has informed the Structure Plan.





# PART ONE IMPLEMENTATION

---





## 1. PRECINCT STRUCTURE PLAN AREA

The Structure Plan Area is defined by the following lots, which comprise privately held lots and lots and road reserves owned by the Crown, State of Western Australia and/or vested with the City of Albany for its care and management.

LOT	PLAN	VOL/FOLIO	ADDRESS	LANDOWNER
11	D53535	1492/23	5 Woolstores Place, Mount Elphinstone	Main Roads
492	DP72533	2784/100	7 Woolstores Place, Mount Elphinstone	Main Roads
140	DP27076	1290/605	23 Woolstores Place, Mount Elphinstone	Mainbeam Pty Ltd
141	DP27076	1133/829	23 Woolstores Place, Mount Elphinstone	Mainbeam Pty Ltd
895	DP161301	445/ 169A	34 Woolstores Place, Mount Melville	Mainbeam Pty Ltd
1104	DP165964	445/ 169A	34 Woolstores Place, Mount Melville	Mainbeam Pty Ltd
1209	DP173935	445/ 169A	No Street Address Available	Mainbeam Pty Ltd
1156	DP171141	480/62A	No Street Address Available	Mainbeam Pty Ltd
1157	DP171141	123/109A	No Street Address Available	Mainbeam Pty Ltd
501	DP409916	LR3168/234	No Street Address Available	Crown Land - City of Albany
529	DP408473	LR3172/667	No Street Address Available	Crown Land - State Of Western Australia
530	DP408474	LR3172/668	No Street Address Available	Crown Land - State of Western Australia
1350	DP184224	LR3009/754	No Street Address Available	Crown Land - City of Albany
44	DP171141	LR3008/848	No Street Address Available	Crown Land - State of Western Australia
PINs 583845, 583843	No details	No details	No street address	Crown Land - State of Western Australia

Table 1: Structure Plan Area Lots

The proposed Structure Plan Area is consistent with the orderly and proper planning for the locality as it is contained generally within a 400m walkable catchment and natural and man-made features including Princess Royal Harbour, Frenchman's Bay Road and the railway line. It is noted that the Albany Ring Road is currently being constructed that will border the northern extent of the Structure Plan Area rather than Frenchman's Bay Road. It is noted that Woolstores Place intersects the Structure Plan Area and provides vehicular access to the abovementioned lots.

The date the Structure Plan comes into effect is the date the Structure Plan is approved by the Western Australian Planning Commission (WAPC) and will have a statutory period of 15 years.

ITEM	DATA
<b>Structure Plan Area</b>	
Total Area	163.8ha
Total Development Site Area	118.2ha
Non-Residential Floorspace	
Retail Floorspace	1,100m <sup>2</sup>
Non-Retail Floorspace	14,000m <sup>2</sup>
Total	15,100m <sup>2</sup>
<b>Population</b>	
Estimated Number of Dwellings	215-330
Estimated Population (2.6 per dwelling)	559-858

Table 2: Structure Plan Summary Table

## 2. OPERATION

The date the Structure Plan comes into effect is the date the Structure Plan is approved by the Western Australian Planning Commission (WAPC) and will have a statutory period of 15 years.





Figure 1 – Structure Plan Map



### 3. VISION, OBJECTIVES, DESIGN PRINCIPLES AND PRECINCT INTENT

#### 3.1. ALBANY WOOLSTORES VISION

Development within the Structure Plan Area will provide for unique destination focused hub centred on Princess Royal Harbour, which enhances its historic roots that supported the region's wool industry. This will be achieved by a strong industrial aesthetic through public space and building design while also supporting environmental integrity through celebrating the biodiversity of the area.

The long term vision for the Structure Plan Area will support the delivery of a precinct with a distinct sense of place that acts as a destination as well as an entry-statement to the western end of Albany. This will be achieved through encouraging the provision of resort, hotel and/or short stay style accommodation and attractions focussed on Princess Royal Harbour, supported by medium and high density urban neighbourhoods inclusive of food and beverage, residential (including aged care) and commercial based development.

Streetscapes will be inviting with legibility enhanced through maintaining and improving views and connectivity (particularly pedestrian) through the Structure Plan Area to Princess Royal Harbour, along the foreshore and from Frenchman's Bay Road to Mount Melville, while also acknowledging and retaining the Woolstores site's connection with the foreshore and harbour beyond.

Design and development of buildings will demonstrate high quality and innovative development solutions that respond to the principles of good design and continue the established characteristic and industrial heritage of the Woolstores buildings, while mitigating noise and vibration impacts associated with the adjoining Albany Ring Road and freight rail infrastructure.

#### 3.2. OBJECTIVES AND DESIGN PRINCIPLES

The Structure Plan Area has been analysed from both a built form and potential subdivision perspective. This analysis considered activity, movement and character from a 'place creation' perspective and informs the principles and intent for the development of each precinct.

Design principles derived from the site and context analysis and State Planning Policy 7.0 – Design of the Built Environment provide the foundation elements of each precinct intent and development standards included in Part 1 and are to be maintained through the subdivision and development of the Structure Plan Area.

##### 3.2.1. CONTEXT, LOCAL CHARACTER AND HISTORY

- Design is place based and integrates with and enhances the foreshore and surrounding natural environment.
- Design recognises the history of the Woolstores buildings and the wool industry's cultural impact to the Great Southern and wider State via the architectural response of buildings including an industrial aesthetic.

##### 3.2.2. BUILT FORM AND SCALE

- Responds to the surrounding scale and harbour front context through stepped development with a peak in height at the south-eastern end of the Structure Plan Area, adjacent the foreshore.

- Built form frames key public spaces such as the harbour foreshore and village centre.
- Built form responds to key view lines from Mount Melville, and around Princess Royal Harbour as identified within the Visual Impact Assessment attached to this report.

##### 3.2.3. ENVIRONMENTAL SUSTAINABILITY

- Recognises, manages and responds to natural systems and remnant habitat and biodiversity.
- Efficiently and innovatively manages energy and water resources and utilises sustainable construction materials.
- Targets the principals of a 6 Star Communities Green Star Rating.

##### 3.2.4. LANDSCAPE AND OPEN SPACE

- Responds to place character, including landscape context and future place.
- Provides attractive open space, aiding community to develop a sense of place.
- Provides careful consideration of the interface between the public and private realm.
- High quality landscape design which enhances the surrounding environment and history of the site while promoting recreation and social inclusion.
- Responds to the intent of the Landscape Master Plan attached to this report.

##### 3.2.5. LEGIBILITY AND CONNECTIVITY

- Enhances visual connection with the:
  - Harbour foreshore and Mount Melville and vice versa; and
  - views from the Albany Ring Road bridge, Hanrahan Road beyond, and the harbour foreshore and vice versa.
- Clear street/space network with well considered sight lines and safe, active vehicular and pedestrian routes.
- The Structure Plan Area enhances the Bibbulmun Track and the Munda Biddi Trail.

##### 3.2.6. AMENITY

- High levels of internal and external amenity providing access to outlook, visual privacy, ventilation and daylight and protection from natural elements, traffic and noise.
- Appropriate well designed and maintained infrastructure that supports all modes of transport.

##### 3.2.7. BUILD QUALITY

- Enhances the sense of place with architecturally considered and functional buildings, landscape design and significant and flexible development sites.
- High quality, attractive design and building form across the site which aids community in developing a sense of place.



### 3.2.8. SAFETY

- Safe and healthy, family friendly environment.
- Passive and active surveillance to enhance physical, social and mental wellbeing via clear sightlines, sufficient lighting and active frontages via land use and design.

### 3.2.9. SOCIAL INCLUSION

- Encourage adaptable buildings to accommodate change over time.
- Provide housing diversity and establish a range of housing opportunities.

## 3.3. PRECINCT INTENT

The Structure Plan Area is divided into two precincts. In addition to the overall vision and design principles, development within each Precinct is to have regard for the following.

### 3.3.1. WOOLSTORES PRECINCT INTENT

The Woolstores Precinct is bound by Woolstores Place to the north, the freight rail to the east, Princess Royal Harbour and the narrow foreshore to the south and road reserve to the west.

The intent for the Woolstores Precinct is to create a prime visitor destination with a lively blend of entertainment, cultural, commercial, retail and residential uses within a waterfront environment.

Redevelopment of the Precinct will deliver a positive engagement with Princess Royal Harbour. The design of the public realm extends the waterfront environment into the precinct responding to the natural and physical cues apparent while also retaining the close connection of private land to the water's edge which is a distinct characteristic of the land.

The Precinct will be vibrant, accessible by all modes of transport, including the potential for a future jetty to enable water traffic to access direct from the Harbour.

The Precinct will include resort, hotel and/or short stay style accommodation, tourism based land uses and food and beverage attractions on the doorstep of Princess Royal Harbour along with medium to higher density residential land uses. Other land uses can be contemplated, including non-residential land uses supporting the transient and permanent residential land uses identified above.

The key guiding principles underpinning this intent are to:

- Create a recreational node and destination for Albany residents and visitors;
- Implement a height arc that transitions to a peak at the south-eastern end of the precinct, adjacent to the harbour foreshore, while responding to views to and from Mount Melville and to and from the wider harbour;
- Provide visual definition through the Precinct to the waterfront and wider harbour; and
- Provide a positive harbour interface, providing continuous access to and along the waterfront, while retaining a close but comfortable connection between future buildings and the water.

### 3.3.2. COMMERCIAL/RETAIL PRECINCT INTENT

The Precinct has effective access to Woolstores Place and the wider Albany Ring Road infrastructure, which also provides a clear boundary or frame to the precinct, along with the freight rail to the east. Due to its location, the height of the Albany Ring Road and views from Frenchman's Bay Road and Princess Royal Highway to the Structure Plan Area, the Commercial/Retail Precinct has a high level of visibility to regional traffic.

The Precinct is to be an employment generator at a neighbourhood scale, with high quality medium to large format commercial development taking advantage of access to the abovementioned roads, while providing a safe and inviting urban environment for pedestrians and workers fronting onto Woolstores Place. There may also be the opportunity for a supermarket for the local catchment, based on demand. The location of these land uses also enables an effective noise and visual buffer to be created between the precinct closer to the foreshore and the Albany Ring Road and Freight Rail infrastructure.

A green space is proposed adjacent to the Albany Ring Road to act as an open space area for workers. The green belt will also act as an entry statement to the Structure Plan Area from the future Albany Ring Road roundabout.

Dependent on demand for commercial land, there is also the opportunity to include low to medium density residential or aged care development within this precinct. This should be contained and focussed on Woolstores Place to activate this road.





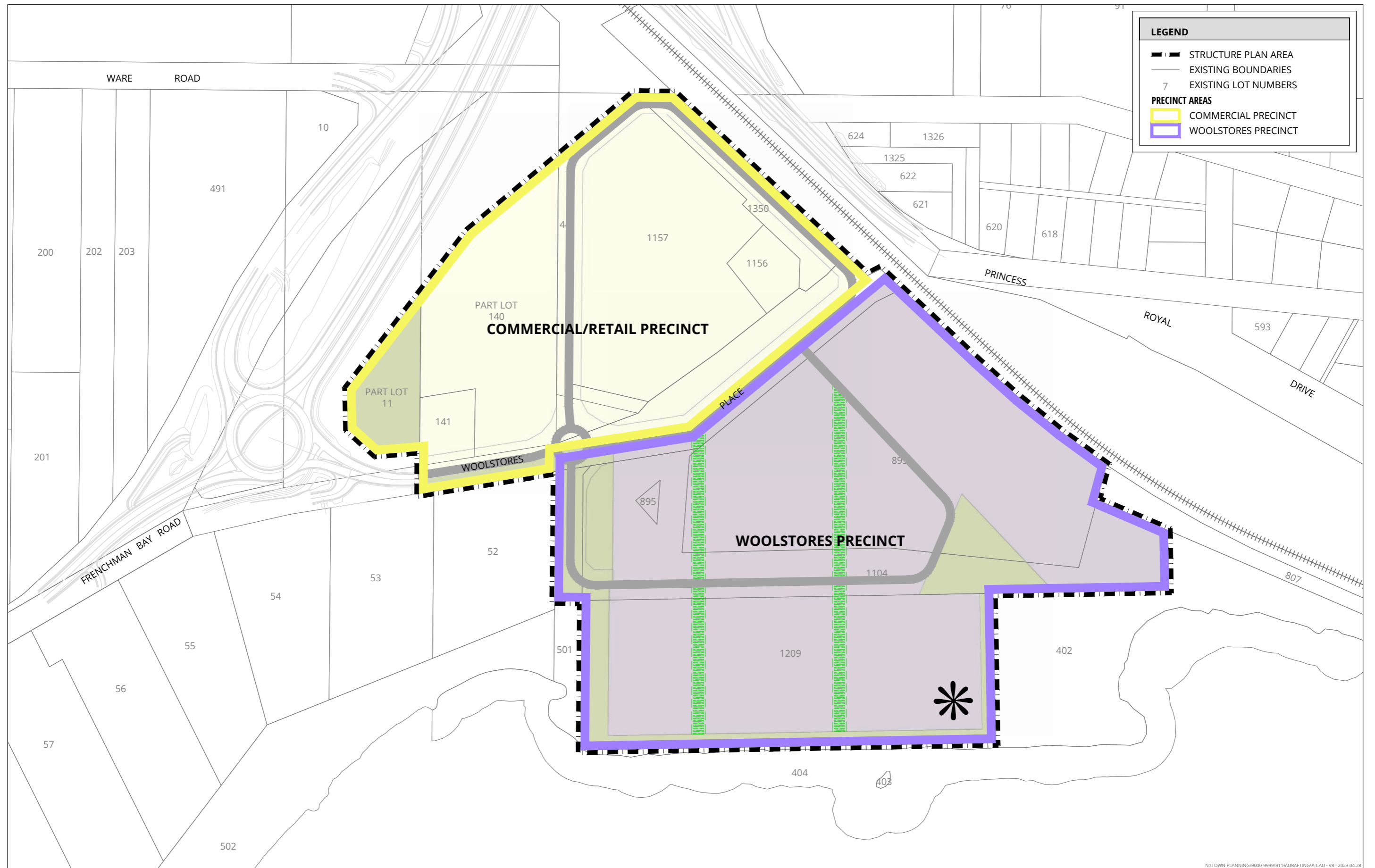


Figure 2 – Precinct Plan



## 4. STAGING

The Woolstores Structure Plan is a planning document prepared in accordance with the Planning and Development (Local Planning Schemes) Regulations, 2015. The Structure Plan is the key planning document to guide subdivision, built form and layout for the Structure Plan Area.

Upon approval, the Structure Plan, will be the key document to inform future subdivision and development applications.

Subdivision and development of the Structure Plan Area will be implemented in multiple stages and dependent upon market demand.

### 4.1. LAND ASSEMBLY

- (1) While any precinct can be subject to a subdivision and/or development application following approval of this structure plan, the following represents what is intended to form the staged approach to development of the structure plan area:
  - Woolstores Precinct – Land other than lots directly fronting the harbour, being Development Sites 7-9; and
  - Commercial/Retail Precinct.
- (2) It is anticipated that Development Sites 7-9 would form the third stage of development, based on demand analysis undertaken. However, should opportunities arise, this land can be subject to subdivision and development. For this reason though, and to safeguard a minimum level of development consistent with the intent of the Structure Plan, a minimum residential density has been imposed. This is explained below.

### 4.2. INFRASTRUCTURE

- (1) Based on staging outlined under section 4.1, the following will be applicable at subdivision stage to be funded by the applicable developer or authority and/or reimbursed where outlined:
  - (a) Stage 1
    - (i) Road infrastructure as per Attachment 8.
    - (ii) Stormwater system as per Appendix D of Attachment 1.
    - (iii) Type 10 Wastewater Pumping Station and 1.8km of off-site Wastewater Pressure Main will be required to service the development, discharging to existing Water Corporation assets within Newton Street. DN100 Pressure Main and internal sewer at DN225 and DN150. This infrastructure item will be subject to a Customer Funded Works Agreement to be reimbursed by Water Corporation.
    - (iv) Connection to ATCO Gas reticulated gas network in Festing Street and distribution within road reserves.
    - (v) Switchgear site to be established. The switchgear site will obtain power from the newly undergrounded HV line in Woolstores Place and will provide an HV supply to two transformers.
    - (vi) Fibre ready pit and conduit network to be installed at the developer's cost. The pit and conduit will be designed in accordance with NBN standards and will be installed in the telecommunications alignment within the internal road reserves.

- (b) Stage 2 and 3
  - (i) Road infrastructure as per Attachment 8.
  - (ii) Stormwater system as per Appendix D of Attachment 1.
  - (iii) Connection to sewer network at DN225 and DN150 within road reserves.
  - (iv) Connection to existing ATCO Gas distribution and further distribution lines within road reserves.
  - (v) NBN Conduit within road reserves.
  - (vi) Connection to power supply and distribution to lots.

Refer to **Attachment 1 and 3 for further information.**

### 4.3. PUBLIC OPEN SPACE

- (1) Public Open Space (POS) areas identified within the Structure Plan Map will be shown on a plan of subdivision in accordance with the delivery of stages outlined within section 4.1. This results in the following staged ceding of POS:
  - Stage 1: POS 1, 2 and 3; and
  - Stage 2 and 3: POS 4.
- (2) The respective POS areas provide important community space, and therefore should be embellished consistent with the landscape concept provided in Attachment 10. For the respective Subdivision Application or Development Application that includes the POS, a landscape plan shall be submitted demonstrate the design of the spaces.
- (3) POS areas will be maintained by the applicable developer for a period of time agreed to by the applicable developer and City of Albany with the intent to cede these POS areas to the Crown in perpetuity. Ongoing maintenance arrangements with the City of Albany are to be negotiated at the appropriate stage of development.



## 5. SUBDIVISION AND DEVELOPMENT REQUIREMENTS

### 5.1. 5.1 DENSITY AND DEVELOPMENT

#### 5.1.1. DENSITY AND R-CODES

Given the regional location, and the tourism aspirations the City and main landowner have for the site, there is a need to provide flexibility for subdivision design to respond to market demand by adjusting the lot product as opportunities for tourism and residential development and other forms of development occur in the structure plan area over time.

In this regard, while R-Code densities are identified within the Structure Plan Map, changes could be contemplated over time to respond to market demand and opportunities as they arise. Should this occur, an R-Code Density Plan is required to be confirmed at subdivision stage and endorsed by the WAPC. This plan is to demonstrate achievement of the vision, design principles and individual precincts intent when proposing R-Code densities. In specific regard to the Commercial/Retail Precinct, should any form of residential development be proposed within this precinct, an R-Code Density Plan would need to be endorsed by the WAPC at subdivision stage. It too would need to demonstrate the specific vision for this precinct is achieved with introduction of residential development.

As noted earlier, a minimum residential density has been imposed to ensure a minimum level of development consistent with the intent of the Structure Plan for land close to the harbour foreshore.




In line with this intent, it is anticipated that road reserves necessary for confirmed yield over time will enable road reserve widths to be refined from that depicted within Part 2.

#### 5.1.2. SUBDIVISION AND DEVELOPMENT PROVISIONS

##### 5.1.2.1. WOOLSTORES PRECINCT

Development Provisions are to be in accordance with the Mixed Use Zone included within Table 12 – Additional Requirements that apply to specific zones in the Scheme Area of the City of Albany Local Planning Scheme, with the exception of the following.

For mixed use and/or residential development, development provisions are to be in accordance with the City of Albany Local Planning Scheme and State Planning Policy 7.3 – Residential Design Codes (Volume 1 or 2 depending on dwelling type proposed), unless varied below.

ELEMENT	DEVELOPMENT PROVISION
 <p><b>1. Building Height</b></p>	<p>Maximum height in accordance with the Structure Plan Height and Setbacks Plan.</p> <p>To be considered for any development above six (6) storeys and up to eight (8) storeys for Development Sites 8 and 9, the following is to be demonstrated/provided to the satisfaction of the relevant decision maker (local government, Development Assessment Panel etc):</p> <ul style="list-style-type: none"> <li>Compliance with all development provisions included within this Structure Plan is required to be demonstrated;</li> <li>Visual impact assessment to be submitted demonstrating the key view lines from Mount Melville, Princess Royal Sailing Club and Rushy Point are not adversely impacted upon consistent with the Visual Impact Assessment attached to this report;</li> <li>On-site community benefit to be provided based on a community need analysis and community consultation and provision of a hotel, resort, short stay or other transient residential land use is to be proposed; and</li> <li>A variety of land uses are proposed on-site that respond to the vision and precinct intent.</li> </ul>
 <p><b>2. Street and Lot Boundary Setbacks</b></p>	<p>Setbacks are to be in accordance with the specified R-Code, unless the Structure Plan Height and Setbacks Plan and specific Sections Plan(s) identify a setback requirement.</p> <p>Note that maximum tower floor plate and maximum overshadowing provisions may mean larger setbacks to the harbour foreshore lot boundaries are required to meet all development provisions applicable. In this regard, compliance with setback development standards will not necessarily mean overshadowing provisions are met.</p> <p>For any additional public roads (ceded roads) created, development is to include the following minimum street setbacks:</p> <ul style="list-style-type: none"> <li>5m setback above two (2) storeys up to six (6) storeys; and</li> <li>10m setback for any development above six (6) storeys.</li> </ul>
 <p><b>3. Plot Ratio</b></p>	<p>Plot Ratio is to be as per the R-Code Density identified on the Structure Plan Map. A plot ratio of 3:1 for Development Sites 8 and 9 may be permissible should additional height be proposed, and the requirements of sub-clause (1) be met in their entirety.</p> <p>For clarity, should the building envelopes enabled by the height and setbacks imposed not facilitate the full extent of plot ratio area enabled under sub-clause (3), this cannot be utilised as a means to vary height and setback provisions.</p>



ELEMENT	DEVELOPMENT PROVISION
 <p><b>4. Tower Floor Plates (any development above six (6) storeys)</b></p>	<p>35% of an approved lot area.</p> <p>The siting of the proposed floor plate is to be guided by a visual impact assessment in accordance with sub-clause (1).</p>
 <p><b>5. Solar Access</b></p>	<p>No more than 50% of the identified public open space and land area is to be overshadowed at 12 noon on 21 August and/or the public open space and land area directly adjoining each development site as noted on the Structure Plan Height and Setbacks Plan.</p>
 <p><b>6. Building Form and Materiality</b></p>	<p>All development within the Structure Plan Area is to demonstrate an industrial architectural aesthetic that is sensitive to its landscape and visual setting achieved via building design, form and materiality to continue the established characteristic and industrial heritage of the Woolstores buildings and surrounding environment.</p> <p>For land located adjacent to the harbour foreshore, the form, scale, proportions and materiality of new development, particularly to podium height, is to reference the original Woolstores buildings in this location to continue the established characteristic of these buildings in close proximity to the foreshore and the industrial heritage of the site.</p> <p>For clarity, this does not mean that new development should mimic the existing Woolstores buildings, but rather reference them in a meaningful way through contemporary design principles.</p>
 <p><b>7. Ground Floor Activation</b></p>	<p>Areas marked as 'Active Frontage' on the Structure Plan Map encourage a range of active uses at the pedestrian level.</p> <p>Specifically, this shall be achieved by:</p> <ul style="list-style-type: none"> <li>Residential and/or food and beverage land uses at the pedestrian level in areas delineated as 'Primary Active Frontage'.</li> <li>Areas delineated as either 'Primary Active Frontage' or 'Secondary Active Frontage' shall demonstrate measures have been undertaken to build adaptability into the development at ground floor level.</li> </ul>

Table 3: Development Standards

Where the proposed development varies the specified requirements outlined above, the Design Principles/Element Objectives of the applicable R-Codes apply, together with the purpose, objectives, vision and intent of the Structure Plan and Precinct Intent.

Refer to Figures 3-9 – Height and Setbacks Plan and Height and Setback Development Standards

### 5.1.2.2. COMMERCIAL/RETAIL PRECINCT

Development Provisions are to be in accordance with the Neighbourhood Centre Zone included within Table 12 – Additional Requirements that apply to specific zones in the Scheme Area of the City of Albany Local Planning Scheme, with the exception of the following.

While only intended to occur on the southern fringe of the Precinct, fronting Woolstores Place, for mixed use and/or residential development, development provisions are to be in accordance with the City of Albany Local Planning Scheme and State Planning Policy 7.3 – Residential Design Codes Volume 1 or 2, unless varied below.





ELEMENT	DEVELOPMENT PROVISION
 <p><b>1. Building Height</b></p>	<p>Maximum of 11m, excluding minor projections</p> <p>Key architectural features may be considered to project above the maximum height control, on a case by case basis, having regard to the vision, precinct intent and design principles.</p>
 <p><b>2. Setbacks</b></p>	<p>In accordance with the Structure Plan Height and Setbacks Plan.</p>
 <p><b>3. Building Form and Materiality</b></p>	<p>All development within the Structure Plan Area is to demonstrate an industrial architectural aesthetic that is sensitive to its landscape and visual setting achieved via building design, form and materiality to continue the established characteristic and industrial heritage of the Woolstores buildings and surrounding environment.</p> <p>For clarity, this does not mean that new development should mimic the existing Woolstores buildings, but rather reference them in a meaningful way through contemporary design principles.</p>
 <p><b>4. R-Code Density</b></p>	<p>Any residential development is to address an R-Code Density, as identified on a R-Code Density Plan endorsed by the WAPC.</p>

Table 4: Development Standards

Where the proposed development varies the specified requirements outlined above, the general variation clauses included within the City of Albany Local Planning Scheme apply, together with the purpose, objectives, vision and intent of the Structure Plan and Precinct Intent.

Refer to **Figure 3 – Height and Setbacks Plan**.



### 5.1.3. LOCAL DEVELOPMENT PLANS

Local Development Plans are not specifically required or identified for the subject site.

### 5.1.4. OTHER REQUIREMENTS

#### 5.1.4.1. PUBLIC OPEN SPACE

- (1) Open space is to be ceded and delivered as per Section 4.3 and in accordance with the below table.

OPEN SPACE REQUIREMENTS	TOTALS
Total Development Site Area (excluding Commercial/Residential Precinct)	117.56ha
Total Open Space Area Required	11.75ha
Total Open Space Provided	14.64ha

Table 5: Public Open Space Summary

- (2) Should subdivision be proposed to facilitate residential land uses within the Commercial/Retail Precinct (Neighbourhood Centre Zone), additional open space shall be identified on a Plan of Subdivision when creating the applicable lots to ensure 10% open space is provided across the Structure Plan Area.

#### 5.1.4.2. BUSHFIRE MANAGEMENT

- (1) Prior to Certificates of Title being issued for new lots located greater than 200m from the intersection of Woolstores Place and the Albany Ring Road, secondary emergency access is to be established via a permanent Emergency Access Way linking the internal public road network in the north of the site, through to Lower Denmark Road further to the north.

#### 5.1.4.3. INFRASTRUCTURE

- (1) Prior to Certificates of Titles being issued as a result of a subdivision approval, a seawall in accordance with Attachment 3 and section 5.2 is to be constructed and thereafter maintained.
- (2) Notwithstanding sub-clause (1), proposed development sites 1 and 2 (or land in this location) and associated roads may be created, and new Certificates of Titles issued, should it be demonstrated that these lots and roads would not be impacted by the 100 year erosion and inundation events identified within Attachment 3.
- (3) All lots created as a result of a subdivision approval are to include a finished ground level of 2.5m AHD.
- (4) A reticulated water supply, sewerage network and gas network are to be implemented at subdivision stage in accordance with Attachment 1 and section 5.2.

#### 5.1.4.4. ENVIRONMENTAL

- (1) All noise sensitive development is to comply with Attachment 5, with the following specific measures to be considered and demonstrated as part of submitted development applications:
- Adequate seals to windows and doors;
  - Double glazing to all windows and doors;
  - Habitable room location and orientation; and
  - Any other matter applicable under the Quiet House Design requirements.
- (2) In addressing sub-clause (1) above, the overarching vision, objectives and design principles outlined within section 3 are to be addressed to ensure the design philosophy and aesthetic sought is achieved via all new noise sensitive development.

### 5.2. ADDITIONAL INFORMATION

The following additional requirements are to be met in order to fulfill the objectives of the Structure Plan at later stages (i.e. subdivision or development application stages).

ADDITIONAL INFORMATION AND PURPOSE	APPROVAL STAGE	RESPONSIBLE AGENCY
Bushfire Management Plan (BMP) to meet the relevant commitments outlined in the strategic level BMP that is attached to this structure plan.	Subdivision and Development Application	City of Albany, Department of Planning, Lands and Heritage and Department of Fire and Emergency Services
Noise Management Plan to confirm future development can respond to the Transportation Noise Assessment attached to this structure plan and State Planning Policy 5.4 – Road and Rail Noise	Development Application	City of Albany
Transport Impact Statement to confirm road types as part of subdivision and to identify and manage the potential impact of proposed development on the local road network.	Subdivision and Development Application	City of Albany and Department of Planning, Lands and Heritage
A Coastal Foreshore Management Plan in accordance with State Planning Policy 2.6 – Coastal Planning.	Subdivision	City of Albany and Department of Planning, Lands and Heritage
Stormwater Design and Management Plan	Subdivision and Development Application	City of Albany



ADDITIONAL INFORMATION AND PURPOSE	APPROVAL STAGE	RESPONSIBLE AGENCY
Servicing including, Detailed Stormwater Strategy, Detailed Engineering Design and Application for Reticulated Gas	Subdivision	City of Albany Water Corporation, Western Power, NBN and ATCO Gas
Urban Water Management Plan	Subdivision	City of Albany, Department of Biodiversity, Conservation and Attractions and Department of Water and Environmental Regulation
Retail/Commercial Needs Analysis is required should any retail or commercial (or a mixture of both) development be proposed. This analysis is required to demonstrate the demand for the proposed development and how it would not adversely impact established activity centres within the locality or those identified already under the Local Planning Scheme but yet to be delivered.	Development Application	City of Albany

ADDITIONAL INFORMATION AND PURPOSE	APPROVAL STAGE	RESPONSIBLE AGENCY
R-Code Density Plan to confirm R-Code densities per lot in conformance with this Structure Plan.	Subdivision	City of Albany and Department of Planning, Lands and Heritage
Ecological Survey and Environmental Assessment Report to confirm the location of the TEC and other environmental features and management regimes.	Subdivision	City of Albany, Department of Biodiversity, Conservation and Attractions and Department of Water and Environmental Regulation
An acid sulphate soils self-assessment form and, an acid sulphate soils report and acid sulphate soils management plan.	Subdivision	City of Albany and Department of Water and Environmental Regulation
Geotechnical Reporting to confirm building suitability on reclaimed land.	Development Application	City of Albany

Table 6: Additional Requirements





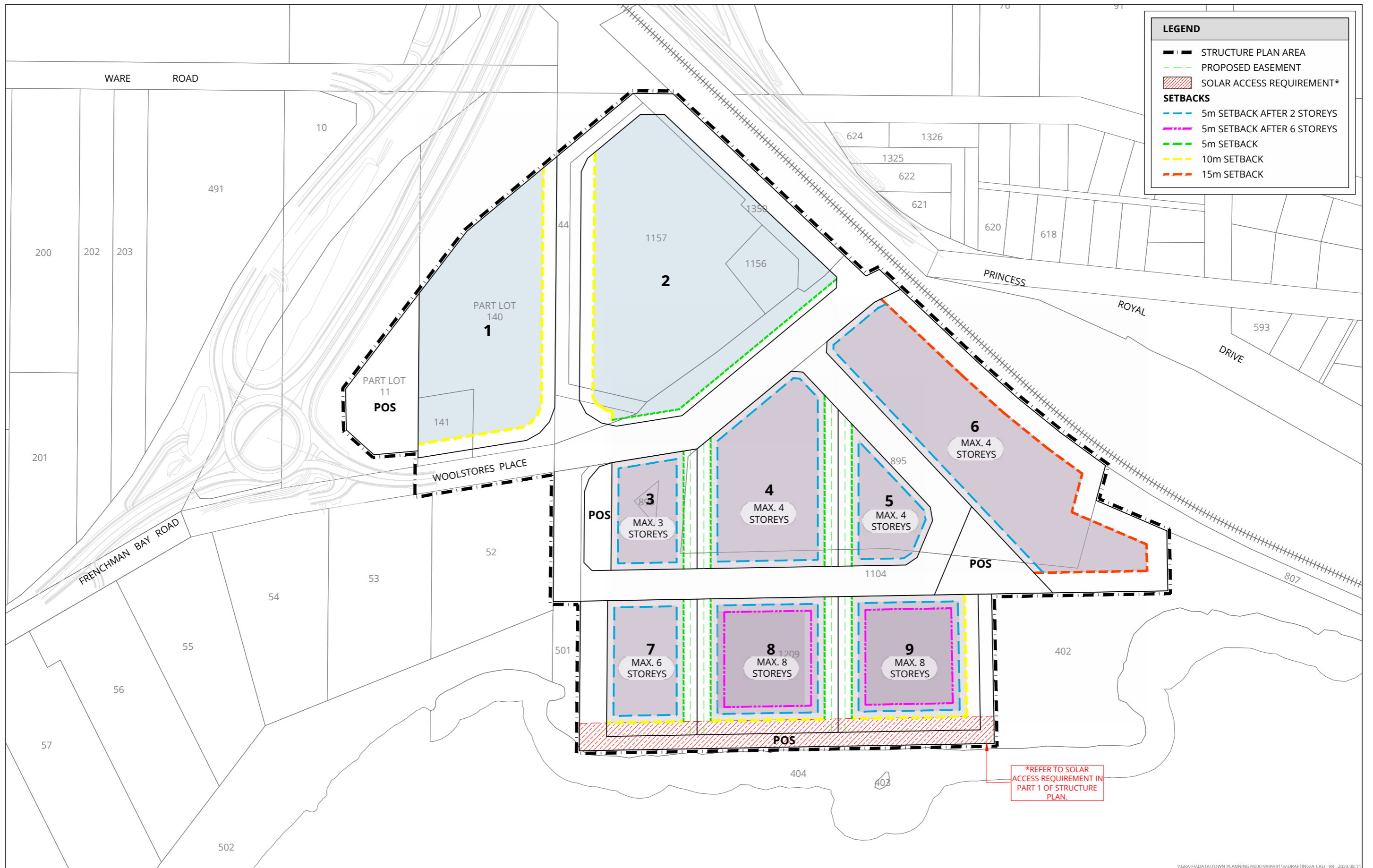


Figure 3 – Height and Setbacks Plan



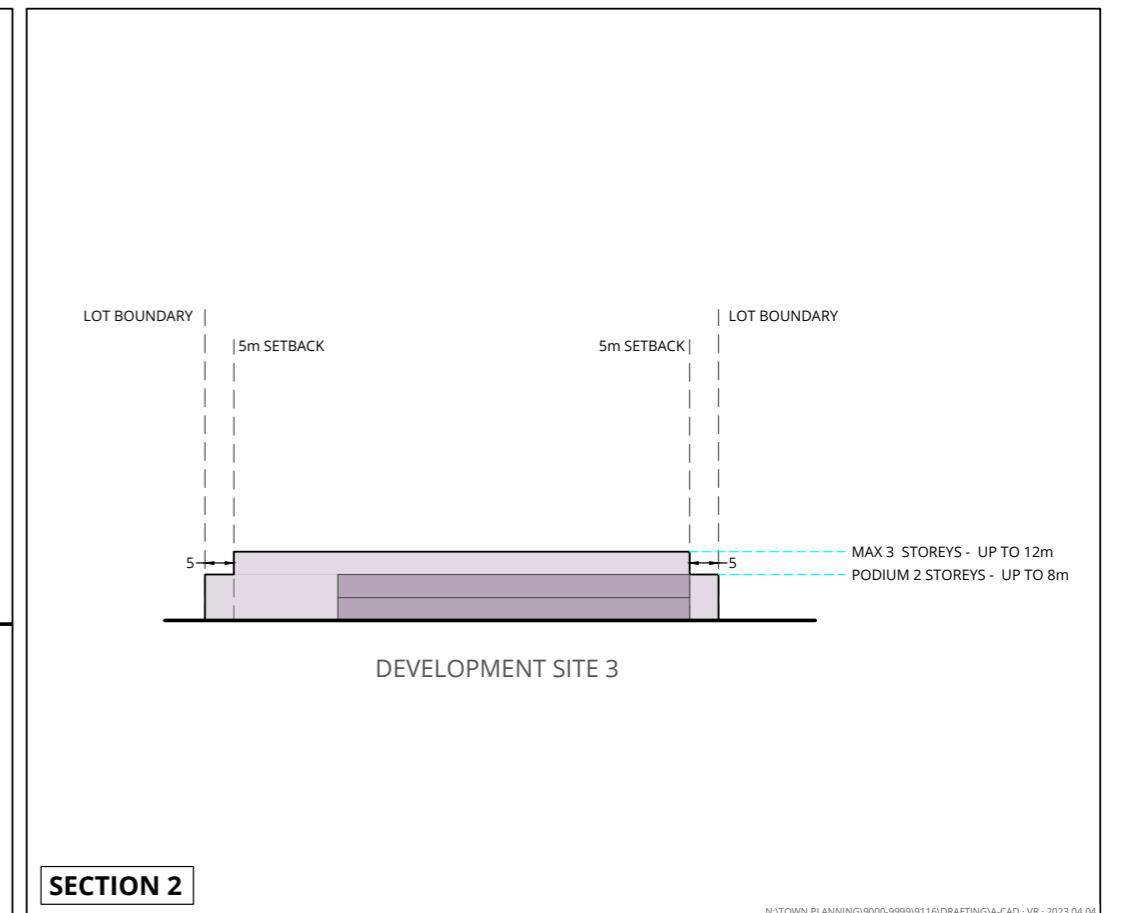
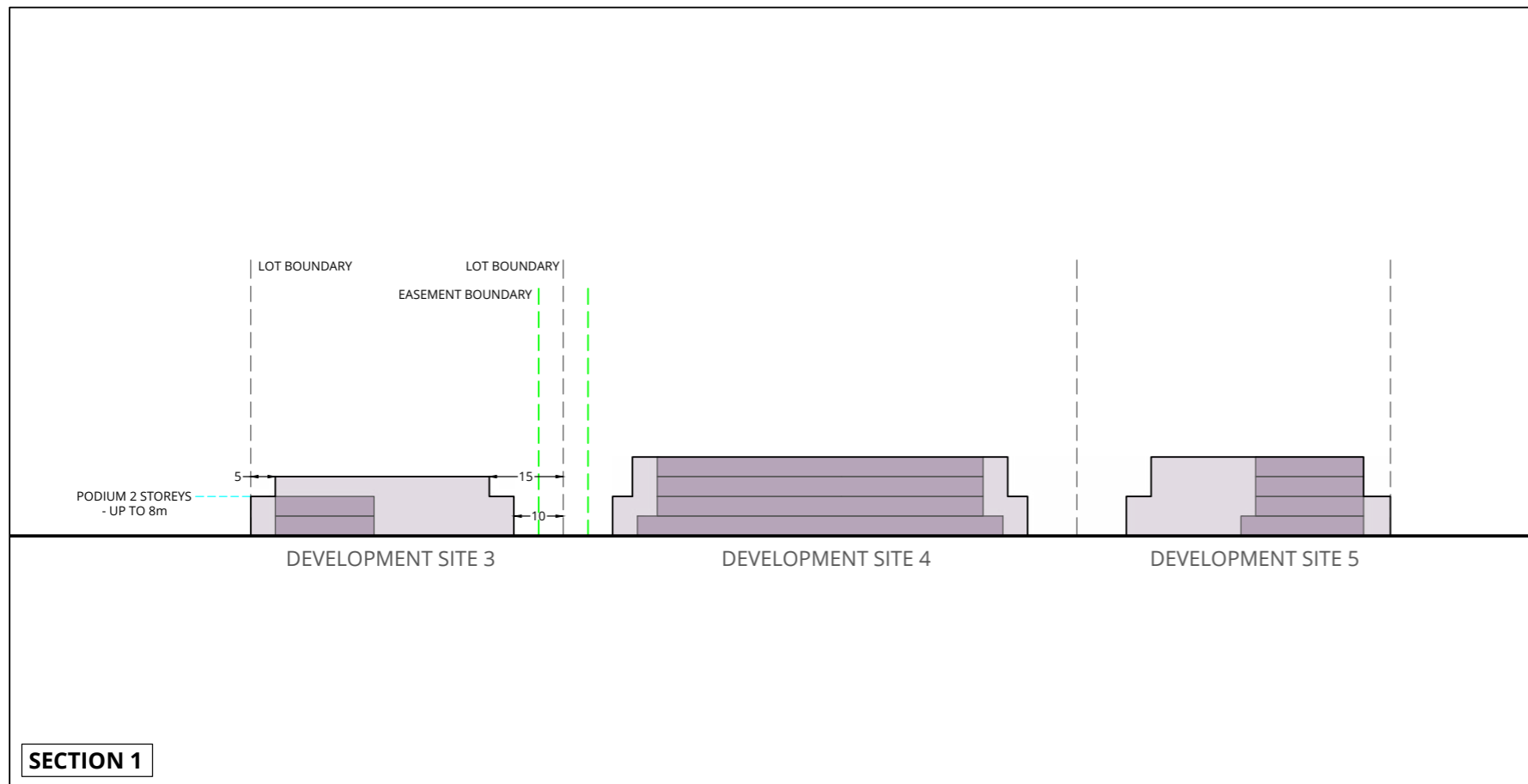
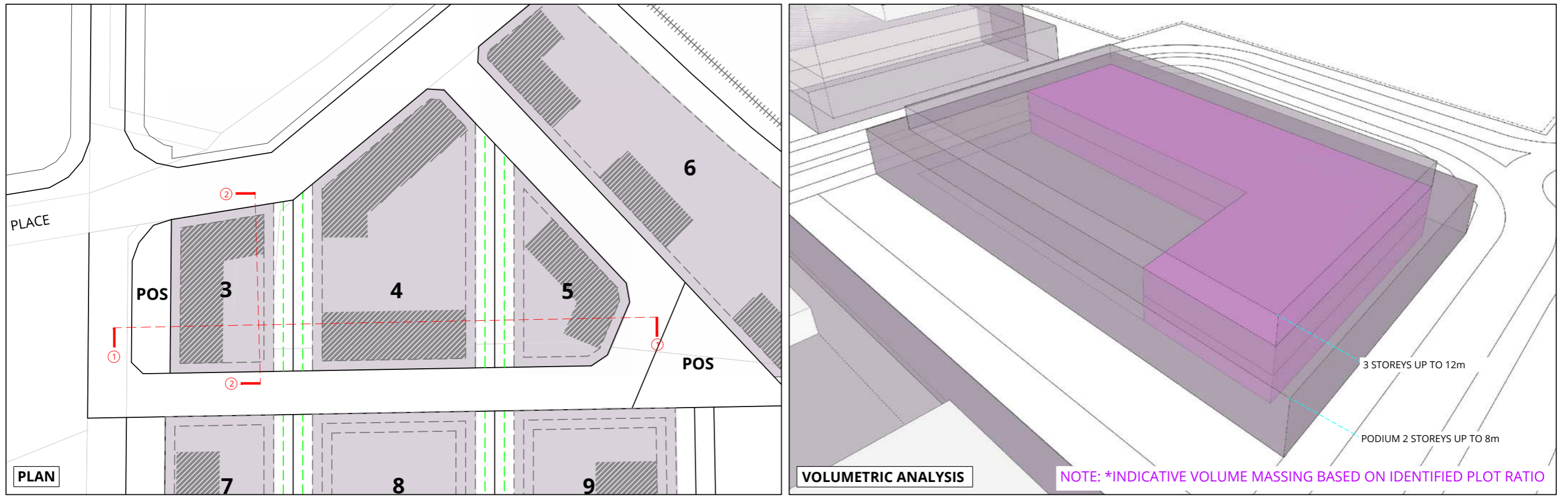


Figure 4 – Setback Development Standards, Section Site 3



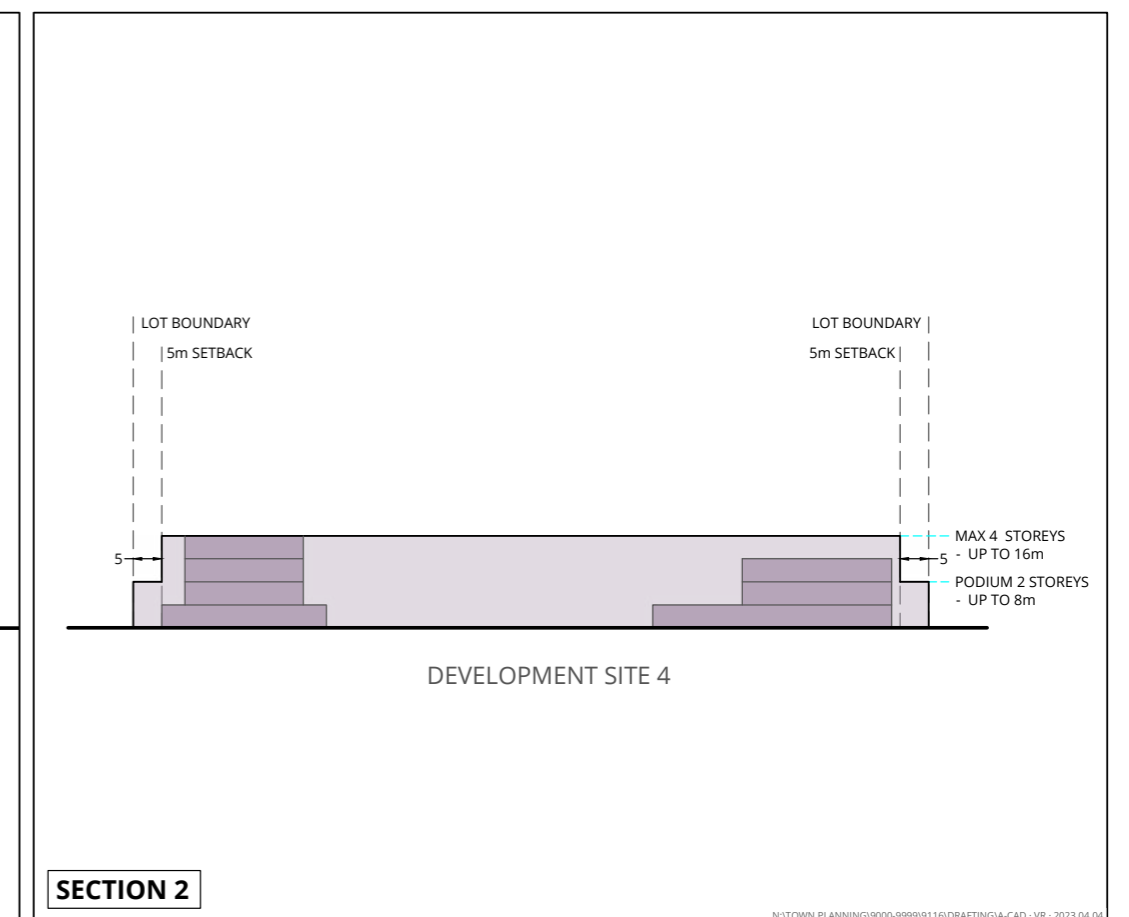
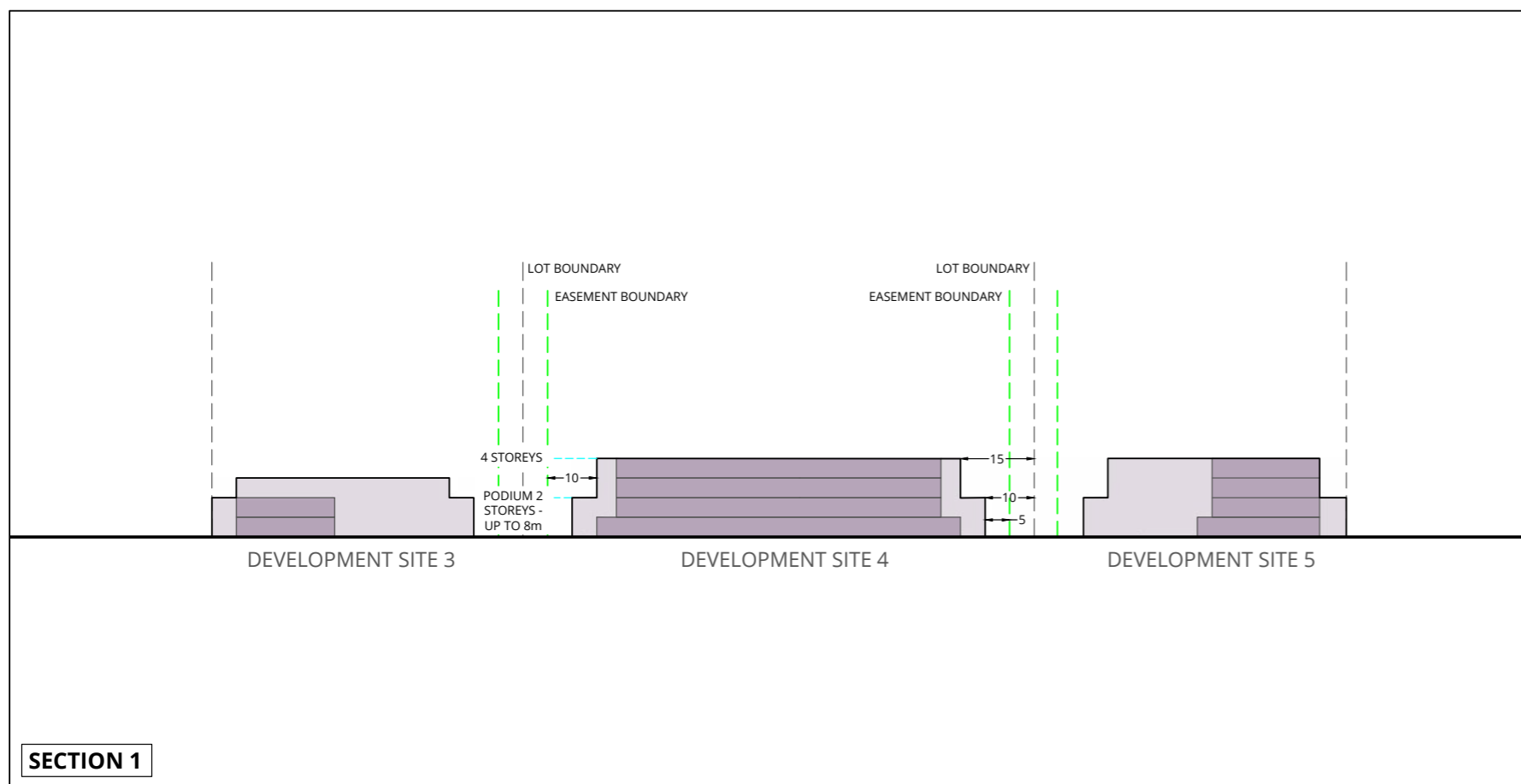
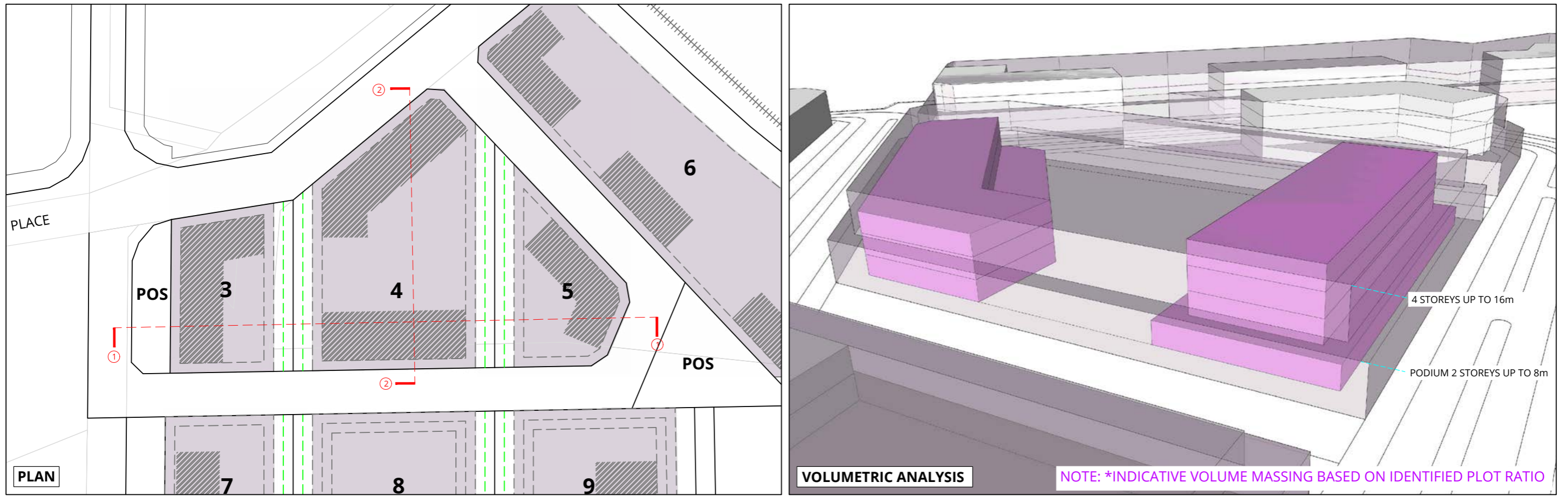


Figure 5 – Setback Development Standards, Section Site 4



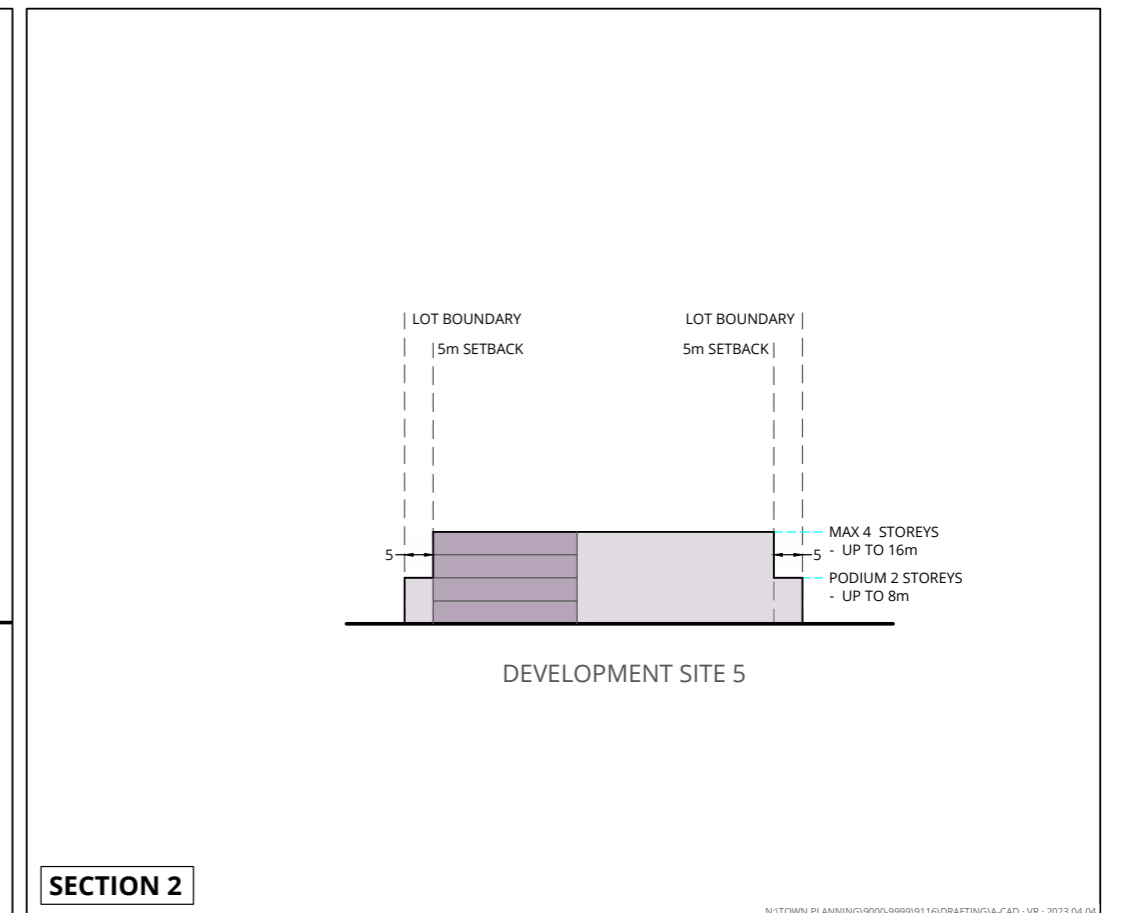
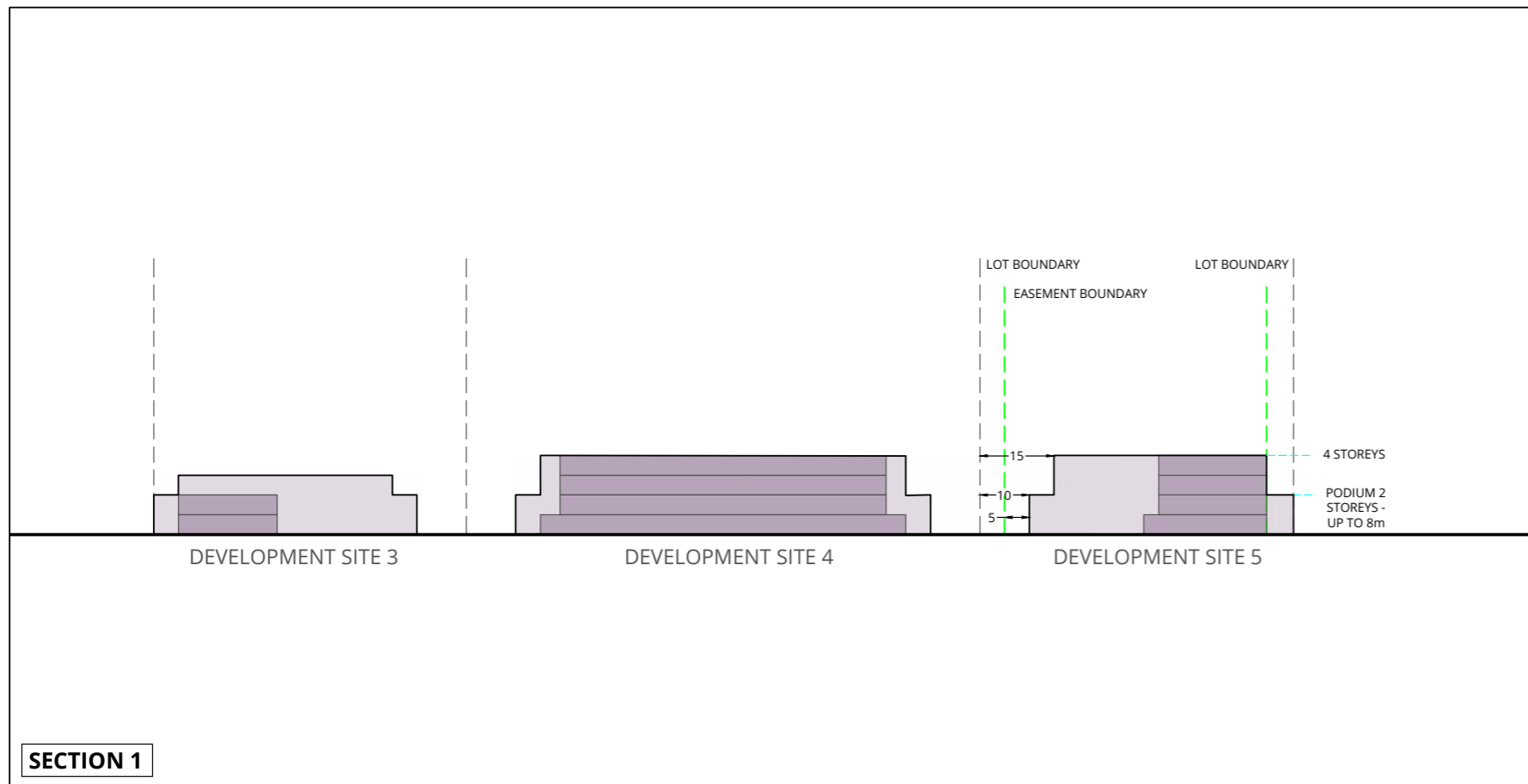
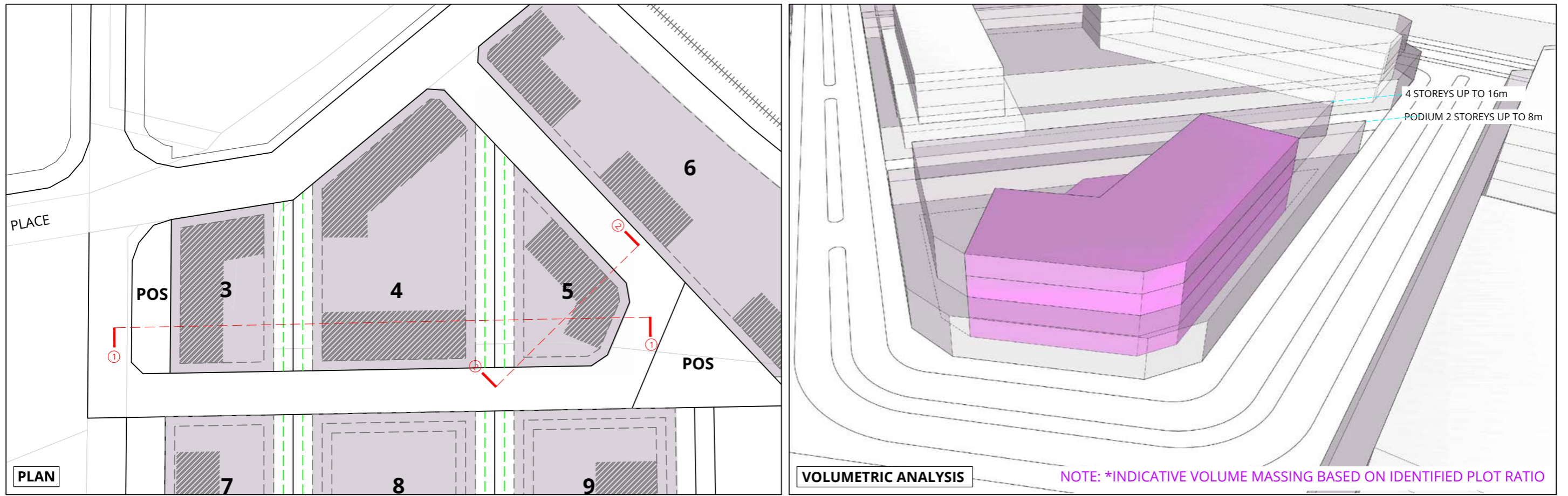


Figure 6 – Setback Development Standards, Section Site 5 and Site 6



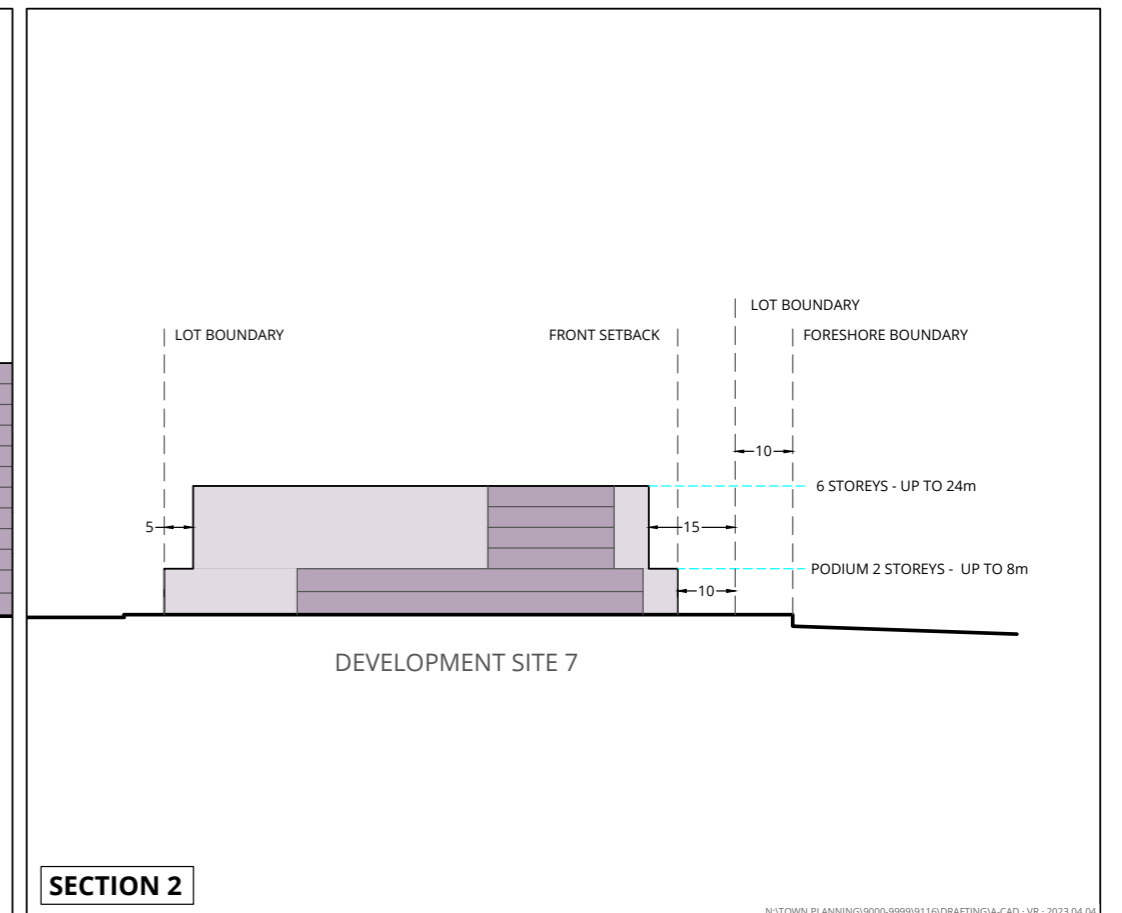
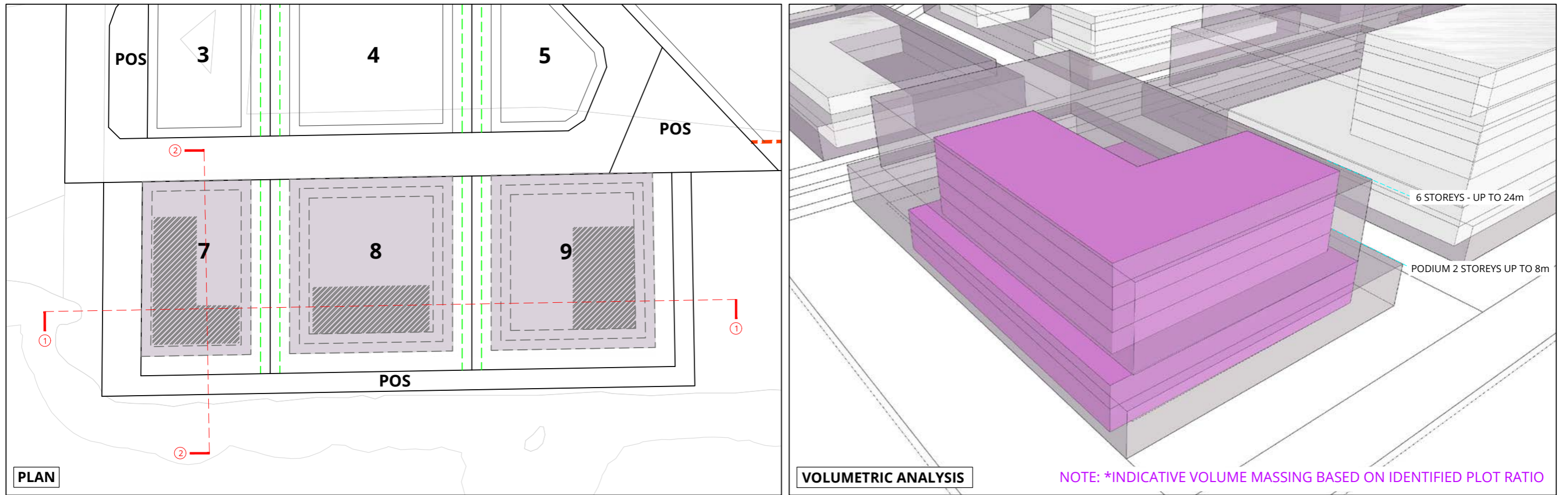


Figure 7 – Setback Development Standards, Section Site 7



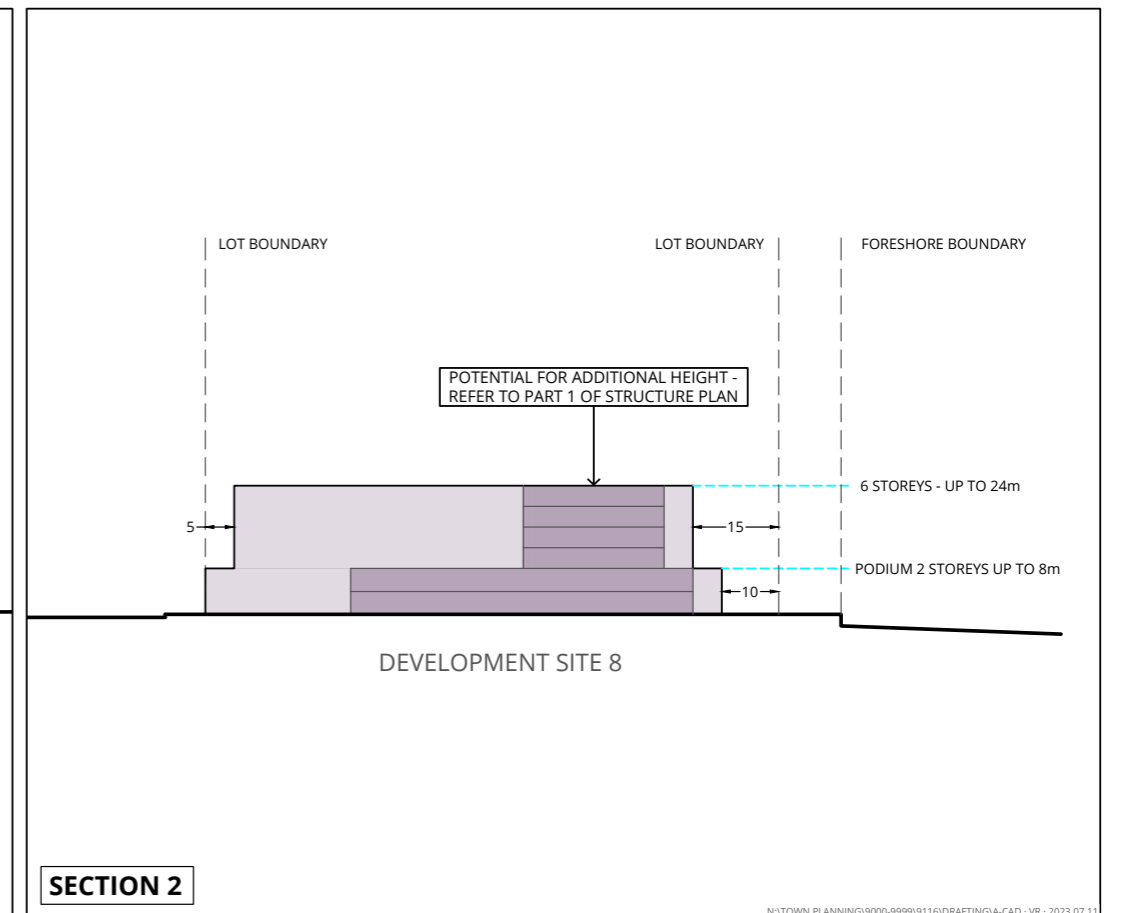
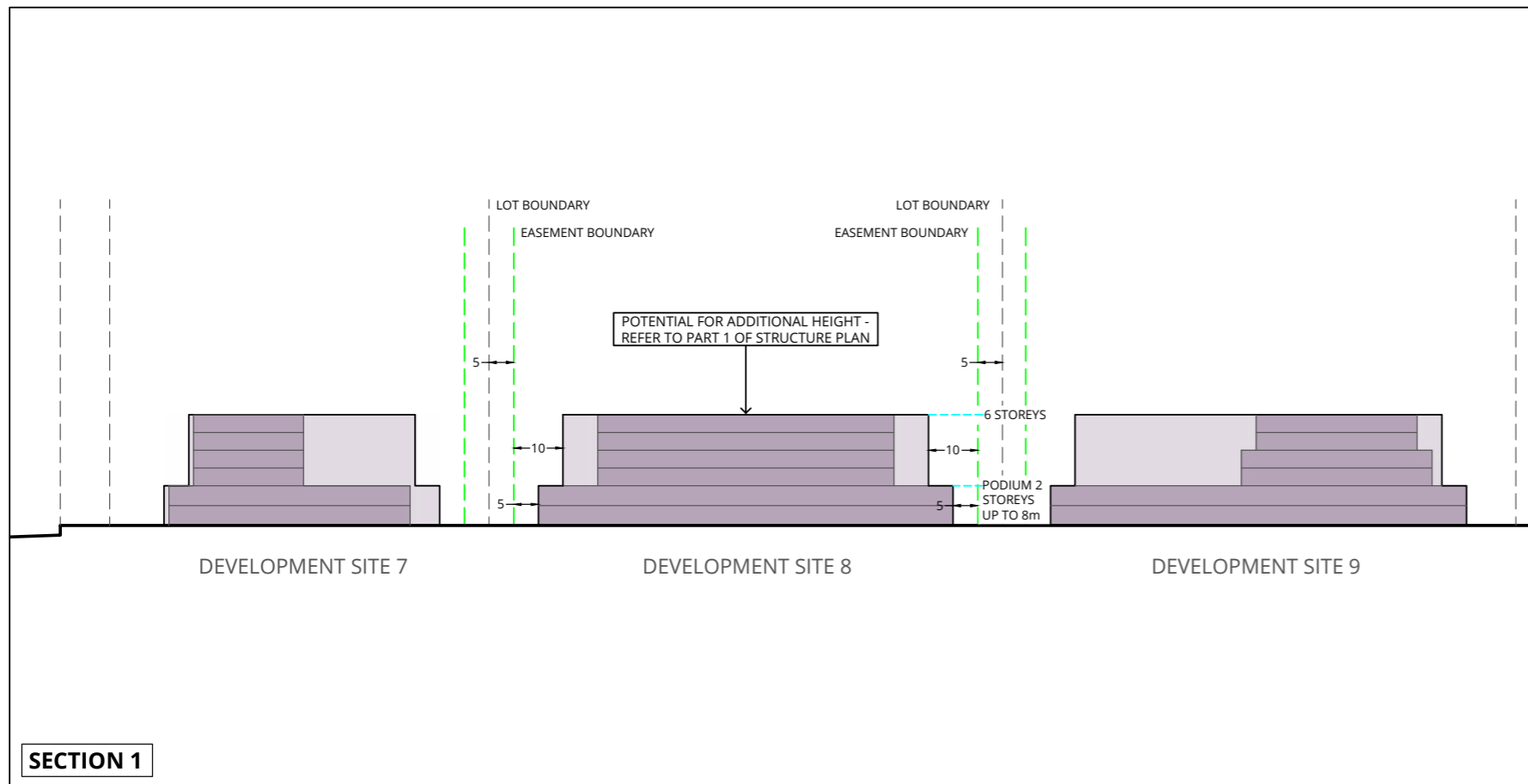
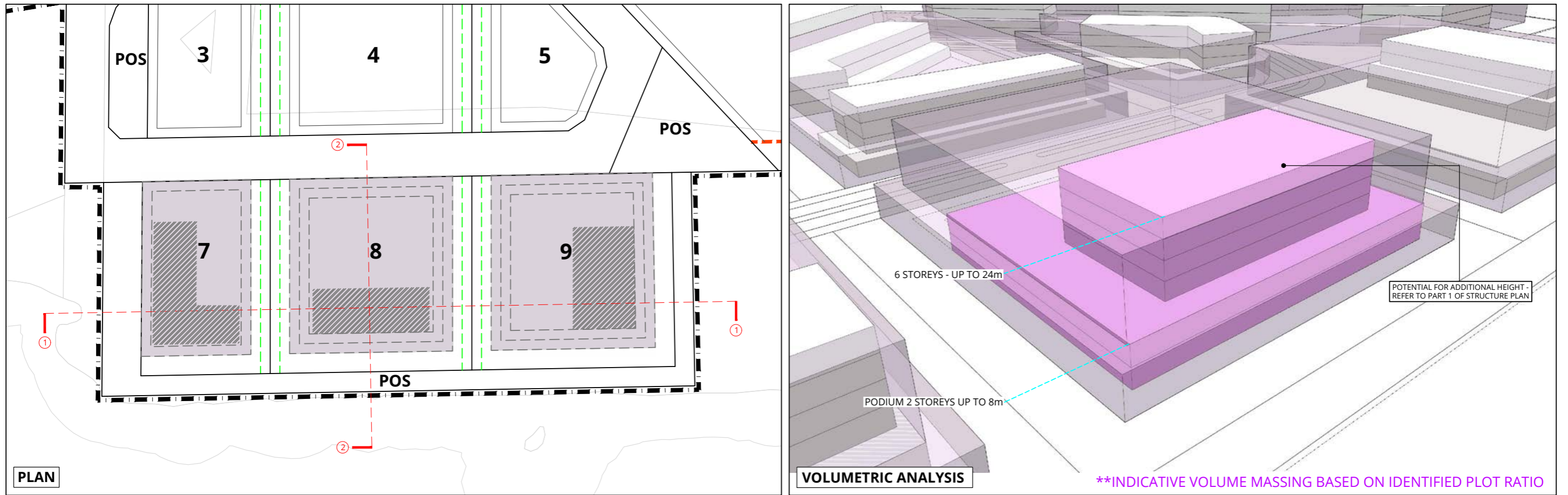


Figure 8 – Setback Development Standards, Section Site 8



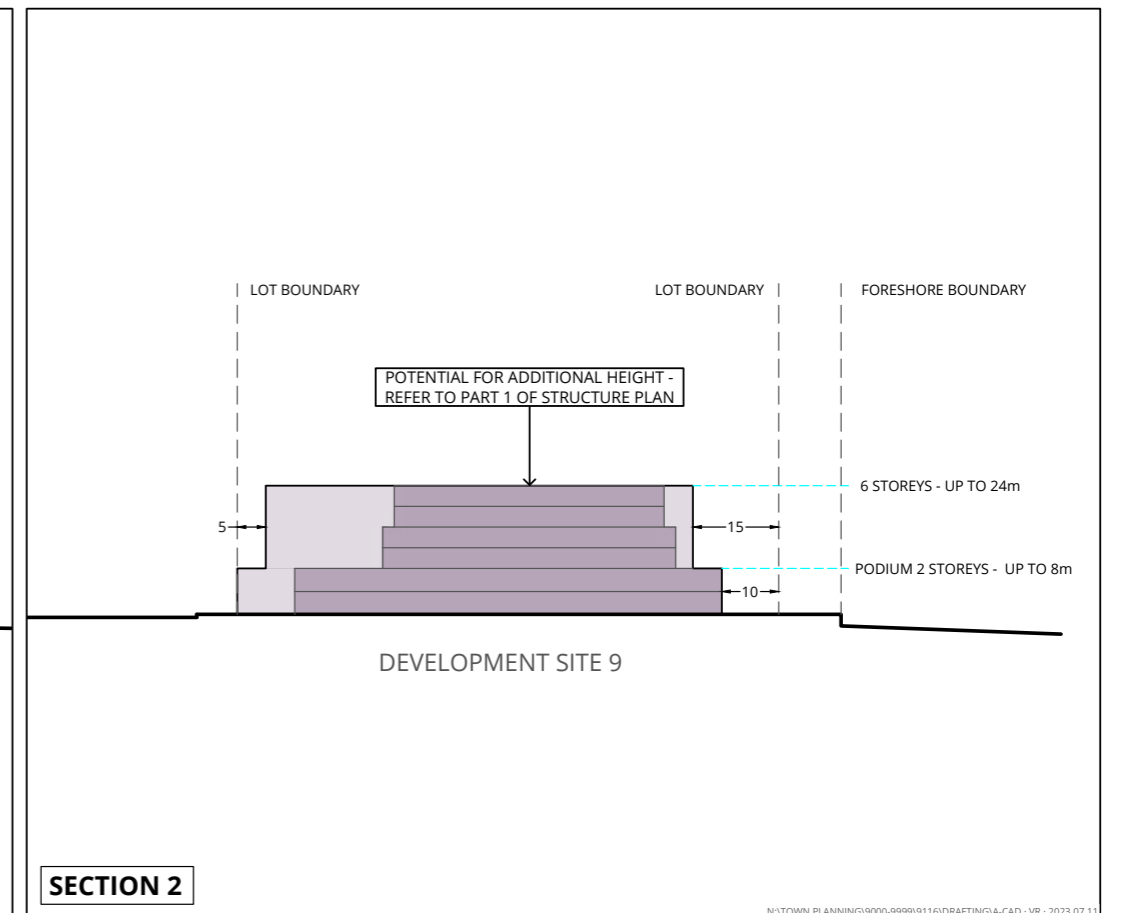
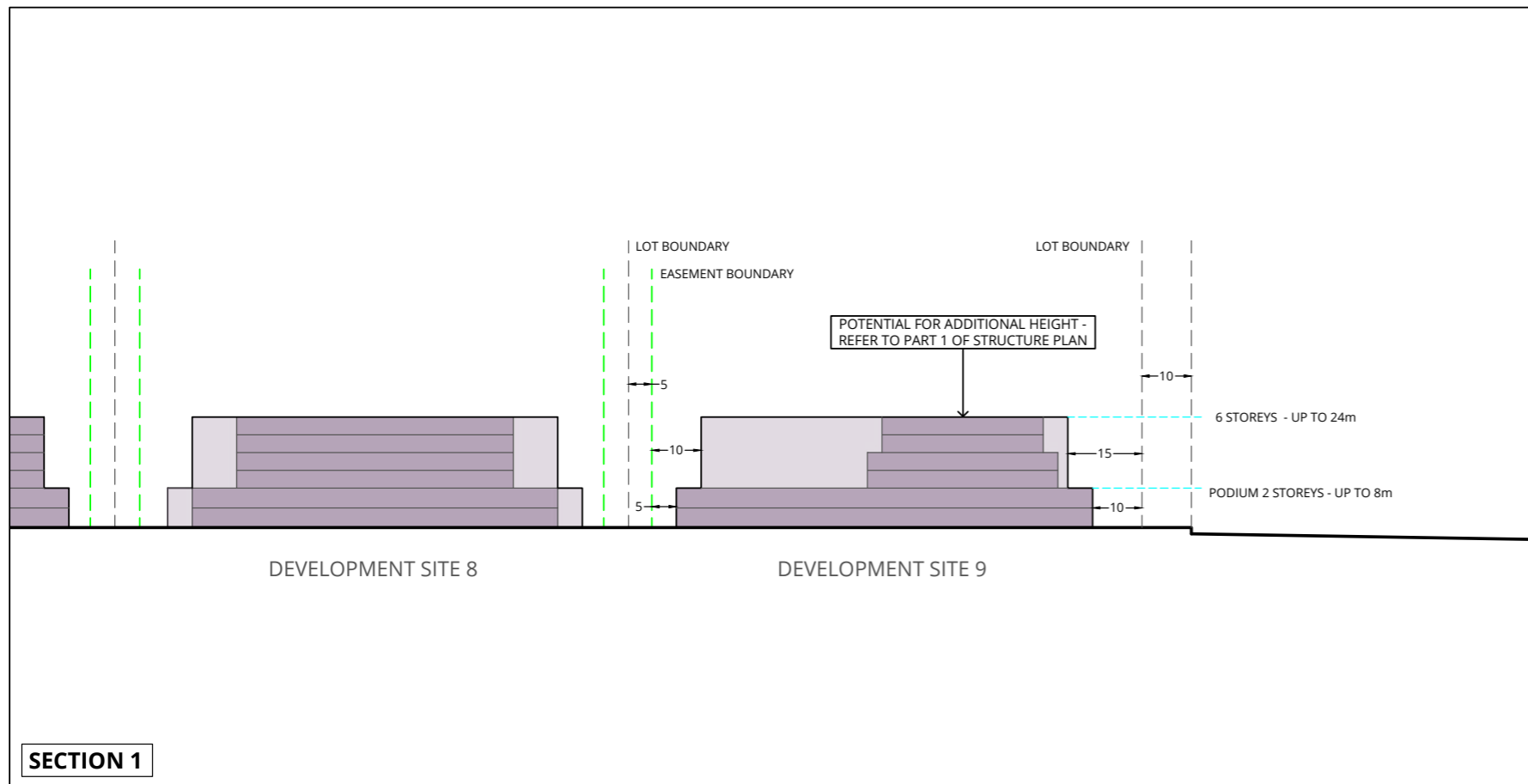
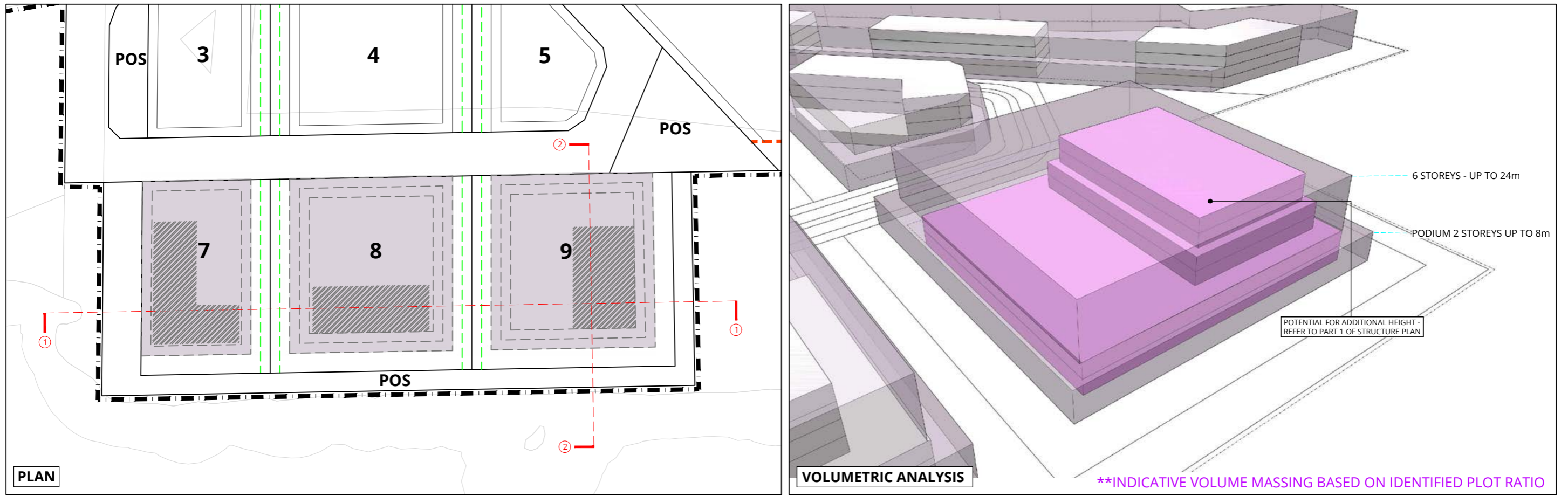


Figure 9 – Setback Development Standards, Section Site 9





# PART 2

## EXPLANATORY SECTION

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## 1. INTRODUCTION AND PURPOSE

The purpose of the Albany Woolstores Precinct Structure Plan (Structure Plan) is to facilitate the development of Structure Plan Area as set out in the City of Albany's Local Planning Strategy.

The Structure Plan Area is identified by the Strategy as 'Investigation Area 2 – Woolstores'. The Local Planning Strategy includes a strategic direction to facilitate the preparation of a structure plan that shows how the site can be redeveloped and address a number of matters, including, but not limited to the following:

- Potential mixed use development, with a focus on tourism;
- Connection to sewer;
- Coastal planning considerations; and
- Interface with future Albany Ring Road.

The Structure Plan is made pursuant to the requirements of the Deemed Provisions of the Regulations and aligns and supports the City of Albany Local Planning Scheme No. 1 and 2 (when gazetted).

## 2. SITE AND CONTEXT ANALYSIS

### 2.1. PHYSICAL CONTEXT

#### 2.1.1. REGIONAL CONTEXT

The Structure Plan Area is located in the Municipality of the City of Albany, which is located within the Great Southern Region of Western Australia. Albany is a regional City and includes a population of approximately 36,000 people. Albany is surrounded by key regional towns of Denmark, Mount Barker, Jerramungup and Bremer Bay.

The Structure Plan Area is approximately 1.7 kilometres west of the Albany town centre and Albany Waterfront and situated at the northern extent of Princess Royal Harbour.

Refer **Figure 1 – Regional Location**.

The subject site is situated in the localities of Mount Elphinstone and Mount Melville. The Structure Plan Area is bordered by Frenchman's Bay Road and the railway line. The railway line is a key freight route between Albany and Northam, primarily for grain.

Frenchman's Bay Road provides access from Princess Royal Drive around the western extent of Princess Royal Harbour to the localities of Robinson, Torndirrup, Little Grove and beyond. Princess Royal Drive intersects with Hanrahan Road and Lower Denmark Road to the north of the Structure Plan Area. Hanrahan Road provides access to South Coast Highway, being the regional highway that connects the eastern and western extent of the Great Southern.

#### 2.1.2. LOCAL CONTEXT AND DEVELOPMENT

The Structure Plan Area includes the Albany Woolstores comprise of three (3) buildings (one (1) being demolished at the time of writing) that are located fronting Princess Royal Harbour and extend north to Woolstores Place and the railway line. As will be explained elsewhere in this report, these buildings were constructed in the 1950s and historically utilised to store Wool from across the Great Southern Region ahead of transport via Albany Port to the world's markets.

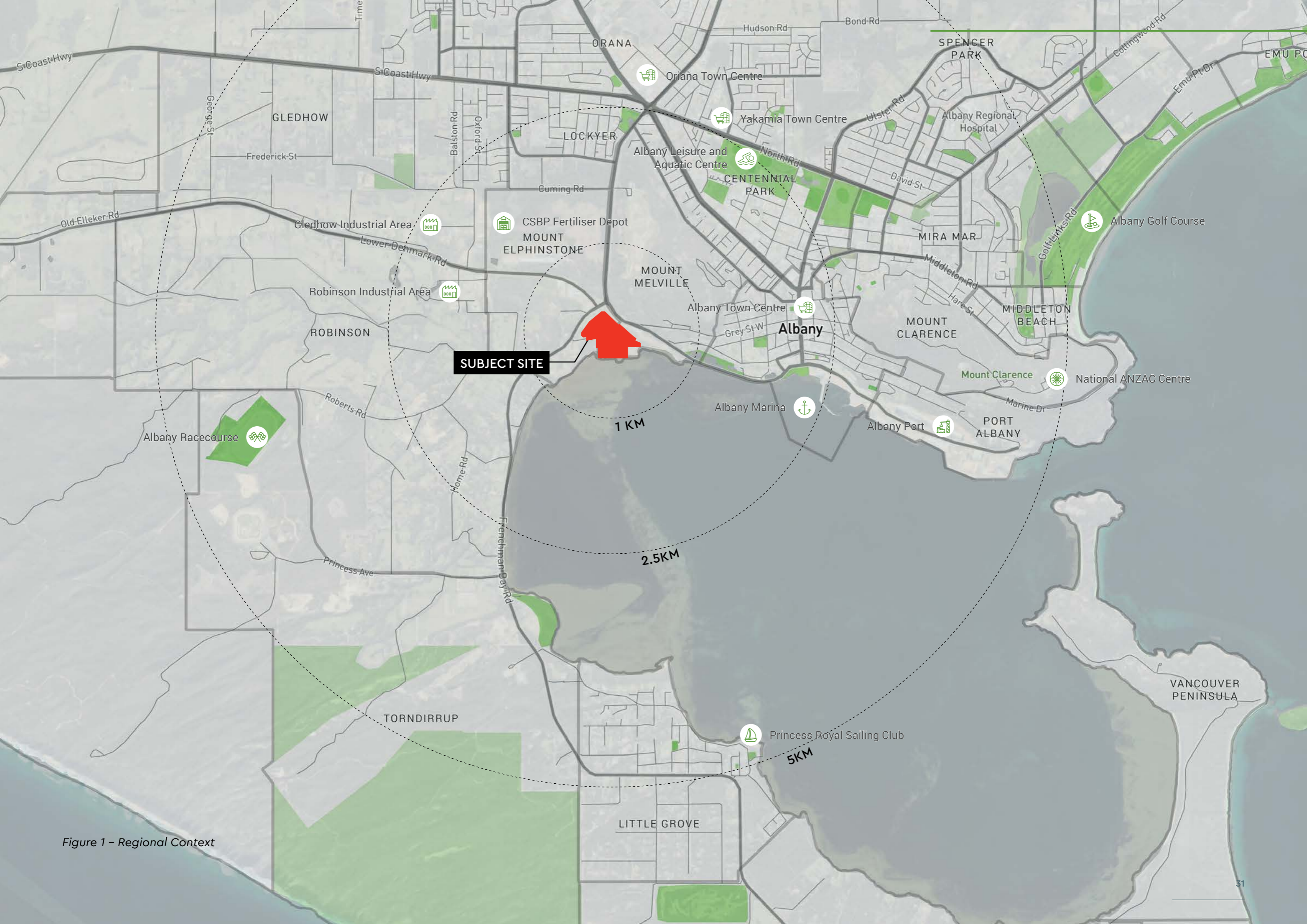
The Structure Plan Area also includes various other improvements including private dwellings and outbuildings. A large drain is situated to the northern extent of the Woolstores Place road reserve.

A large extent of the Structure Plan Area is cleared, with remnant vegetation located along Woolstores Place and to the borders of the Structure Plan Area.

The Structure Plan Area is surrounded by rural residential land to the west, industrial land to the north and Mount Melville to the east.

Refer **Figure 2 – Local Location**.





**SUBJECT SITE**

1 KM

2.5 KM

5 KM

Figure 1 – Regional Context







### 2.1.3. ZONING

The Structure Plan Area is currently zoned General Industry and Rural Small Lot Holdings, as well as being reserved for Parks and Recreation purposes under the City of Albany Local Planning Scheme No. 1 ('LPS 1'). In addition, the land zoned General Industry includes a Restricted Use classification (RU4) that only permits Warehouse or other ancillary Light Industrial land use classes.

The Structure Plan Area is bordered by land zoned Rural Small Lot Holdings, Tourist Residential, with reservations for Railways and Priority Road also applicable. The latter is reserved for the purpose of the future Albany Ring Road.

Refer **Figure 3 – Current Zoning**.

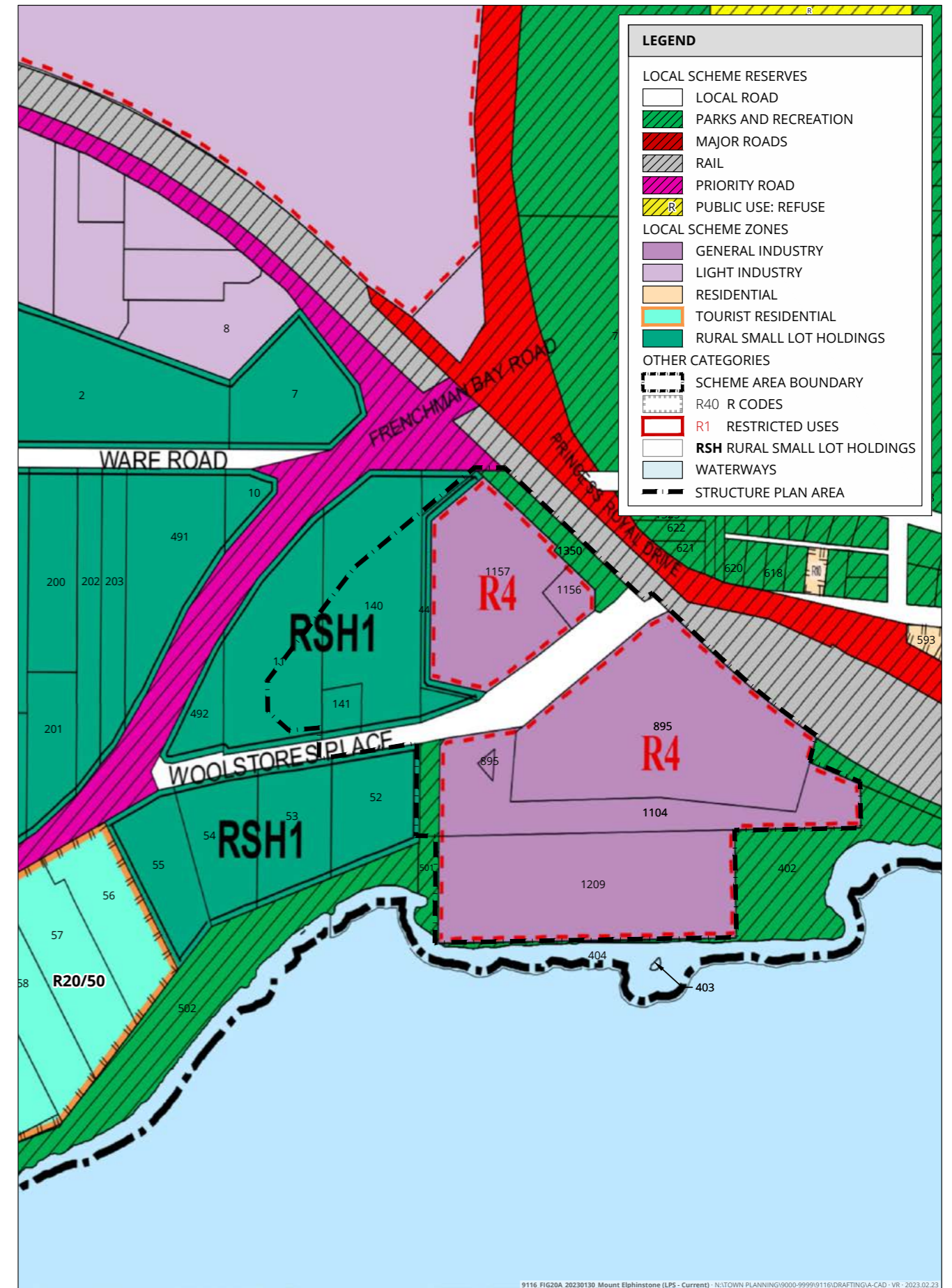


Figure 3 – Current Zoning



## 2.1.4. TENURE

The lots and road reserves that form the Structure Plan Area are summarised in in Table 1 and **Figure 4** below:

LOT	PLAN	VOL/FOLIO	ADDRESS	LANDOWNER
11	D53535	1492/23	5 Woolstores Place, Mount Elphinstone	Main Roads
492	DP72533	2784/100	7 Woolstores Place, Mount Elphinstone	Main Roads
140	DP27076	1290/605	23 Woolstores Place, Mount Elphinstone	Mainbeam Pty Ltd
141	DP27076	1133/829	23Woolstores Place, Mount Elphinstone	Mainbeam Pty Ltd
895	DP161301	445/ 169A	34 Woolstores Place, Mount Melville	Mainbeam Pty Ltd
1104	DP165964	445/ 169A	34 Woolstores Place, Mount Melville	Mainbeam Pty Ltd
1209	DP173935	445/ 169A	No Street Address Available	Mainbeam Pty Ltd
1156	DP171141	480/62A	No Street Address Available	Mainbeam Pty Ltd
1157	DP171141	123/109A	No Street Address Available	Mainbeam Pty Ltd
501	DP409916	LR3168/234	No Street Address Available	Crown Land - City of Albany
529	DP408473	LR3172/667	No Street Address Available	Crown Land - State of Western Australia
530	DP408474	LR3172/668	No Street Address Available	Crown Land - State of Western Australia
1350	DP184224	LR3009/754	No Street Address Available	Crown Land - City of Albany
44	DP171141	LR3008/848	No Street Address Available	Crown Land - State of Western Australia
PINs 583845, 583843	No details	No details	No street address	Crown Land - State of Western Australia

Table 7: Land Ownership Table









## 2.1.5. ENVIRONMENT

### 2.1.5.1. GEOMORPHOLOGY AND SOILS

The Structure Plan Area is located in the Albany-Fraser Orogen Nornalup Complex Range Formation, the geological unit of which the site is based comprises Mesoproterozoic granite and pegmatite. This geological unit is described by Geoscience Australia (2008) as follows:

- Mg 74405: Granite, metagranite, Equigranular to porphyritic granite; leucocratic granite; biotite granite with potassium feldspar phenocrysts in places; foliated adamellite; mixed granitic rocks; dioritic rocks.

The Structure Plan Area is located within the Torbay soil systems, specifically within the Owingup soil subsystem. The Owingup subsystem is described by DPRID (2019) as follows:

- 242TbOW: Plains with swamps, lunettes, and dunes. Yellow solonchalc soils, organic loams, and diatomaceous earth; Wattle-Paperbark thickets, Teatree heath and reeds. Podzols on dunes; Banksia-Sheoak woodland.

The geomorphology and soil(s) that the Structure Plan Area is comprised of contribute to the narrow, swampy coastal plain that makes up the southern portion of the Albany Sandplain hydrological zone. The soils are described by DPIRD (2019) as being relatively non-saline, pale-deep sands that generally support sedgelands and paperbark thickets.

Acid Sulfate Soils (ASS) are naturally occurring, iron sulphide-rich soils, sediments, or organic substrates, formed under inundated/waterlogged conditions. When exposed to oxygen, these sulphides can oxidise and release sulfuric acid and heavy metals. This process can occur due to drainage, dewatering or excavation.

The ASS risk mapping available from the Australian Soil Resource Information System (ASRIS) (2013) and DWER (2017). The Site is classed as having a 'High Probability of Occurrence' (ASRIS 2013) and/or 'High to Moderate risk' (DWER 2017) of ASS occurring within 3 m of the natural soil surface that could be disturbed by land development activities.

### 2.1.5.2. HYDROLOGY

Regional hydrological mapping (DWER 2017) indicates that the Site is underlain by the Bremer West Superficial Aquifer. Groundwater quality in the broader area is fresh to saline, with approximate total dissolved solid concentrations being between 100 to 100,000 mg/L.

Given the Site's proximity to the coast, groundwater levels range from approximately 7.5 metres below ground level (mbgl) to less than 1 mbgl, with surface expressions of groundwater presenting themselves throughout the southern portion of the Site. Groundwater flow direction within the Site broadly flows in southward toward the coast. No groundwater licences currently exist within the Site.

The Site does not fall within any Groundwater Protection Area or Public Drinking Water Source Areas. The closest protectable groundwater area is approximately 1.5 km to the west of the Site.

The Site is situated within the Princess Royal Harbour hydrological catchment and sub-catchment of the Albany Coast Basin. There are no perennial waterways onsite; however, surface expressions of groundwater present themselves on a seasonal basis. No significant, Nationally Important (Directory) and/or Ramsar-listed wetlands are present within the Site. Surface water drainage networks drain through the site (from the North) via a main open channel, and into three catchments.

Three conservation category wetlands (CCW) were identified via review of the Southern Geomorphic Wetland Database, approximately 1.5km to the North-west of the project site. Given that these wetlands are relatively small and upstream from the project site, they are not expected to be impacted by site activities due to the direction of waterflows being to the south (surface and groundwater).

The Site is not within a mapped 100 Year ARI Floodplain Area; however, given its proximity to the foreshore flat of the Royal Princess Harbour, it is subject to inundation. Early site sampling from the Hydrology Consultant has indicated that groundwater nutrient levels are elevated for the site, possibly contributed from surrounding and historical land uses.

There is limited information and data available regarding the impacts of existing land uses on water quality in the Royal Princess Harbour. The Manager of Public Health and Safety at the City of Albany has however reported that water quality within the harbour is generally of a high standard, with regional Department of Water and Environmental Regulation (DWER) undertaking regular environmental sampling. There are no reported significant algal blooms or elevated nutrient levels reported for this section of Royal Princess Harbour.





### 2.1.5.3. CONTAMINATION

A list of contaminated sites from a search of the DWER contaminated sites database identified 7 registered contaminated sites within a 1 km radius of the site, all listed as “Remediated for Restricted Use”. The majority of the contamination issues with these sites related to historical usage of:

- Lead products;
- Fertilisers;
- Acidic groundwater and pollutant transport;
- Increased levels of iron, zinc, and copper in groundwater beyond environmental standards (ANZECC).

A Preliminary Site Investigation (PSI) comprising a desktop assessment and field inspection has been undertaken by JBS&G to assess the nature of current and/ or historical potentially contaminating activities that may have previously occurred within the site or on adjacent properties, which is intended to guide the requirement for further site assessment or investigation at later stages of the subdivision and development process.

Potential sources of contamination within the Site that were identified in the PSI includes, but may not be limited to, the following:

- The historical industrial land use(s) of the site;
- Asbestos contamination associated with the former site structures or illegal dumping/fly tipping activities (southeast portion of the Site).
- Potential uncontrolled fill associated with the reclaimed land;
- Potential migration of contaminated groundwater from up-gradient properties.

### 2.1.5.4. FLORA AND VEGETATION

The site is mainly comprised of cleared (or ‘parkland cleared’) paddocks, access roads, fences, and other man-made structures including residential houses and large industrial buildings. As such, the majority of vegetation present is anticipated to be ‘Completely Degraded’ as per condition scales developed by Keighery (1994).

Vegetation mapping of the cleared portion in the northern part of the Project Area has been undertaken by Southern Ecology (2020) as part of the Biological Survey for the Albany Ring Road. This mapping indicates four vegetation units in the northern cleared section of the Site and is described as follows:

- Isolated Plants (pasture and herbaceous weeds with isolated native plants).
- Mature Planted Trees (Ironbark, Blue Gum, Tuart, Eucalypts, and Peppermint (> 10 years old));
- Melaleuca preissiana Low Woodland; and
- Yate Woodland.

The vegetation unit described as “Isolated plants” is the dominant vegetation type, with the three other units represented in small, fragmented areas.

The vegetation surrounding the buildings and the southern and eastern coastal portion of the Site did not form part of the vegetation survey by Southern Ecology (2020).

A total of five conservation-significant ecological communities were identified by database searches within 50 km of the site. All five ecological communities are listed as Priority Ecological Communities (PEC), with one (‘Banksia coccinea Shrubland/Eucalyptus staeri/Sheoak Open Woodland’) also potentially forming a component of the EPBC Listed Threatened Ecological Community (TEC) ‘Proteaceae dominated kwongan shrublands of the southeast coastal floristic province of Western Australia’; and the other, the Subtropical and Temperate Coastal Saltmarsh, being a listed TEC under the EPBC Act. The remaining PECs are all more than 2 km from the Site boundary. The likelihood of occurrence of each of these remaining PECs has been assessed based on available pre-European vegetation, geology, and soils information (Table 3.5).





A total of 83 conservation-significant flora species were identified within the search area. Based on the likelihood of occurrence assessment of these species may occur, based on habitat being present.

Of the 15 'Threatened' flora species as listed under Section 178 of the EPBC Act and Section 19(1) of the BC Act identified in the search area 3 are likely to occur and 4 possibly may occur within the site.

#### 2.1.5.5. FAUNA AND HABITAT

A total of 126 conservation significant fauna species were identified by the database search within 30 km of the Project Area. Of these, 48 'Threatened' fauna species were listed under Section 178 of the EPBC Act and Section 19(1) of the BC Act, with three species previously recorded within the Site: Charadrius leschenaultia (Greater Sand plover; or large sand plover), Calidris canutus (the red knot), and Calidris tenuirostris (the Great knot).

An additional 53 marine mammals and aquatic marine groups were also returned in the database searches, mainly from the EPBC Protected Matters Search Tool (PMST). As the proposed structure plan relates to a terrestrial development, with no marine component at this time, marine species have not been considered further.

### 2.1.6. PHYSICAL INFRASTRUCTURE AND SERVICES

#### 2.1.6.1. STORMWATER AND FLOOD MANAGEMENT

A desktop review of the area has identified several existing stormwater drainage features within the proposed development area. These features are evident from both the City of Albany's Stormwater Mapping Database, the Water Corporation's 'Esinet' Asset Register and from the site Feature Survey.

There is an existing stormwater discharge point to Princess Royal Harbour located in the southwestern corner of the site between existing Lots 55 and 54.

Based on the available stormwater network information, stormwater from catchments to the north-west, north and north-east flow through the site and discharges to Princess Royal Harbour.

A portion of the existing open channel drain within Woolstores Place is currently a Water Corporation asset. Initial advice from the Water Corporation is that the portion of this open drain within Woolstores Place can be closed, replaced with a pipe system and transferred to the control of the City of Albany.

It is noted that the site is impacted by the construction of stormwater drainage infrastructure associated with the Albany Ring Road project. Thought liaison with Main Roads Western Australia, the sites' detailed stormwater design shall integrate with the Albany Ring Road design to ensure a coordinated design outcome.

The collection and control of stormwater runoff for the 'minor' event is envisaged to be via the provision of a local authority managed stormwater drainage pipe network located within the road reserve, and with the provision of piped stormwater connections to proposed lots. This pipe system shall conform to the requirements of the City of Albany.

The treatment of stormwater runoff should include the removal of pollutants, and this is proposed to be via biofiltration and the use of gross pollutant traps. Given the physical constraints of the site (grade and level of receiving waters) it is recommended that runoff be treated via small, distributed biofiltration structures (swales and basins) prior to discharge into the pipe system, rather than collection via the pipe system and treatment in a centralised 'end of line' structure (basin) prior to discharge to Princess Royal Harbour.

#### 2.1.6.2. WASTEWATER RETICULATION

There are no existing Water Corporation (WC) wastewater reticulation assets within or surrounding the site.

The WC's long-term planning for the proposed development is to discharge to the existing WC network within Newton Street, approximately 1.8 kilometres to the north-west, via a Type 10 wastewater pumping station (WWPS) located within the development and a DN100 pressure main. Internal sewers will be a combination of DN225 and DN150.

The WWPS should be located with minimum distance from buildings to centre of WWPS pumping well of 30m, as per standard WC requirements outlined in Design Standard 51 (DS51). This is proposed to be located within the northern area of the Structure Plan Area.

Liaison with the Water Corporation has occurred to establish the site's Wastewater Reticulation requirements. Water Corporation have confirmed that the aforementioned future infrastructure will be required to service the proposed structure plan area based upon indicative development flows.

#### 2.1.6.3. WATER RETICULATION

The following existing Water Corporation (WC) water reticulation assets surround the site:

- A DN150 AC main located within Princess Royal Drive and Lower Denmark Road to the north-east of the development;
- A DN58 AC main located within Frenchman Bay Road and Ware Road to the north of the development; and
- A DN200 AC main, DN300 steel main and DN525 steel main located within Woolstores Place within the development (existing Woolstores Place road reserve).

Water Corporation have not advised of specific water servicing requirements as part of this servicing report however it is understood that the existing water network has sufficient capacity to service the proposed development.

#### 2.1.6.4. GAS RETICULATION

ATCO Gas (ATCO) does not operate a reticulated gas network adjacent the Site. As such, no gas is currently available for the proposed development and would need to be extended at the developer's cost from Grey Street West and Festing Street, which are approximately 850m east of the Structure Plan Area.

#### 2.1.6.5. POWER

An analysis of Western Powers (WP) DFIS system has been conducted to determine the existing power supply configuration surrounding the development. The existing Western Power network surrounding the site consists of the following:

- HV overhead line on the North Eastern side of proposed Lot 1157. This HV line is located within the future road reserve and is likely to be abandoned after completion of the proposed subdivision;
- HV overhead line originating from the Northern side of Princess Royal Drive and continuing in a Westerly direction along Woolstores Place into Frenchman Bay Road. It is likely that Western Power will require that this overhead line be replaced with underground HV cabling.



Based on the proposed development and the indicated lot yield, it is likely that the site power demand will be in the vicinity of 1 MVA within the first 10 years of the structure plan. This is based on the standard Western Power load allocation of 3.1kva per unit for residential units.

The Western Power Network Capacity Mapping Tool indicates that the forecasted remaining capacity for this area for 2023 is in the order of 5-10MVA (AS AT 8/11/2022). This figure indicates that capacity is available at the zone substation.

#### 2.1.6.6. TELECOMMUNICATIONS

The proposed development will require a fibre ready pit and conduit network to be installed at the developer's cost. The pit and conduit will be designed in accordance with NBN standards and will be installed in the telecommunications alignment within the internal road reserves. Once installed and inspected, ownership of the pit and conduit network will be transferred to NBN.

The nearest existing NBN network is located within the road reserve in Frenchman's Bay Road. Based on the proposed development, it is likely that the connection will initially originate from existing pits along Frenchman's Bay Road.

Refer **Attachment 1 – Engineering Servicing Report**.

### 2.1.7. PEOPLE MOVEMENT

#### 2.1.7.1. EXISTING ROAD NETWORK

Frenchman Bay Road is currently constructed as a two-lane rural road (3.7m traffic lanes) with unsealed shoulders in the vicinity of the subject site but widens to two lanes each way from Lower Denmark Road to Princess Royal Drive. Central traffic islands are added along the final 280 metres in conjunction with intersection treatments at Princess Royal Drive, Lower Denmark Road and Ware Road.

Frenchman Bay Road is classified as a Regional Distributor in the Main Roads WA functional road hierarchy. The posted speed limit on this section of Frenchman Bay Road is 70km/h.

Frenchman Bay Road currently has a level crossing of the railway line approximately 70m west of Princess Royal Drive. This railway crossing has boom barrier and flashing light control.

Woolstores Place is constructed as a two lane rural road with sealed width of approximately 6m and unsealed shoulders. The default built up area speed limit of 50km/h applies on Woolstores Place. It is classified as an Access Road in the Main Roads WA functional road hierarchy.

All of the intersections along this section of Frenchman Bay Road (Princess Royal Drive, Lower Denmark Road, Ware Road and Woolstores Place) are constructed as T-intersections and operate under Give Way control on the side road approach.

#### 2.1.7.2. EXISTING PUBLIC TRANSPORT

The closest existing bus route to the subject site is Bus Route 805 (Circular Service to Albany via Little Grove).

Route 805 runs on Frenchman Bay Road adjacent to the subject site. It provides one bus service in the morning and one in the afternoon on weekdays at times suited for travel to and from school.

#### 2.1.7.3. EXISTING PEDESTRIAN AND CYCLIST NETWORK

There are currently no pedestrian or cyclist facilities within the subject site.

Frenchman Bay Road has a 3m dual use path on the southern side adjacent to the subject site, reducing to 2m width south of Woolstores Place.

#### 2.1.7.4. ALBANY RING ROAD PROJECT

The current Albany Ring Road project is constructing a new heavy haulage freight route around the western side of the City of Albany for transport of goods to and from the Port of Albany. Construction of Phase 1 was completed in April 2022 and completion of Phase 2 construction is scheduled for early 2024.

The Albany Ring Road project will result in significant changes to the road network around the subject site. Princess Royal Drive will be extended northwest adjacent to the railway line to connect to Albany Highway. Frenchman Bay Road will be realigned and raised on an embankment and bridge over the railway line and Princess Royal Drive to connect directly into Hanrahan Road with two large roundabouts on Frenchman Bay Rd – Hanrahan Road.

The existing Frenchman Bay Road / Woolstores Place T-intersection will be replaced by a new 4-way roundabout with Lower Denmark Road deviated southwards to connect into this new roundabout as well.

### 2.1.8. HERITAGE

#### 2.1.8.1. ABORIGINAL

#### THEMATIC HISTORY

The south-west of Western Australia is considered to form a distinct cultural bloc defined by the distribution of the Noongar language. Before Noongar was used as a group or linguistic name, the south-west people recognized themselves, their language and culture, as 'Bibbulmun' (Bates 1985). Daisy Bates recorded that the Bibbulmun people were the largest homogenous group in Australia. Their land took in everything to the west of a line drawn from Jurien Bay on the west coast to Esperance on the south coast (Bates 1966). Bates also recorded that, within the Bibbulmun nation, there were more than seventy groups that shared a common language with some local variations. Tindale (1974) identified thirteen 'tribal groups' in the south-west based on socio-linguistic boundaries and minor dialect differences. The Albany group was referred to as the Minang. Browne (1856, cited in Le Souef 1993: 39) recorded that four tribes occupied the land around the Albany region. These were the Murray, the Weal, the Cockatoo and the Kincannup. Bates (1985) recorded the Aboriginal tribe around Albany/Mt Barker were part of the Minang Bibbulmun and called them Bid-kal or Kal-ip-gur. Tindale (1974) reported the Minang as occupying:

*"King George Sound north to the Stirling Ranges, Tenterden, Lake Muir, Cowerup and the Shannon River. On coast from West Cliff Point to Boat Harbor; at Pallinup (Salt) River; at Mount Barker, Nornalup, Wilson Inlet, and Porongurup Range" (Tindale 1974: 248)."*

Prior to settlement in Western Australia, the Dutch and the French, as well as sealers and whalers of mixed nationalities were the first Europeans to chart the Western Australian coast and to make contact with Noongar people. During the early part of the 16th century, the Dutch had navigated north along the Western Australian coast enroute to the Dutch East Indies, and ships were often forced close to the coast by the prevailing south-westerly winds (Cresswell 1989: 24, 33). Many came to realise their precarious proximity to the coast only after becoming shipwrecked. The early reports by the Dutch described the coast as a bleak and desolate place. Apart from a few expeditions to try and rescue shipwrecked sailors, the Dutch showed little interest in Australia and made few recordings of the local Noongar (McDonald et al. 1994: 26).



The first 'settlement' in Western Australia was the establishment of a garrison of soldiers at King George Sound on Christmas day in 1826, by Major Edmond Lockyer (Le Souef 1993: 3). The surgeon Isaac Scott Nind was attached to the garrison and it is largely through his records of life in and around the outpost that knowledge about Albany's Noongar people have been preserved (Nind 1831: 15; see also Stephens 1962). Originally known as Fredericktown, Albany was the centre of the Western Australian colony until 1831, when the running of the settlement was transferred to the Swan River colony and the name officially changed to Albany (Le Souef 1993: 4). The Swan River colony was founded in 1829.

Initially, relations between the Noongar and the settlers were friendly; the Noongar people showed the settlers to water sources and the Europeans shared game shot while being guided by the Noongar men (Shann 1926: 99). Berndt (1979) interestingly suggests that the Noongar mistakenly believed that the first European settlers, because of their light skin colour, were souls of the dead (djanga) returned from Karnup, the home of the Bibbulmun dead located beyond the western sea. Berndt describes:

*"...the kanya (soul of the newly dead) going first to the tabooed moojarr or moodurt tree (Nuytsia floribunda or Christmas tree), where it rested on its way to Karnup...here, and their old skins were discarded and they appeared 'white'" (Berndt 1979: 86)."*

The early settlers used many of the tracks created by the Noongar people to explore the land and eventually, many of the tracks became roads, some of which still follow similar alignments. Not only do the original paths used by the Noongar people often coincide with existing road alignments, but they often link areas of traditional importance which are now the locations of town sites (Collard 1994: 23, 85). The first settlers and members of the Albany garrison used Noongar guides to explore the region and find suitable grazing and agricultural land (Le Souef 1993: 5-6). The guide Mokare and his brother Nakina were Noongars of the King George Sound area who were well known to early European visitors and assisted several of the early explorers in their travels through the hinterland (Mulvaney & White 1987: 123).

The first settler into the area was Sir Richard Spencer, the Government Resident in Albany. In 1835 he bought 1,940 acres from Captain James Stirling who had been granted 100 000 acres in the area. This farm was an immediate success and although Spencer died in 1839 his wife continued to operate the farm until her death in 1855 (Stephens 1967). Historical records demonstrate the sometimes-strained relationship between Noongars and early settlers in the region. In 1838 it was reported that a bull, two oxen and possibly three cows were speared on the upper Hay River (Glover 1979: 23). There are also records of Aboriginal people working on farms and assisting the early settlers in many ways (Glover 1979: 23-24, 42).

## SITES AND PLACES REGISTER SEARCH

The DPLH Aboriginal Sites and Places Register categorises places reported to be of importance and significance to Aboriginal people into two separate categories. The first category contains sites classified as 'Registered.' Registered sites have been assessed by the Aboriginal Cultural Material Committee (ACMC) as meeting the definition of section 5 of the *Aboriginal Heritage Act 1972* (AHA) and are fully protected under the law. Disturbance to land that contains such sites requires a section 18 application for ministerial consent should proponents wish to use the land that contain these sites (noting future processes under the new Aboriginal Heritage Act).

'Other Heritage Places' is the second category of places contained upon the Aboriginal Sites Register. These types of places include reported places 'Lodged' and awaiting ACMC assessment, and places where the information has been assessed but there is 'Insufficient information' to make a final determination under section 5 of the AHA but there is enough information to warrant these places temporary protection in Law. Disturbance to land that contains such places requires a section 18 application for ministerial consent should proponents wish to use the land that contain these places.

Within the category of 'Other Heritage Places' the final category is 'Stored Data.' Such places have been

assessed by the ACMC but fail to meet the definition of section 5 of the AHA. Places in this category are not sites under the AHA and are not protected in Law. Proponents have no further legal requirements for such places should they wish to use the land unless further information is reported which would lead to such a place being reassessed as a site in terms of the definition of section 5 of the AHA.

A search of the DPLH Aboriginal Sites and Places Register was conducted in order to determine if there were any previously recorded Aboriginal heritage sites and places that would be affected by the proposed Structure Plan Area. As a result, the search did not identify any sites but did identify two ethnographic other heritage places, Place ID 23288 Frenchman's Bay Road Camp and Place ID 30637 Point Melville Campsite. A summary of each site is provided in the Figure below:

ID	Name	Status	Access	Restriction	Location (GDA94 X50)		Type
					mE	MN	
<b>Other Heritage Places</b>							
23288	Frenchman Bay Road Camp	S	O	N	578329	6124128	Camp, Myth & Natural Feature
30637	Point Melville Campsite	L	O	N	579284	6123554	Hist, Myth, Camp, Natural Feature & Water Source

\* Please note: Coordinates are indicative locations that represent the centre of sites as shown on maps produced by the DPLH – they may not necessarily represent the true centre of all sites.

**LEGEND:** **R** – Registered Site, **I** – Insufficient Information, **S** – Stored Data/Not a Site, **L** – Lodge awaiting assessment, **O** – Access Open, **C** – Closed Access, **N** – File Not Restricted.

Table 8: DPLH Aboriginal Sites and Places Register

Place ID 23288 Frenchman Bay Road Camp is located the other side of the Albany Ring Road (under construction) to the Structure Plan Area and therefore is considered remote from the proposal.

Place ID 20637 Point Melville Campsite was reported to DPLH on a site recording form on the 20th of October 2011 by Mr Brad Goode. The information was supplied from consultation with Ms Lynette Knapp, Mrs Treasy Woods and Mr Woods (Deceased) from data documented in Goode, et al 2005 in 'An Aboriginal Heritage Survey for Grange Resources, Southdown Magnetite Project, Great Southern Region, Western Australia' (Goode & Greenfeld 2005b). Here Ms Lynette Knapp said that the Point Melville was a significant site that was a historical camp area used for fishing and hunting by her family. Mrs Knapp said she had previously reported the site to Mrs Vernice Gillies when she was a regional officer with the Albany DIA.

Ms Knapp called the place 'Bilybanup' [Knapp - meaning Pelican], she believed the place would have been a traditional camping place associated with the spring and swamp to the immediate north. Mrs Knapp said the camps water source at Point Melville was the small pool of water with a rock in the middle of it on the south east side of the point. Mrs Knapp said that when she had lived on the Mt Melville Reserve, she used to gather turtle eggs in the swamp and then take them to the point to cook them. She advised she was a child when she used to visit this place. She also believed the rocks in the water had been a fish trap that had been disturbed. She also said there was a small Gnamma hole on the Point, but she was unable to locate it describing it as a small cup in the rocks.

Place ID 20637 Point Melville Campsite is not located adjacent to the Structure Plan Area and therefore is not considered to be impacted by the proposal.



## 2.1.8.2. EUROPEAN

### THEMATIC HISTORY

Albany is Western Australia's first European settlement and home to many historic heritage assets including buildings, streetscapes, monuments and trails. These historic heritage assets enhance the community's links to its past and boost tourism.

Albany has a strong link with the port, being the first in Western Australia in 1826 and the rail line providing a valuable service for passages for many years. The port was the first and the only deep-water port for 70 years until Fremantle was opened in 1897.

The Great Southern Railway operated from Beverley to Albany from 1886. The construction was significant for the development of economic activity in the region and led to the establishment of grain and sheep grazing. A passenger train called the Albany Progress was an overnight train which ran between Perth and Albany three times a week, from 1961 to 1978.

The Albany Weekender departed Perth on a Friday night and returned on Sunday night operated as an additional service which consisted of sleeping berths and sit-up facilities.

The withdrawal of steam locomotives from mainline work in 1971 had serious economic effect upon some towns along the line, with many businesses closing down.

There are 29 shipwrecks located around Albany, including the shipwreck of the 'Kingfisher' nearby the Structure Plan Area. The barque Kingfisher was an iron sailing ship built in Renfrew, Scotland in 1854. After trading between Hobart and the main land it was sold to the P&O in April 1859, arriving in Albany in

June of that year to become a coal hulk. On 7 April 1883 it was blown ashore on the western side of the Town Jetty. It was re-floated and towed to the western end of the harbour near its present position, 850 metres south east of the Woolstores. Clearly visible, it has always been one of Albany's most prominent maritime landmarks and one of the oldest iron shipwrecks in WA.

The first exports from Albany were whale oil, wool and sealskins. From 1860-1880 Albany land clearing extended agricultural land and production expanded. New crops were introduced such as flax, which was grown for the manufacturing of canvas. Exports increased, much of it consumable produce such as meat, fruit, and vegetables. Exports continued to include wool, sheep and horses.

The final decades of the nineteenth century had significant events that contributed to a number of changes in the Albany district. Influential factors included the Great Southern Railway, timber milling in the Torbay area, and the gold finds at Coolgardie, Kalgoorlie and in the Yilgam with the resulting gold boom.

The contract for the construction of the Great Southern Railway was given to C and E Millar who had experience in building railways in South Australia. Earthworks for the railway were started in 1886 and the railway was opened in 1889.

Agricultural land expanded, as clearing during the 1920s for wheat and sheep farms became widespread. Many men gained employment in these operations. Exports increased with the main products being sent to Britain and Europe including apples, meat, wool, wheat and mallet bark (exported to Germany for the extraction of tannin for tanning industry). Improvements in transporting goods came with bagged wheat and frozen lamb, which were first sent in 1906-07.





Another change was not so positive. Albany wool appraisal facilities were moved to Perth in this period, preventing wool sales in the district for thirty years. However, the opening of the Albany Woollen Mills in 1925 counteracted this aspect of the wool supply. The Mills were still operating up to the new millennium, though local wool was not used. (The spun wool produced at the mills is for carpets, requiring a tougher wool that is imported from New Zealand and the UK.)

Owing to the depression there was a high level of unemployment in the district. This was exacerbated as unemployed people drifted from the cities and other towns, seeking work. It was not until the late 1930s that industry and agriculture began to gain confidence again.

In 1954 and 1957 respectively, the superphosphate works and the establishment of the Associated Wool Brokers (who purchased the Government Woolstores), further boosted the rural industry. It is thought the Woolstores at the western end of Princess Royal Harbour is one of the largest single storage spaces in rural Western Australia.

An end of an era came with the last scheduled passenger train from Perth to Albany in 1978. Trains were withdrawn from service to be replaced by a bus service.

In the 1980s local wool sales ended once more. With low wool and beef prices alternative crops were sought by a number of farmers. The outcome was crops of linseed and canola (formerly known as rapeseed). Wheat is still grown and stored at the CBH bins at Albany. In 1994 the storage capacity was estimated to be 350,000 tonnes.

In 1954 and 1957 respectively, the superphosphate works and the establishment of the Associated Wool Brokers (who purchased the Government woolstores), further boosted the rural industry. Since the storage and display warehouses were built, wool production in the Albany zone more than doubled, with more than 400 new farms created in a 10 year period. This had ongoing effects to the economy of Albany and the wider region.

In 1957, an additional 4,600m<sup>2</sup> of storage space was developed to provide required floorspace for the selling of wool, with the first delivery of wool for sale occurring in August 1957. The first sale of wool occurred in September 1957 with a total 11,000 bales of wool sold during this season alone. The first shipment of wool from Albany left the port in October 1957 bound for the United Kingdom and other European ports.

In August 1957, plans for additional expansion to the woolstores to accommodate the following years clips (15,000 bales estimated) were being progressed. This was planned to increase the size by one-third of existing operations. In October 1957, the expansion was approved with over 16,000m<sup>2</sup> of floor space at a scale of four storeys. This was located close to the harbour foreshore, with rail sidings to be located between it and the existing stores to the north.

At its peak, it was thought the woolstores at the western end of Princess Royal Harbour was one of the largest single storage spaces in rural Western Australia.

An end of an era came with the last scheduled passenger train from Perth to Albany in 1978. Trains were withdrawn from service to be replaced by a bus service.

In 1975, the Albany Woolstores Pty Ltd resolved to forward all wool for bulk classing to Fremantle, which reduced the volume of wool handled in Albany. In the 1980s local Albany wool sales ended.

With low wool and beef prices alternative crops were sought by a number of farmers. The outcome was crops of linseed and canola (formerly known as rapeseed). Wheat is still grown and stored at the CBH bins at Albany. In 1994 the storage capacity was estimated to be 350,000 tonnes.

Refer **Figures 5, 6 and 7** for a series of aerial photographs of the structure plan area.

### SITES AND PLACES REGISTER SEARCH

A search of the 'Inherit' database of the Western Australian Heritage Council and the City of Albany Local Heritage List and Survey did not reveal any heritage places within the Structure Plan Area. The significance of the Woolstores land and buildings, in-particular, will however be recognised through future subdivision and development, as will be explained further in this part.





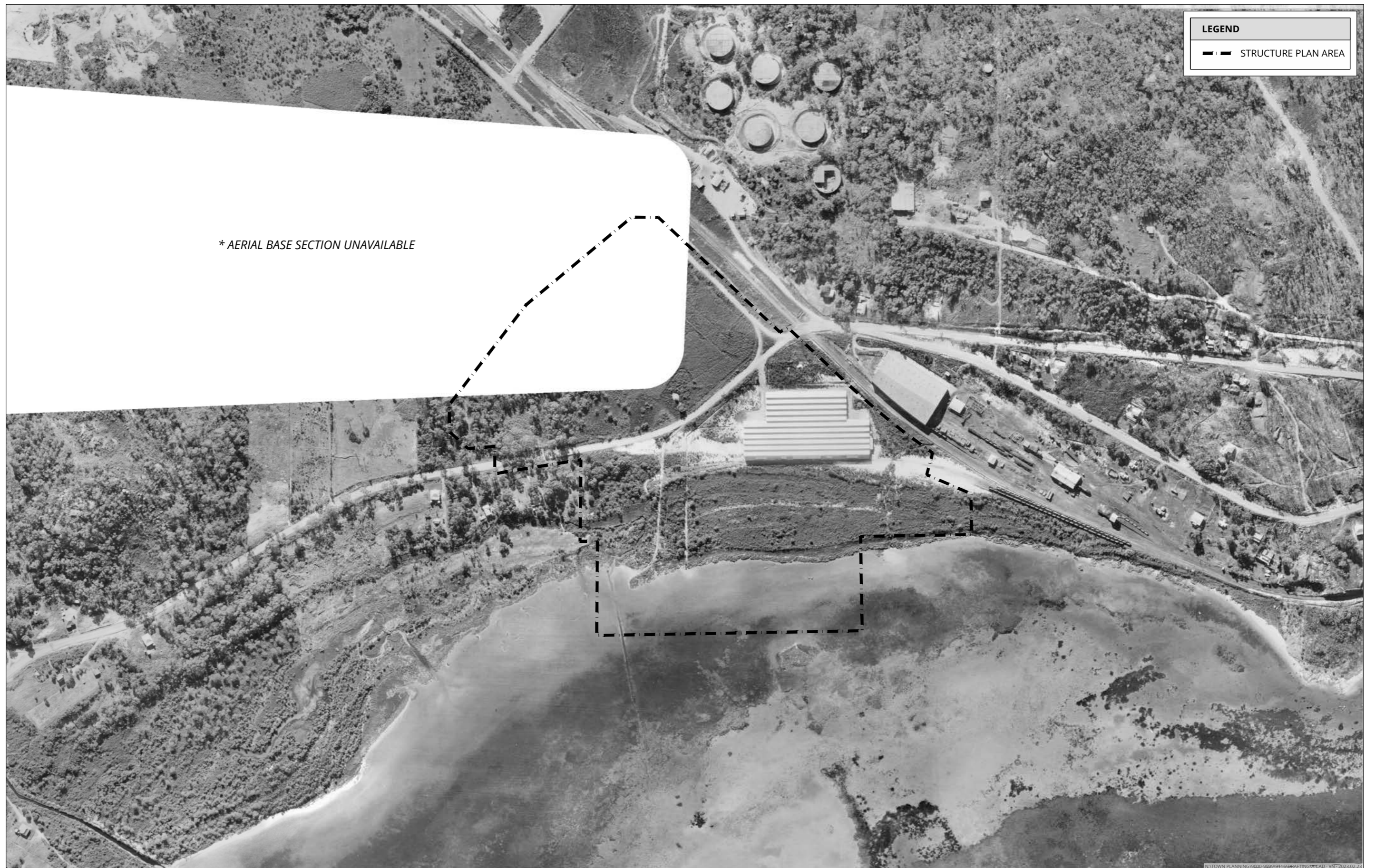


Figure 5 – Historical Aerial – 1954





Figure 6 – Historical Aerial – 1961





Figure 7 – Historical Aerial – 1977



### 3. COMMUNITY CONTEXT

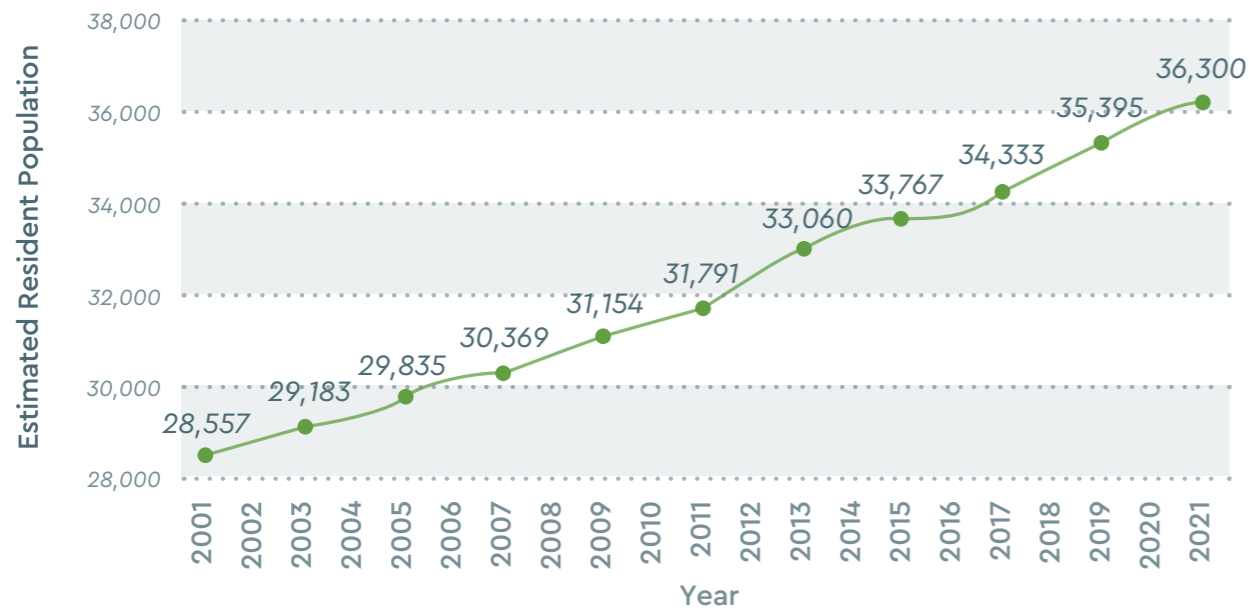
#### 3.1. PEOPLE

To understand the population and demographic context of the locality, a review of the Australian Bureau of Statistics (ABS) Census data was undertaken. This has been complemented by Urbis' report found at **Attachment 2 – Woolstores Place Needs Analysis**.

##### 3.1.1. POPULATION

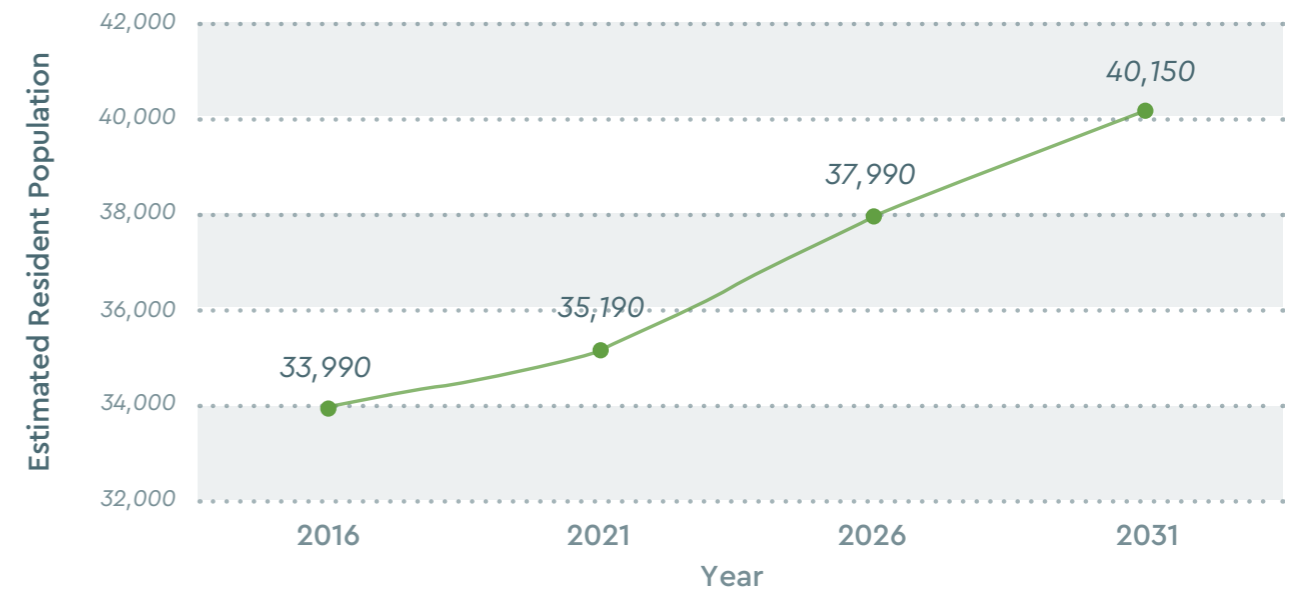
The estimated resident population of Albany on 30 June 2021 was 36,300 people (ABS 2022). The historical population from 2001 to 2021 is depicted in the graph below. Looking at the past decade, Albany experienced steady population growth at an average per annum growth rate of 0.9%, peaking between 2012 and 2014.

Historical Population – Study Area, 2001 – 2021



Urbis predicts the residential development of vacant land in the outer Albany suburbs will drive the rate of population growth higher over the next decade. Urbis forecasts a per annum growth rate of 1.3% from 2022 to 2032, resulting in a population of 40,150 by 2032, within the main trade area of the study area. Urbis' population forecast is depicted in the graph in the following column.

Population Forecast – Study Area, 2016 – 2022

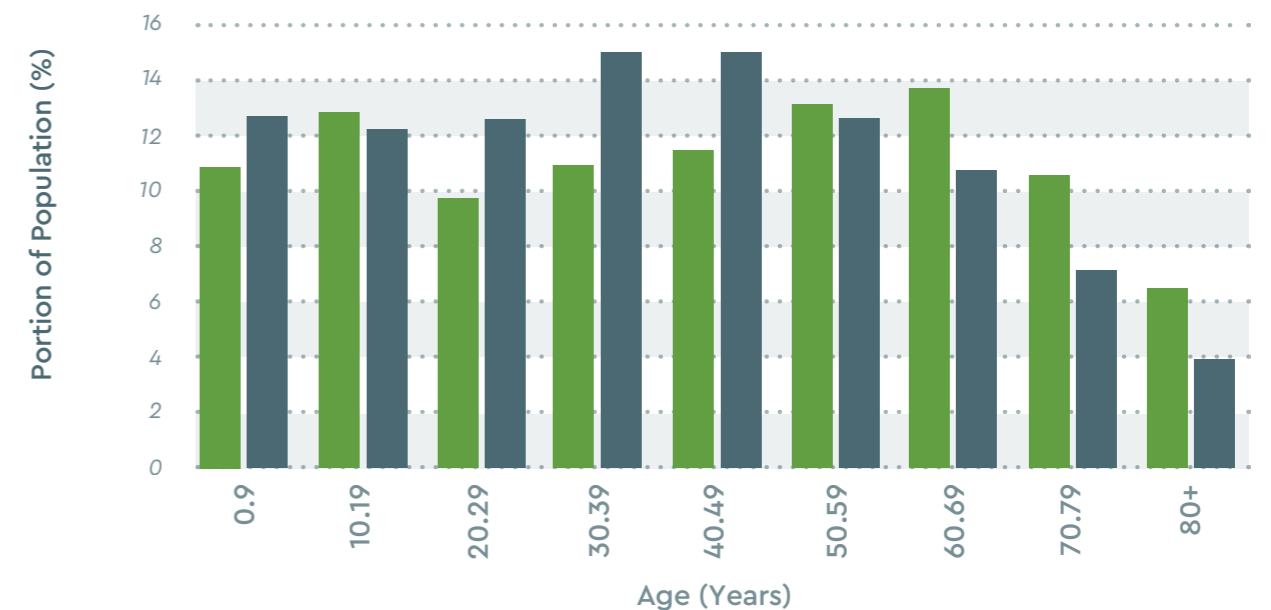


##### 3.1.2. DEMOGRAPHICS

Urbis found that as of the 2016 Census, residents within the study area were an average of 10% older than the rest of non-metropolitan WA, and notes this will have implications for health, aged care and retail needs.

As of 2021, the median age within the study area was 38, in comparison to 45 for WA as a whole. The first graph below depicts age groups within the study area and WA as a percentage of each population. The second graph depicts this data for the study area as a variation from the State average.

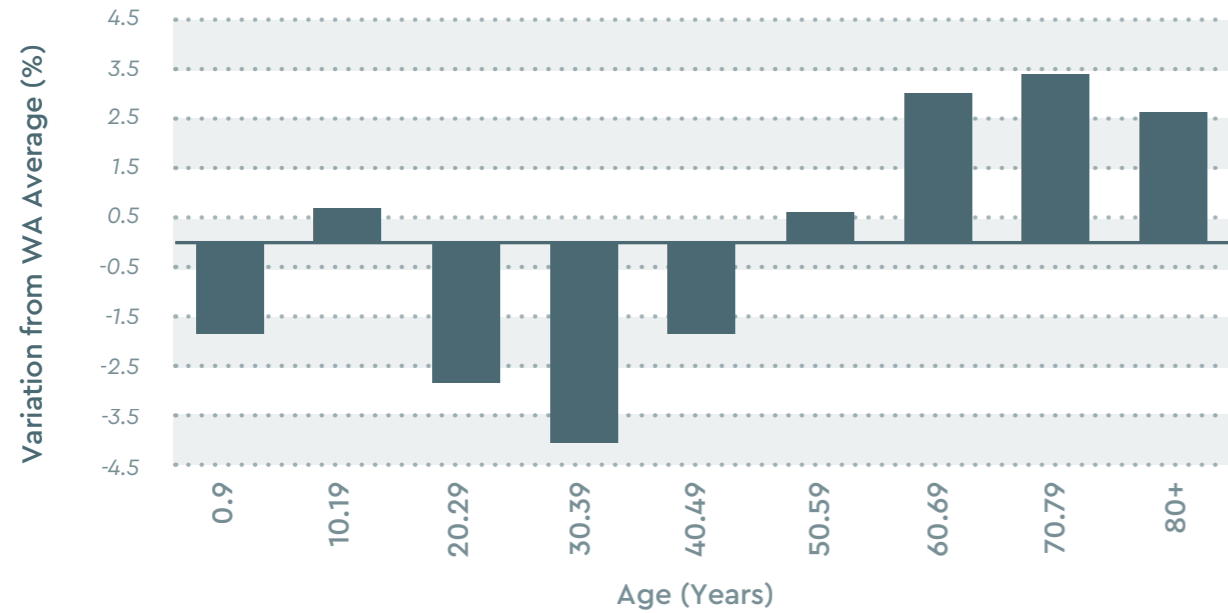
Population by Age – Study Area & Western Australia, 2021



(Source: ABS)



### Population by Age – Study Area Variation from State, 2021



(Source: Urbis; ABS)

## 3.2. HOUSING

### 3.2.1. RESIDENTIAL MARKET

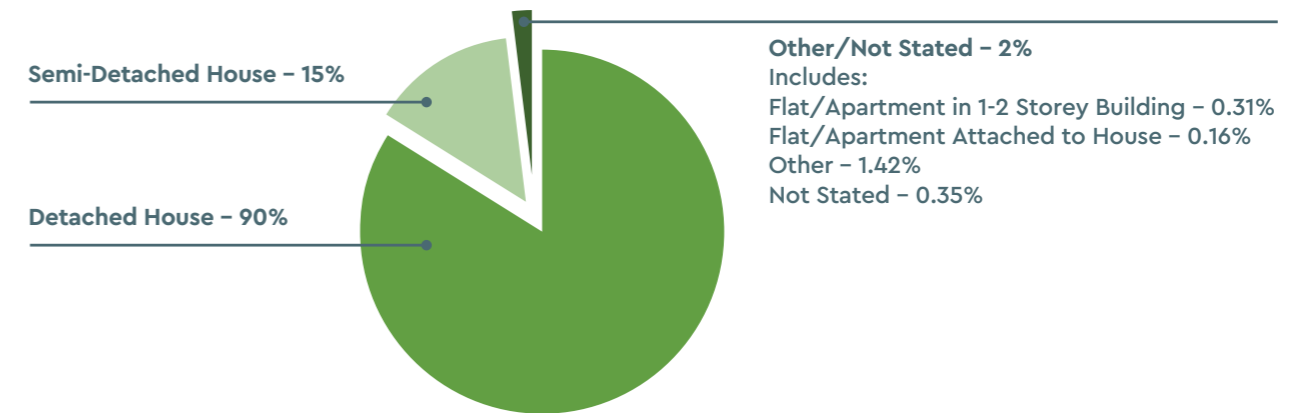
Sales volumes have increased significantly within the City of Albany in recent years, however, Urbis found that capital values have only recently recovered from the extended market downturn. Property values increased by 8.8% for houses and 23.9% for units during the 12 months to March 2022.

Urbis also found that the improving labour market and economic conditions have coincided with a historically low rental vacancy rate within the City of Albany, as throughout much of the State. The residential vacancy rate for the City of Albany was 0.4% as of the first quarter of 2022. These low vacancy rates resulted in an increase of 10.3% in asking rental costs for houses, in the 12 months to November 2022.

### 3.2.2. DWELLING TYPOLOGIES

The Study Area is predominantly characterised by single detached housing, with a small percentage of semi-detached housing. The provision of apartments within the Study Area is very low, and as of the 2021 Census, all apartments were either located within 1 or 2 storey buildings or attached to houses. A breakdown of the occupied private dwelling typologies as of the 2021 census is provided in the following column.

### Occupied Private Dwelling Typologies – Study Area, 2021



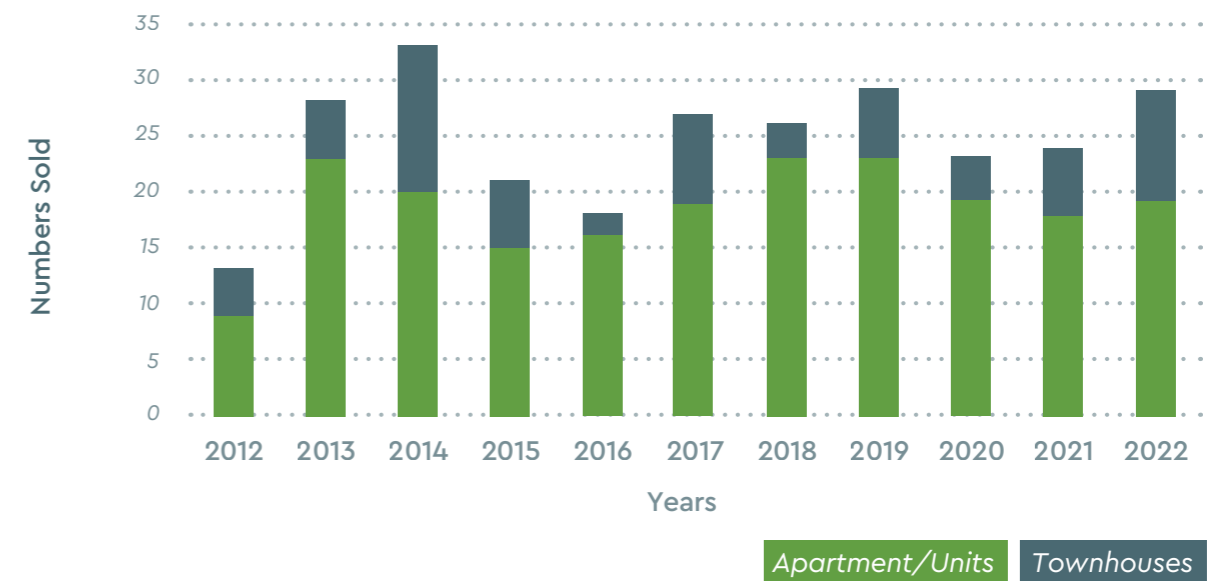
(Source: ABS)

Urbis undertook a review of new dwelling property sales to determine the historical market depth for medium-density dwellings such as apartments and townhouses, and summarises its findings as follows:

*There has been a stable level of apartment / unit sales activity equivalent to approximately 15-20 sales per annum. It is however important to note that these developments have generally been small scale in nature and generally one to two storey developments with a similar typology to flats / units. There have been limited terrace / townhouse product with sales varying from 2-12 sales per annum over the past decade.*

The sales volume of new apartments and townhouses is depicted in the following graph.

### New Apartment & Townhouse Sale – City of Albany, 2012 – 2022



(Source: Landgate; Urbis)



Urbis also notes the following key findings comparing the sales volume of units and houses:

*The sales volume for units at 54 for the current year is significantly lower than sales volume for houses, which is indicative of the relatively limited number of non-detached housing options and inherent preferences for large homes in the region.*

Notwithstanding the above findings and the important context they provide, Urbis notes there is likely a level of unmet demand given the lack of medium-density developments of scale.

Urbis' Indicative Development Typology Viability Assessment provides an indication of the opportunities available for the subject site to accommodate alternative typologies over time. It is anticipated that in the short-term, detached houses are the predominate viable residential typology at the subject site, with townhouses becoming more viable in the medium-term.

Urbis estimates that steady capital growth will lead to the viability of apartment projects at the subject site in the long-term, particularly given its waterfront location.

### 3.2.3. PLANNING IMPLICATIONS & OPPORTUNITIES

Part 2 Section 2.2 of the City's 2019 Local Planning Strategy relates to settlement and outlines a detailed review of population and housing data, strategies and planning implications. Their key planning implications relevant to the subject site are as follows:

- *There is sufficient land zoned for residential and urban purposes to support population growth for approximately 62 years. ALPS (2010) therefore designates land for urban expansion which is not required within the lifetime of this Strategy and beyond.*
- *Take up rate of infill development (densification of neighbourhoods) are constrained due to the stock of vacant lots and land available for future urban development.*
- *There is a dominance of single detached dwellings in the City.*
- *There is a lack of affordable housing in the City.*
- *There is a need to increase housing diversity across the City to meet the needs of small households, ageing population and the predicted increase in youth. Housing diversity also offers a range of house prices and occupancy type and therefore assists in housing affordability and homelessness and alleviates intra-city inequities.*
- *A focus on smaller, high amenity housing close to services and employment will help to increase both the affordability and diversity of housing stock, as well as catering for the needs of the ageing population.*

In view of the information supplied by Urbis, and having regard to the Local Planning Strategies findings, it is clear that the proposed Structure Plan has the capacity to meet future demand for the local area through the housing typologies to be facilitated.

## 3.3. ECONOMY

### 3.3.1. CURRENT ECONOMIC OVERVIEW

The Gross Regional Product for Albany has been steadily increasing since 2002. The Albany economy is dominated by the Agriculture, Forestry and Fishing industry sector, which declined by 17% between 2007/08 and 2012/13 (economy.id, 2014). In comparison, the Accommodation and Food Services sector only makes up 2.5% of the economy (2012/13) and between 2007/08 and 2012/13, total exports for Accommodation and Food Services decreased 20% or a reduction of \$880,000 per year (economy.id, 2014).

To allow for continued steady economic growth, diversification of the economic base is proposed, and tourism is identified as a mechanism for achieving greater diversification (RDA, 2014). In order to capture the value and contribution of tourism in the national economy, the ABS publish the Tourism Satellite Account (2014). Based on this data the value of tourism and hospitality in Albany has declined since a peak in 2007/08 and the total direct and indirect employment has almost halved in the same period. However, some indication of recovery is noted with a 17% increase in tourism and hospitality sales since 2011 (ABS, 2012).

### 3.3.2. KEY FINDINGS

Urbis was commissioned to explore land use opportunities for the Structure Plan Area as part of the master planning process. An interactive process of analysis with the project team led to the identification of key land use opportunities for more detailed analysis. The analysis determined that the site is a strong candidate for a multi-use tourism and residential development given its scale, accessibility, natural attributes and competitive context. The results of this study can be found at **Attachment 2** in full, with a summary provided below.

#### 3.3.2.1. GAP ANALYSIS

A review of the DPLH Land Use and Employment Survey was undertaken to understand if there are uses that are relatively over-provisioned or under-provisioned in the area. The analysis is however indicative as an over-provision of a use does not imply that it should not be supported within the subject site (additionally, it may imply there are opportunities to attract these uses to re-locate).

The uses have been benchmarked against the Perth metropolitan area. The per capita measurement uses the population of the Lower Great Southern Region<sup>1</sup> (extended study area) as reflective of the area serviced by Albany as a regional centre.

Overall, this analysis highlights the high level of, in particular, short-stay accommodation / aged care, retail, other retail and utilities/communications uses, which is reflective of the regional nature of Albany.

Compared to the benchmark, the study area as a limited offering of office / business, manufacturing / processing / fabrication, and health / welfare / community services uses.

#### 3.3.2.2. RESIDENTIAL OPPORTUNITIES

There are a range of market factors which influence the viability of residential density. As such, an indicative assessment was undertaken to help understand the opportunities for the site to accommodate alternative typologies over time.

The viability findings outlined below have been calculated with regard to:

- The supportable market price for the type of dwelling in this waterfront location;
- Construction costs in the Albany region, and
- Capital growth expectations above construction costs over the long term.

In the short-term, it is anticipated that the predominate residential typology that is viable at the subject site is detached houses. In the medium-term townhouses are expected to become more viable, as capital growth is anticipated to exceed cost increases over time.

It is estimated that steady capital growth in the long-term will lead to apartment projects in this waterfront location becoming moderately viable. However, the profitability of apartment projects will remain dependent upon the market depth and ability to create amenities within the subject site to create an environment attractive to investment.



This suggests a longer statutory timeframe for the life of the Structure Plan is required to facilitate development over time.

### 3.3.2.3. TOURISM OPPORTUNITIES

Albany is a popular tourist destination, particularly with intra- and inter-state travellers. The majority of accommodation is clustered around the town centre, with a particular concentration around the Albany town centre.

The existing short stay accommodation for visitors ranges from caravan parks to mid-scale resorts. Recent investment in the Albany tourism industry includes the Hilton Garden Inn Hotel which opened in 2021.

In addition to larger operators, there are various smaller, boutique offerings, including on the waterfront west of the subject site.

There are two future hotel developments that are likely to occur in the next two to three years, with a third location speculated as a future hotel development site. They are as follows:

- Seashells at Middleton Beach – 66-suite hotel expected to open in 2024;
- Hilton Garden Inn Stage 2 – proposed 152-room addition to existing hotel; and
- Frenchman Bay – possible future development site (development application conditionally approved in 2018).

Albany is a recognised tourism destination and growth in the visitor economy is identified as an important channel for economic development across the Great Southern region.

Despite a dip in domestic visitor numbers in 2019, there has been a strong rebound in 2021, with domestic visitor nights 25% higher than the preceding 10-year average of 1,071. With the lifting of WA's borders in March 2022, international visitor numbers are expected to pick up again after an absence for almost two years.

In recent years, private accommodation has hosted the largest share of visitor nights, sitting near or above the 40% mark in the last 10 years.

On the back of the visitor resurgence in 2021, demand for most accommodation types increased, driven largely by hotel and own property demand.

Based on the visitation analysis, the study estimated current and future room demand for Albany.

Based on the documented assumptions, room night demand is expected to increase over the next decade from approximately 318,000 nights in 2021 to 542,000 over the next decade. These forecasts are however based on the assumption that the region will continue to attract new visitor markets and build on its established profile. It is additionally premised on an appropriate mix of accommodation options.

Tourism Research Australia (TRA) forecasts that domestic visitation in Australia will return to an average pre-pandemic level by 2022-23. For Western Australia, TRA forecast the recovery to occur relatively more quickly. Visitation levels for those travelling for the purpose of holidays or visiting friends and relatives are forecast to see the highest levels of growth in the short-term, with travel for business expected to see stronger growth by 2023-24.

Based on the study, the recommended opportunities for the site include a family-friendly low-rise accommodation offering (circa 80 rooms) and a serviced apartment / hotel style development fronting the waterfront (150+ rooms).





### 3.3.2.4. RETAIL/COMMERCIAL OPPORTUNITIES

The study area has been segmented into two trade area sectors to allow for more detailed analysis of the retail environment in Albany. The separation of the primary and secondary north trade area was drawn with regard to:

- The existing and future road network and its effect on access to the subject site;
- Existing retail competitors; and
- Distribution of the resident population and future urban growth.

The existing retail offering is largely clustered around Albany Highway in close proximity to the Town Centre.

There are currently three Woolworths, two Coles, one ALDI and three IGA supermarkets within the trade area.

The majority of the major retail uses are concentrated in and around Albany Highway and the town centre.

Large format retail uses are similarly clustered on Albany Highway and Chester Pass Road.

Likewise, the fast food offering in Albany is almost exclusively located in the town centre and on Albany Highway which is the main entry way to the city.

With the existing supply of supermarkets in the trade area, the trade area is currently overprovisioned against the supportable turnover level. The analysis shows that there could be additional floorspace supported in the market by 2027.

Over the next 15 years, retail spending by study area residents on large format retail categories is expected to increase from \$107 million in 2022 to \$175 million as of 2037. This represents growth of 64% over the period.

The strongest growth is expected to occur in 2027-2032, driven by strong per capita spending growth of 2.7%, as well as continued population growth.

These results show that the spending market available to large format retail within the catchment is expected to grow significantly over the next 15 years.

There was estimated to be demand for approximately 46,212 sq.m of large format retail floorspace in the study area as of 2022, increasing to 75,900 sq.m by 2035.

Additional demand is expected to increase to a level where there is a market need for large format retail in 2027 and continue to grow until at least 2037. More specifically, a portion of the forecast retail development could occur in Lot 2 within the first 10 years of development once a small population base has been established within the Structure Plan Area. This initial retail is likely to be a destinational food and beverage orientated use that would benefit the on-site residential use. This early stage development is expected to be distinct use from the late stage development of food and beverage uses which will be larger in scale and co-located with short stay and in closer proximity to the coastline.

While it is recognised that the subject site is not currently identified as an activity centre, the proposed long term shop retail provision is consistent with a local or neighbourhood centre activity centre. However, the proposed tenant types are expected to have destinational pull and fulfill a different role to other activity centres that service a local need. As such, the proposed retail uses are not expected to impact the sustainability of other centres in the activity centre hierarchy. Given the long term nature of the proposed retail development, a retail needs assessment should accompany any relevant future development application to address retail hierarchy considerations at the time of application.

This again suggests a longer statutory timeframe for the life of the Structure Plan is required to facilitate development over time.

## 4. LEGISLATIVE AND POLICY CONTEXT

### 4.1. STRATEGIC PLANNING

#### 4.1.1. GREAT SOUTHERN REGIONAL PLANNING AND INFRASTRUCTURE FRAMEWORK

The Great Southern Regional Planning and Infrastructure Framework was adopted in 2015 to provide strategic regional context in order to guide future land use planning and infrastructure investment in the Great Southern region.

The vision provides a clear statement of the values and aspirations that will guide development in the future:

*A future that promotes economic development and diversification; offers an attractive lifestyle and improved quality of life to a growing multicultural population and recognises the important links between economic activity, ecosystem functions and the region's outstanding nature conservation, biodiversity and heritage values.*

Its objectives are as follows:

- Economic Growth – A growing regional economy focused on maintaining strong links to current markets and establishing new export markets for agricultural and mining products while developing the tourism product and services that cater to an older demographic and people seeking a regional lifestyle.
- Population and Sustainable Settlement – Sustainable communities that are attractive places to live and work provide investment opportunities, offer a wide range of high quality education, training and health services and cultural and recreational activities, are safe and accessible to surrounding rural areas.
- Transport Network – Provide an integrated, efficient and safe transport network that services the needs of community, agriculture, forestry, tourism, mining and industry.
- Social Infrastructure – Provide a wide range of social services that enhance the community's health and well-being, establish a sense of social cohesion and offer high quality educational opportunities that retain and attract students to the region.
- Essential Service and Infrastructure – Secure sufficient power, water, wastewater and telecommunication capacity and distribution systems to support the cost efficient delivery of services to residents, new mining and industrial operations and the agricultural and forestry sectors.
- Natural Environment – Provide for the protection and management of key natural assets, in order to secure the foundation of the social, economic and environmental fabric of the region.
- Culture, Heritage and Visual Landscape – Recognise the region's cultural, heritage and visual landscape assets and safeguard and manage these assets to retain their intrinsic value and acknowledge their contribution to community well-being and their role in supporting the regional economy.

The proposed Structure Plan offers the opportunity to increase the residential population in Albany to promote economic development and diversification in the region, in-particular providing a destination to facilitate tourism opportunities on the Albany Waterfront that safeguards and manages the visual landscape.



#### 4.1.2. LOWER GREAT SOUTHERN STRATEGY

The Lower Great Southern Strategy was adopted by the Western Australian Planning Commission in 2016 with the purpose of guiding land use planning and strategic direction for the sub-region over the next 20 years.

The Lower Great Southern Strategy states the following vision for the sub region:

*In the year 2035, the Lower Great Southern is a productive, innovative and successful area for intensive primary production and downstream processing. It is an attractive business, lifestyle and tourism destination with quality cultural, built and natural landscapes. It is recognised as a centre of excellence in natural resource management and provides a diverse range of health and wellbeing, higher education, training and employment opportunities. It is equipped to respond to local and global challenges and has supportive, vibrant, accessible and safe communities that embrace their Indigenous and historic heritage.*

Specifically, the strategy aims to:

- Provide guidance at a sub-regional level in the use of land to balance economic, social and environmental considerations;
- Assist local government in preparing, reviewing and implementing local planning strategies and schemes, and other local planning and development matters;
- Identify additional land of regional significance that may be required for regional open space purposes; and
- Ensure land required for important regional infrastructure, priority agricultural land, economic growth opportunities, water sources and basic raw materials is identified and retained for those purposes.

Actions to achieve these aims are provided and have been assigned short (3-5 years), medium (5-10 years) or long (10+ years) implementation timeframes.

The following planning objectives and key issues are identified in the Strategy:

- Economic development – To enable the economic potential and growth of the Lower Great Southern to be planned, utilised, encouraged and achieved. Intrinsic to this is tourism which relies on sustainable development and promotion of iconic experiences, development of tourism infrastructure and product that meets visitors' needs.
- Infrastructure development – To ensure that well planned and adequate infrastructure is provided in accordance with community and economic development needs of the Lower Great Southern.
- Community development – To enhance the Lower Great Southern as a place to live, promote orderly urban growth while recognising environmental and other constraints, and encourage the provision of a range of residential living environments. To ensure that the community is supported by adequate and appropriate community services and facilities.
- Environment – To conserve and enhance the natural environment, biodiversity, resources and distinctive landscapes of the Lower Great Southern.

Specific actions to meet with the need to maximise opportunities for development and growth of a sustainable tourism industry include zoning land for identified strategic tourism sites in local planning strategies to protect them for that purpose and to ensure local planning strategies respond to changing needs of the tourism sector and take advantage of emerging markets.

Key planning issues for Albany, relevant to the proposed Structure Plan, include:

- Identifying opportunities for urban infill development;
- Fostering tourism development in key tourist areas;
- Guiding development of the Albany Waterfront;
- Accommodating predicted increases in the proportion of aged people in the community and meeting their associated care and health needs;
- Developing cultural and recreation facilities to cater for future growth;
- Achieving a balance between conservation and urban development and protecting Albany's natural assets;
- Managing risks associated with sea level rise and climate change on existing and proposed infrastructure and coastal development areas.

These issues have each been considered by preparation and endorsement of the City of Albany Local Planning Strategy (the 'Strategy'). It is considered that the proposed Structure Plan offers the opportunity and capacity to provide urban infill development, to foster tourism development and responsible waterfront development, while managing risk associated with climate change (sea level rise).

#### 4.1.3. CITY OF ALBANY LOCAL PLANNING STRATEGY

The Strategy was endorsed by the Western Australian Planning Commission in 2019 to guide settlement growth and land use planning for Albany and surrounds over a 10-15 year period and provides a rationale for zoning, land use and development controls in the City's Local Planning Scheme.

The Strategy will guide the City's progress towards its vision to be Western Australia's most sought after and unique regional city to work, live and visit. It provides strategic direction which, over the long term, is aiming to deliver a more compact city where residents will live closer to local shops, services and employment with easy access to public transport and greater ability to walk or cycle.

Relevant objectives for the Strategy include the following:

- Promote urban consolidation by making better use of existing zoned land and infrastructure through urban renewal and infill residential and rural living development;
- Plan for a variety of housing types in close proximity to services and facilities, in particular affordable housing and one and two bedroom units that meet the needs of young people, retirees and the elderly;
- Provide an appropriate level of community facilities and services in existing and planned settlement areas;
- Enable people to make healthy choices through effective planning and urban design;
- Facilitate accessibility to services and facilities through integrated public transport linkages and cycle and pedestrian-friendly environments;
- Build on the existing strengths of the regional centre, Middleton Beach and Albany Waterfront;
- Progressively move retail centric shopping centres towards true activity centres that meets the shopping, employment and recreation needs of the community;



- Facilitate the diversification of the City's competitive advantages in agriculture and tourism;
- Protect the City's pristine natural and coastal environments and other landscape qualities;
- Plan for an efficient road network and protect rail infrastructure; and
- Meet the service infrastructure requirements for settlement growth.

The Structure Plan Area is identified by the Strategy as 'Investigation Area 2 – Woolstores'. The Strategy states that investigation areas are identified to acknowledge that additional research needs to be undertaken to determine appropriate strategic and statutory planning responses. More specifically Investigation Area 2 includes a strategic direction to facilitate the preparation of a structure plan that shows how the site can be redeveloped and address a number of matters, including the following:

- Potential mixed use development, with a focus on tourism;
- Connection to sewer;
- Coastal planning considerations;
- Land contamination considerations;
- Visual/landscape protection;
- Interface with future Albany Ring Road; and
- Potential impacts of noise and vibration from the railway line and associated environmental buffer requirements.

The Strategy also outlines that structure planning adjacent to the Albany Ring Road, such as the Structure Plan Area, is to ensure identification of measures to minimise impacts between the ring road, heavy freight routes and adjacent land uses occurs, such as the following:

- Application of land use and development controls for adjacent properties based on the recommendations of the Albany Heavy Freight Access Study (2003);
- Provision of adequate separation between incompatible or sensitive land uses and the ring road, particularly urban residential development;

- Application of road planning standards to minimise potential road user conflict;
- Noise and visual impact mitigation measures; and
- Minimise impacts on environmental values.

The proposed Structure Plan has the capacity to respond positively to each of the relevant objectives of the Strategy, particularly objectives relating to urban consolidation, diversity of housing types, provision of pedestrian friendly environments, facilitate tourism land uses and Albany's competitive advantage in this regard, while protecting and enhancing the Albany waterfront adjacent to Princess Royal Harbour.

Each of the matters raised has been addressed by this report and will be considered under specific sections relevant to each matter.

#### 4.1.4. CITY OF ALBANY TOURISM ACCOMMODATION STRATEGY

The City of Albany Tourism Accommodation Strategy was adopted identifies strategic sites in the City of Albany for potential tourism development up to 2020. As a consequence, while the strategy is no longer applicable and has been superseded by the City's Local Planning Strategy, it is still a useful guiding document to inform the preparation of the Structure Plan.

This strategy identifies five 'strategic' sites in the City of Albany of which the Structure Plan Area is one such a site. Strategic Tourism Sites are defined as:

*Those of State significance, which display characteristics that set them apart from other tourism sites in terms of potential for tourism development and benefit to the tourism industry.*

The Structure Plan Area is specifically identified as a Prime Tourism Site, which are sites that may support the local tourism market in time and will be subject to future detailed planning. The Structure Plan Area is specifically identified as a "Resort Site" with the potential to provide a mixed use development incorporating a prominent tourism development on the western shore of the harbour.

The Structure Plan will help achieve this Strategy as well as its associated Local Planning Policies by setting the framework for the redevelopment of this iconic tourist location and allowing for the potential of the site to be realised. This will be achieved by:

- Providing for hotel / tourist accommodation on site; and
- Improving connections to the foreshore and activation of the foreshore and wider site.



## 4.2. STATUTORY PLANNING

### 4.2.1. STATE PLANNING POLICIES

#### 4.2.1.1. STATE PLANNING POLICY 2.6 – COASTAL PLANNING (SPP 2.6)

SPP 2.6 provides for the long-term sustainability of Western Australia's coast and is relevant to those local governments that contain coastal areas. The purpose of the policy is to provide guidance for decision-making within the coastal zone including managing development and land use change, establishment of foreshore reserves and protecting, conserving and enhancing coastal values.

The objectives of SPP2.6 are wide ranging, however a key component of SPP2.6 is the identification of appropriate areas for sustainable use of the coast. This includes use for commercial and tourism purposes, which is relevant to the preparation of a structure plan for the Woolstores site. Assessment of potential coastal hazard risks and adaptation strategies is a requirement to support the preparation of a structure plan.

M P Rogers & Associates Pty Ltd ('MRA') were engaged to complete a Coastal Hazard Risk Management and Adaptation Plan ('CHRMAP') for the Structure Plan Area.

This report has been prepared to review the coastal hazard risks and develop suitable adaptation strategies for the future development.

The City of Albany are currently in the process of preparing a broader CHRMAP for Princess Royal Harbour. Through this process, details have been provided regarding the potential coastal hazard impacts at the Woolstores site, which is predicated on the Vancouver Peninsular isthmus not being protected. This results in the hazard lines, particularly for erosion impacts, being greater than they otherwise would be should the isthmus be protected. While it is considered that the isthmus will be protected in future given the key role it plays in protecting the harbour, particularly port operations, this report has been based on the hazard lines supplied for the purpose of the exercise and consistency with the wider CHRMAP process. In addition, details of community and stakeholder consultation have been provided, which identified that the primary uses of the foreshore around the Woolstores site are predominately walking and cycling.

Specifically for the Woolstores structure planning process, further consultation has been completed with the Public Transport Authority (PTA), ARC Infrastructure and other Government Stakeholders. This consultation has been focused on the future infrastructure requirements associated with the Albany rail line and Princess Royal Drive, which run immediately adjacent to the Woolstores site. Exact details are still to be determined; however it is clear that future protection of these assets would be ensured, and it is expected that this would occur through construction of an extension to the existing rock revetment structure that provides protection along the northern shores of Princess Royal Harbour.

Completion of a coastal hazard risk assessment for the different elements shown in the development concept for the Woolstores, as well as the adjacent assets surrounding the site, identified that the highest risk asset was the rail line. As determined during the consultation, protection of this asset will be completed in the future, however ensuring that the necessary level of protection is provided would not

be possible without construction of a seawall through the Woolstores site. As a result, a more beneficial alignment for the seawall has been developed which would ensure continuous protection to both the rail line and the Woolstores site.

The proposed alignment of the seawall would generally match the alignment of the existing seawall structure around the Woolstores. As a result, there would be no further encroachment into Princess Royal Harbour, nor would there be any additional effects on the shoreline movement since the footprint of the construction would be largely similar.

In this regard, the benefit of a rock revetment structure in this environment is that the roughness and permeability of the revetment structure would significantly reduce the extent of any wave reflections off the wall to any environmental features (e.g. TEC). For example, following the design guidance within CIRIA (2007), the reflected wave height off a revetment constructed from two layers of armour rock would be in the order of 20% of the incident wave height. This equates to less than 5% of the total wave energy being reflected off the revetment (as wave energy is not linearly proportional to wave height), meaning that any impacts from the revetment construction would be relatively small, even at termination points.

Construction of a seawall similar to that shown in Figure 7.2 of Attachment 3 is to occur prior to new titles being created out of any approved subdivision application for the structure plan area. Funding and ongoing maintenance of the seawall would be undertaken by the applicable developer, in collaboration with PTA, ARC Infrastructure and Main Roads Western Australia. However, there will be allowance for subdivision and development to occur over lots 1 and 2 should the isthmus be protected as a result of the City of Albany's CHRMAP process and this result in these lots and adjoining roads be located outside of the 100 year horizon for inundation and erosion impact.

With respect to inundation hazards, the proposed approach would be to fill the proposed development sites to an elevation of at least 2.5m AHD to avoid inundation risks. The requirement for this finished surface elevation comes from SPP 2.6 which outlines that development should be located above the 500 year ARI inundation level at the end of the 100 year planning horizon. Based on the inundation levels provided this level would be 2.18m AHD, however it is prudent to provide an additional allowance for local scale wave runup, which could increase this elevation to 2.5m AHD.

Refer **Attachment 3 – Albany Woolstores Coastal Hazard Risk Management and Adaptation Plan** for further information. Refer to the design response section below for discussion over the required foreshore area under SPP 2.6.





#### 4.2.1.2. STATE PLANNING POLICY 3.0 – URBAN GROWTH AND SETTLEMENT (SPP 3.0)

SPP 3.0 is a broad sector policy that sets out the principles and considerations which apply to planning for urban growth and settlement in Western Australia. The purpose of the policy is to facilitate sustainable patterns of urban growth and settlement by setting out the requirements of sustainable settlements and communities and the broad policy for accommodating growth and change.

SPP 3.0 outlines general measures to create sustainable communities, plan liveable neighbourhoods, coordinate services and infrastructure, manage rural-residential growth and plan for aboriginal communities. These general measures should be considered in conjunction with issue-specific urban growth and settlement state planning policies which supplement SPP 3.0.

The Structure Plan complies with objectives of SPP 3.0, specifically:

- To build on existing communities with established local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those communities.
- To manage the growth and development of urban areas in response to the social and economic needs of the community and in recognition of relevant climatic, environmental, heritage and community values and constraints.
- To promote the development of a sustainable and liveable neighbourhood form which reduces energy, water and travel demand whilst ensuring safe and convenient access to employment and services by all modes, provides choice and affordability of housing and creates an identifiable sense of place for each community.

#### 4.2.1.3. STATE PLANNING POLICY 3.6 – INFRASTRUCTURE CONTRIBUTIONS (SPP 3.6)

SPP 3.6 sets out the principles and requirements that apply to the establishment and collection of infrastructure contributions in new and established areas. The policy establishes objectives to coordinate the efficient and effective delivery of infrastructure to support population growth and development; provide clarity on the acceptable methods of collecting and coordinating contributions for infrastructure and provide the framework for a transparent, equitable, and accountable system for apportioning, collecting and spending contributions.

Given the scale, ownership and extent of the Structure Plan Area, as well as regional traffic being unable to traverse through the Structure Plan Area, arrangements for developer contributions are not considered applicable in this instance and infrastructure can be considered through subdivision applications.

#### 4.2.1.4. STATE PLANNING POLICY 3.7 – PLANNING IN BUSHFIRE PRONE AREAS (SPP 3.7)

SPP 3.7 provides a framework in which to implement effective, risk-based land use planning and development outcomes to preserve life and reduce the impact of bushfire on property and infrastructure. The policy emphasises the need to identify and consider bushfire risks in decision-making at all stages of the planning and development process whilst achieving an appropriate balance between bushfire risk management measures, biodiversity conservation and environmental protection.

The policy applies to all land which has been designated as bushfire prone by the Fire and Emergency Services Commissioner as well as areas that may have not yet been designated as bushfire prone but is proposed to be developed in a way that introduces a bushfire hazard.

In accordance with SPP 3.7, Strategen-JBS&G was engaged to prepare a Bushfire Management Plan (BMP) to accompany submission of the Structure Plan and address requirements under Policy Measure 6.3 of SPP 3.7.

Based on the information contained in this BMP, Strategen-JBS&G considers the bushfire hazards within and adjacent to the project area and the associated bushfire risks are readily manageable through standard acceptable solution responses outlined in the Guidelines. Aside from the preparation of future BMPs to accompany future subdivision and development applications where appropriate, there are no further items to implement, enforce or review at this strategic stage of the planning process.

Importantly, a second emergency access point has been proposed under the Albany Ring Road infrastructure that has received consent from Main Roads WA, with ongoing liaison occurring with Public Transport Authority and ARC Infrastructure in order to understand their respective requirements. Please refer to **Attachment 4 – Bushfire Management Plan (Structure Plan) for further information.**

Future BMPs prepared for subsequent subdivision and development applications are to meet the relevant commitments outlined in this strategic level BMP where applicable, address the relevant requirements of SPP 3.7 (i.e. Policy Measures 6.4 and 6.5 respectively) and demonstrate in detail how the proposed development will incorporate the relevant acceptable solutions or meet the performance requirements of the Guidelines.

#### 4.2.1.5. STATE PLANNING POLICY 5.4 – ROAD AND RAIL NOISE (SPP 5.4)

SPP 5.4 provides guidance for the performance-based approach for managing and mitigating transport noise associated with road and rail operations. This policy applies where noise sensitive land uses are located within a specified distance of a transport corridor, new or major road or rail upgrades are proposed or where works propose an increase in rail capacity resulting in increased noise. The policy also sets out specific exemptions for where the policy requirements do not apply.

SPP 5.4 supports noise impacts being addressed as early as possible in the planning process to avoid land use conflict and achieve better land use planning outcomes. Considerations for decision-makers include ensuring that the community is protected from unreasonable levels of transport noise, whilst also ensuring the future operations of transport corridors.

In accordance with SPP 5.4, the Structure Plan has addressed the impact of the future Albany Ring Road and freight rail adjacent through preparation of a noise contour map(s) and noise assessment, which considers the following:

- Identification of appropriate compatible land-use zoning that is commensurate with the function of the transport corridor;
- Design solutions that utilise street and lot configuration to screen and/or buffer noise;
- Consideration of density and built form outcomes that will help alleviate and/or manage noise;
- □ outlining the need for additional noise mitigation measures through quiet house requirements in accordance with the guidelines, to be implemented via Part 1; and
- Consideration to appropriate future planning provisions to ensure more detailed planning is undertaken at the subdivision and development stage.

Refer **Attachment 5 – Transportation Noise Assessment for this noise assessment.**

#### 4.2.1.6. STATE PLANNING POLICY 7.0 – DESIGN OF THE BUILT ENVIRONMENT (SPP 7.0)

SPP 7.0 is a broad sector policy relevant to all local governments. The policy sets out the objectives, measures, principles and processes which apply to the design and assessment of built environment proposals through the planning system. It is intended to apply to activity precinct plans, structure plans, local development plans, subdivision, development and public works.



The policy contains 10 design principles which set out specific considerations for decisionmakers when considering the above proposals. These include, context and character, landscape quality, built form and scale, functionality and build quality, sustainability; amenity, legibility, safety, community and aesthetics.

Each of the design principles has been considered and informs the vision and design intent for the Structure Plan Area, as set out in the design rationale section on the next page.

#### 4.2.1.7. STATE PLANNING POLICY 7.3 – RESIDENTIAL DESIGN CODES (SPP 7.3)

Volume 1 and 2 of the Residential Design Codes (R-Codes) provides design elements for single, grouped and multiple dwellings. As such, the following design elements have been considered in the preparation of the Structure Plan:

- Building Height;
- Setbacks; and
- Plot Ratio.

Any proposed variation to these design elements under the Structure Plan is to be provided for through the vision, precincts intent and design principles the Structure Plan and the performance standards of the R-Codes.

The remaining elements as it applies to residential development within the Structure Plan Area is deferred to the R-Codes.

#### 4.2.2. CITY OF ALBANY LOCAL PLANNING SCHEME NO. 1 (LPS 1)

The Structure Plan Area is currently zoned General Industry and Rural Small Lot Holdings, as well as being reserved for Parks and Recreation purposes under LPS 1. In addition, the land zoned General Industry includes a Restricted Use classification (RU4) that only permits Warehouse or other ancillary Light Industrial land use classes.

The Structure Plan Area is bordered by land zoned Rural Small Lot Holdings, Tourist Residential, with reservations for Railways and Priority Road also applicable. The latter is reserved for the purpose of the future Albany Ring Road.

Rather than prepare the Structure Plan to link with LPS 1, it has been considered more appropriate to consider and respond to draft LPS 2, which is discussed below, as this will form the head of power for the Scheme Area when this Structure Plan is operational. This is because a Scheme Amendment will only be initiated once draft LPS 2 has been gazetted. This is understood to be mid-2023.

#### 4.2.3. DRAFT CITY OF ALBANY LOCAL PLANNING SCHEME NO. 2 (DRAFT LPS 2)

Pursuant to draft LPS 2, the Structure Plan Area is proposed to be zoned Light Industry and Rural Residential, with the Parks and Recreation reservation being retained. The Restricted Use classification continues to apply (RU8).

The Structure Plan Area will be bordered by land zoned Rural Smallholdings, with Urban Development (previously Tourist Residential)zoned land beyond this. All reservations identified above still applicable.

A Special Control Area 16 –Princess Royal Harbour Inundation Area (SCA-16) is proposed to be located over a portion of the Structure Plan Area as outlined within Figure 9 below.

Written advice from the City of Albany confirms the intent for results of the CHARs project for Princess Royal Harbour to replace the SCA-16 provisions. The current SCA-16 provisions include requirements for habitable finished floor levels, drainage and construction methodology. In any event, this Structure Plan is supported by its own CHARs specific to the Structure Plan Area.

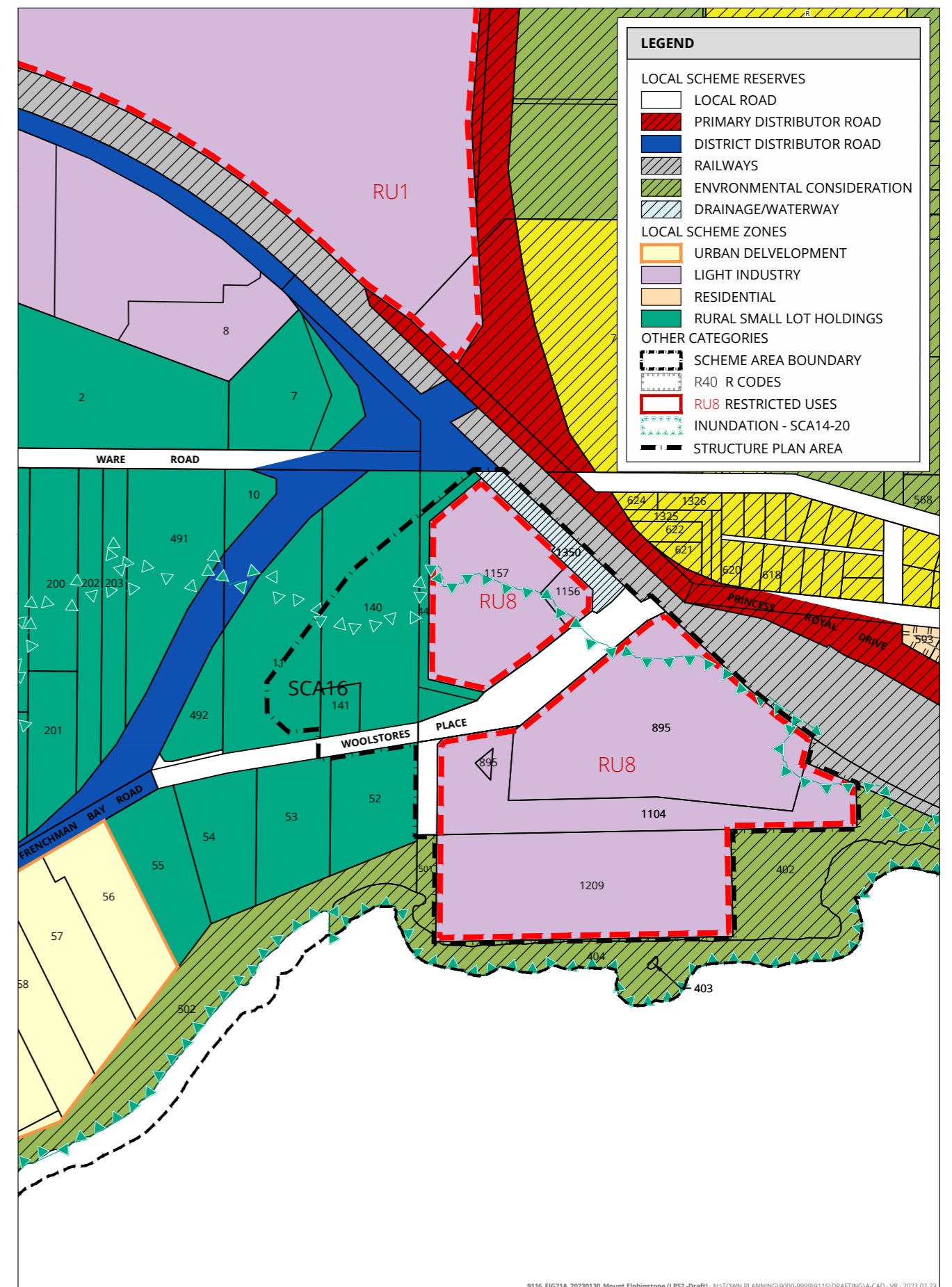


Figure 8 – City OfAlabany Draft Local Planning Scheme No.2



As noted above, this Structure Plan has utilised draft LPS 2 as a base for subdivision and development control, with locally specific variations proposed as specified in Part 1. Land use intent has then been outlined later in this Part of the Structure Plan, with a Scheme Amendment to be proposed to draft LPS 2 to enable additional land use classes to be considered over the site. This is intended to be progressed at an appropriate time at the point where draft LPS 2 has been finalised and gazetted.

#### 4.2.4. LOCAL PLANNING POLICY – SIGNIFICANT TOURIST ACCOMMODATION SITES

In accordance with the recommendation of the Tourist Accommodation Planning Strategy, the “Local Planning Policy – Significant Tourist Accommodation Sites” classifies the Structure Plan Area as a “Prime Tourism” site.

The Policy helps to maintain the site’s role as a key tourist accommodation site by encouraging tourist, residential and non-residential uses. The Policy recommends:

- Hotel, tourist resort and residential land uses being developed;
- Redevelopment be guided by a structure planning process.

The proposed Structure Plan includes these land uses and is broadly arranged in accordance with the intent of this policy.

#### 4.2.5. LOCAL PLANNING POLICY – WOOLSTORES REDEVELOPMENT SITE

The main objectives of the policy are to create an innovative and comprehensively planned urban development in close proximity to the town centre, while also accounting for noise and vibration associated with rail infrastructure and provision of public access to the waterfront. The Policy includes a number of broad development standards that aim to enable redevelopment that can respond to the objectives identified above.

The Structure Plan has had regard to the objectives and the policy statements and meets with the policy intent as follows:

- The proposed indicative street network promotes legibility, fine grain detail and permeability;
- Street parking is enabled;
- Street block sizes promote variety within developments;
- Unrestricted access to the foreshore is provided with a generous public walkway enabled along the waterfront;
- This policy acknowledges that three storey development can be contemplated with greater height able to be considered fronting the public domain and at important corners and the end of vistas. In this regard, the Design Rationale section addresses these considerations to confirm the structure plan would realise development consistent with the intent outlined in this policy; and
- Building height will highlight special places (the harbour foreshore) and articulate the urban form in an appropriate fashion and having regard to key vistas.

This is explained further in the Design Rationale section in the next column.

### 4.3. ENVIRONMENT

Strategen-JBS&G prepared an Environmental Assessment Report (EAR) to support the Structure Plan, via the consideration of the following:

- Applicable legislation, policy, and guidance;
- The environmental, previous land use, bushfire (considered under separate section), and heritage (considered under separate section) characteristics of the site;
- Potential impacts to the above characteristics associated with the proposed development;
- Relevant approval requirements; and
- The spatial and management response of the development to ensure that any identified potential impacts can be mitigated or managed in order to avoid ‘significant’ impact.

The EAR is included within its entirety at **Attachment 6 – Albany Woolstores Detailed Environmental Studies (EAR) and Preliminary Site Investigation**. Key Findings are outlined below.

#### 4.3.1. GEOMORPHOLOGY AND SOILS

The DWER (2015) guidance states that in areas of ‘High to Moderate risk’ of ASS occurring, an ASS investigation is required prior to the following ground disturbance events:

- Earthworks that will disturb more than 100 m<sup>3</sup> of soil during dewatering or soil draining activity.

Accordingly, it has been recommended that should dewatering/soil draining or soil disturbance of more than 100 m<sup>3</sup> be anticipated during subdivision and development of the site, then an ASS investigation should be completed to assess the nature and extent of ASS at the site. Should ASS be identified, and its disturbance unavoidable during site construction/development, an ASS management plan should be prepared and implemented during the site development.



### 4.3.2. HYDROLOGY

Hyd2o was commissioned to prepare a Local Water Management Strategy (LWMS) to support the proposed Structure Plan.

The document provides a comprehensive overall assessment of the existing water management system of the area and how it will be modified and integrated with the new development to improve water sensitive urban design outcomes as a result of the proposed land use change. Understanding key hydrological considerations has informed the development of this LWMS for the site. Key findings based on assessment of the site and subsequent water planning outcomes are as follows:

- Given proximity of the development to the coast a Coastal Hazard Assessment Risk (CHARs) Report has been prepared to project inundation levels associated with sea level rise. Design for the Structure Plan Area will be required to account for a projected 100 year storm surge inundation level of approximately 2.5 m AHD.
- Surface flow runoff is able to be discharged readily from site to Princess Royal Harbour either directly or via existing drainage infrastructure. A remnant drainage network exists on site as part of the historic Woolstores while a large open drain dissects the site to service the northern rural lots and a large upstream catchment. This drain provides drainage connection for the Main Roads Albany Ring Road upgrades and discharges into the reworked Frenchman Bay Rd intersection. The sites drainage network will be required to account for upstream catchments and the Main Roads Albany Ring Road drainage design. Surface water quality sampling conducted in June 2022 reported no major guidelines exceedances either upstream or downstream of the site.
- Water use post-development will be predominantly sourced via the Water Corporation's Lower Great Southern Town Water Supply Scheme with initiatives in place to encourage the reduction of water use consistent with Water Corporation's "Waterwise" land development criteria. The Water Corporation will also provide wastewater management.
- Management of stormwater quality on site for the protection of coastal ecosystems will be achieved via the treatment of the first 15mm of runoff from both road reserves and hardstand areas. A gross pollutant trap will be fitted at the piped discharge point to the coast.
- From an amenity stand point piped road drainage infrastructure will be sized to maintain service for up to the 20% AEP event. The existing Woolstores drain will be replaced by a pipe for better STRUCTURE PLAN AREA outcomes with this pipe to be sized to maintain the 10% AEP event below road level and configured to redirect this flow directly to coast given the magnitude of upstream flows.
- From a flood management perspective it is proposed that no attenuation of flows occur (apart from 15mm treatment storage) given the proximity of the coast and size of the receiving water. Road reserves are to provide the nearest available flood routes to the coast to minimise the convergence of major flows. The redirection of major flows directly to the coast will also benefit the capacity of the downstream Main Roads drainage network.

- Design levels and fill requirements will be driven by the requirement to provide suitable clearance to groundwater and free outfall to the coast during major rainfall events. Both these aspects are subject to projected sea level rise.
- Monitoring conducted as part of this LWMS is considered sufficient to satisfy predevelopment monitoring requirements. Post development monitoring in the interest of water quality discharge and system performance will be conducted for a period of up to 3 years consistent with agency requirements.
- Consistent with the integrated planning and urban water management process, the refinement of information included as part of this LWMS will be refined as necessary at the UWMP stage. Ongoing consultation with main stakeholders including the City of Albany and the Department of Water and Environmental Regulation will be required in the interest of approving this LWMS and implementing its strategies beyond this stage.

Refer **Attachment 7 – Albany Woolstores Local Water Management Strategy for the full LWMS.**

### 4.3.3. CONTAMINATION

Potential sources of contamination within the Site that were identified in the Preliminary Site Investigation (PSI) includes, but may not be limited to, the following:

- The historical industrial land use(s) of the site;
- Asbestos contamination associated with the former site structures or illegal dumping/fly tipping activities (southeast portion of the Site).
- Potential uncontrolled fill associated with the reclaimed land;
- Potential migration of contaminated groundwater from up-gradient properties.

A detailed site investigation (DSI) is proposed to investigate the contaminated site issues that are identified via the PSI. This may include the taking of soil and groundwater samples. The DSI is proposed to be completed at Scheme Amendment Stage to facilitate the proposed Structure Plan and will be submitted in the near future. It is noted that the Scheme Amendment can only be initiated once the City's new local planning scheme has been gazetted, and that the structure plan will not be operational until the scheme amendment has been gazetted. However, submission of a scheme amendment at this point in time will nonetheless provide information necessary to confirm the intent outlined within this structure plan.

Refer **Attachment 6 for the full PSI.**



#### 4.3.4. FLORA AND VEGETATION

The site is mainly comprised of cleared (or 'parkland cleared') paddocks, access roads, fences, and other man-made structures including residential houses and large industrial buildings. As such, the majority of vegetation present is anticipated to be 'Completely Degraded' as per condition scales developed by Keighery (1994) and presented in Table 3.4.

Some vegetation mapping of the cleared portion in the northern part of the Project Area was undertaken as part of the Albany Ring Road Biological Surveys by Southern Ecology (2020). This mapping indicates four vegetation units in the northern cleared section of the Site and is described as follows:

- Isolated Plants (pasture and herbaceous weeds with isolated native plants).
- Mature Planted Trees (Ironbark, Blue Gum, Tuart, Eucalypts, and Peppermint (> 10 years old));
- Melaleuca preissiana Low Woodland; and
- Yate Woodland.

The vegetation unit described as "Isolated plants" is the dominant vegetation type, with the three other units represented in small, fragmented areas.

The vegetation surrounding the buildings and the southern and eastern coastal portion of the Site did not form part of the vegetation survey by Southern Ecology (2020).

Saltmarsh vegetation aligning with key criteria of the Subtropical and Temperate Coastal Saltmarsh TEC/PEC was observed adjacent to, but outside of, the structure plan area during the preliminary ecological inspection, on lower-lying coastal shores to the south-southwest and southeast of the site.

No areas of vegetation clearly identifiable as saltmarsh or considered likely to represent the Subtropical and Temperate Coastal Saltmarsh TEC/PEC were observed within the structure plan area boundary during the inspection visit. fauna and habitat.

The proposed seawall as part of the CHRMAP work being undertaken may have potential impacts on flora and vegetation. These impacts will need to be assessed and mitigated as further studies are undertaken on the presence and distribution of the Subtropical and Temperate Coastal Saltmarsh TEC/PEC, where impacts will most likely be mitigated through the use of appropriate buffers and/or how the sea wall is constructed and implemented. This is discussed further in Attachment 3 and under the SPP 2.6 section of this report.

#### 4.3.5. FAUNA AND HABITAT

A total of 126 conservation significant fauna species were identified by the database search within 30 km of the Project Area. Of these, 48 'Threatened' fauna species were listed under Section 178 of the EPBC Act and Section 19(1) of the BC Act, with three species previously recorded within the Site: Charadrius leschenaultia (Greater Sand plover; or large sand plover), Calidris canutus (the red knot), and Calidris tenuirostris (the Great knot).

An additional 53 marine mammals and aquatic marine groups were also returned in the database searches, mainly from the EPBC Protected Matters Search Tool (PMST). As the proposed structure plan relates to a terrestrial development, with no marine component at this time, marine species have not been considered further.

As with flora and vegetation, proposed management measures can be determined once a more detailed ecological assessment has been completed. This will be required as a part of EPA processes and referrals that will be required as part of a scheme amendment to facilitate the structure plan.

#### 4.3.6. COAST AND FORESHORE

As part of the planning process, there is a requirement to understand the potential risks posed to development by coastal hazards. Specialist coastal and port engineers M P Rogers & Associates Pty Ltd completed a CHRMAP for the Structure Plan Area (Attachment 3). This is discussed elsewhere within this report.



## 5. OPPORTUNITIES AND CONSTRAINTS ANALYSIS

### 5.1. KEY OPPORTUNITIES

- Princess Royal Harbour Access – The Structure Plan Area has direct access to the Princess Royal Harbour foreshore, particularly the Woolstores land which only has a narrow area of foreshore between it and the water itself. This affords the Structure Plan Area uninterrupted access to a water environment that represents a real opportunity to set this land and subsequent land uses apart from others in Albany and the wider region. In effect, the Structure Plan Area has a point of difference to the Albany town centre that is located perpendicular to the harbour and wider foreshore, with the remainder of Albany, beyond port land, not directly interacting with the harbour in this fashion.

In this regard, while it will be important to maintain public access around the Structure Plan Area adjacent to the water, it is critically important to maintain this characteristic of interaction with the harbour which is a key feature and historic element that should be enhanced. A variety of non-residential and residential land uses should activate and interact with this environment to provide a prime destination.

Furthermore, there is an opportunity for the influence of the harbour to be evident in the public realm and buildings beyond land directly adjacent to it, and for views to the harbour to be enhanced for the benefit of the Structure Plan Area. This includes existing road reserves running perpendicular from the harbour to Woolstores Place, adjacent to the western extent of the Woolstores buildings. This could potentially be increased further north along Lot 44 and open up a view corridor from the Albany Ring Road and land adjacent to it within the Structure Plan Area.

- Views Out from the Structure Plan Area – The Structure Plan Area is in a locality at the end of the harbour that affords panoramic views of the harbour itself, but also the ocean beyond, the Albany town site and surrounding natural environment. This is a distinct feature of the land and needs to be enhanced by future subdivision and development and for public areas. This will, however, require the Structure Plan area to maintain its connectiveness to the water.
- Views into the Structure Plan Area – The Structure Plan Area is highly visible currently from the following aspects:
  - Princess Royal Drive when driving or cycling to and from the Albany townsite.
  - From the foreshore of Princess Royal Harbour, either east or west of the Structure Plan Area.
  - Mount Melville, which affords views into and over the Structure Plan Area.
  - When travelling east along Frenchman’s Bay Road.
  - The harbour itself (e.g. from watercraft).

Further, when constructed, the Albany Ring Road will ensure the Structure Plan Area is highly visible when travelling over the Freight Rail (in either direction, but particularly when travelling south-west), which represents the peak of the infrastructure’s height.

This ensures future land uses will be highly visible, particularly land closest to the Albany Ring Road, that affords non-residential land uses an opportunity to maximise exposure. It is also important to recognise that water transport represents a future opportunity that should be explored to widen transport options to the Structure Plan Area and provide another element or opportunity for its ability to become a prime tourism destination for harbour users.

- Entrance and Exit Statement –The Structure Plan Area is what you see when you arrive in Albany and when you leave from the west of the city. For this reason, it will act as an entrance and exit statement and will be highly visible as a result that has the potential to aid with the viability of a variety of land uses.
- Accessibility – While there is only one (1) vehicle access point to the Structure Plan Area, the land is highly accessible currently and in the future with the advent of the Albany Ring Road. Currently, the Structure Plan Area can be accessed by resident populations around the western extent of the harbour and would be passed by visitors travelling to this portion of the harbour to access tourism destinations such as Frenchman’s Bay, Goode Beach or Limeburners Distillery. It also is currently able to be accessed from the north by Hanrahan Road, Lower Denmark Road for visitors from regions to the north-west and west of Albany and from Princess Royal Drive for residents and visitors in Albany. In future, the Albany Ring Road will enhance accessibility from the north.

Further, due to the Bibbulmun and Munda Bididi trails intersecting the Structure Plan Area, trail walkers / recreational users, will travel through the Structure Plan Area and interact with and activate the land now and into the future when development occurs. While the location of each trail is set to be redirected to the Albany Ring Road, the western extent of the Structure Plan Area will still be accessed by these users.

- Land Use Diversity – The City of Albany Local Planning Strategy includes a strategic direction for this land to potentially provide mixed use development, with a focus on tourism land uses. Given this direction and that the Structure Plan Area represents waterfront land with a large extent owned by one landowner, significant redevelopment potential should be realised that can respond to the market and aid with sustainable population and economic growth for Albany and the wider region.
- Importantly, due to the land largely being subject to one landowner, there is the potential to stage development of the land to enable immediate delivery of land uses that are required and viable in Albany and to respond over time as Albany evolves and other land uses, such as medium and high density building forms become more viable.
- State of Western Australia (Crown) Unallocated Land – Lot 44 and Pin 583843 are currently portions of Unallocated Crown Land (UCL) that provide an opportunity to consolidate Mainbeam’s land holdings within the Structure Plan Area or to enhance connectivity via provision of road infrastructure, where required.



## 5.2. KEY CONSTRAINTS

### ■ Albany Ring Road infrastructure –

- Emanates noise that enters the Structure Plan Area creating noise levels (decibels) that need to be considered for any future noise sensitive development such as residential land uses. Noise contours from 55db to 68db are applicable for daytime periods, with anything above 55db requiring 'Quiet House' design principles to be applied. It is understood that these noise conditions are relatively straight-forward to comply with but do apply a cost that further burdens residential viability.
- The structure will be clearly visible from within the Structure Plan Area due to its height that will have a distinct bearing on future land use and development in terms of its presence.

### ■ Freight Rail – The freight rail emanates noise that enters the Structure Plan Area creating noise levels (decibels) that need to be considered for any future noise sensitive development such as residential land uses. Noise contours from 55db to 65db are applicable for the north-eastern extent of the Structure Plan Area that is largely related to evening periods. Anything above 50db requires 'Quiet House' design principles to be applied. As with the Albany Ring Road, it is understood that these noise conditions are relatively straight-forward to comply with but do apply a cost that further burdens residential viability.

### ■ Inundation and Erosion – The coastal inundation impact assessment indicated that the assets, both proposed and existing, are likely to be at Low risk within the planning timeframe with the exception of a small portion of land located the north side of Woolstores Place, which is expected to be at a Medium risk level in 2122. The assessment for coastal erosion indicates that this land is at low risk within the 100 year planning timeframe, however land south of Woolstores Place is likely to be at medium risk of impact in the 25 year planning timeframe, at least where the land abuts the water. The Structure Plan is required to address these matters and provided its own Coastal Hazard Risk Management Adaptation Plan (CHRMAP) to identify risks for the Structure Plan Area and suitable mitigation measures.

### ■ Bushfire Hazard – While bushfire risk within the Structure Plan Area can be managed through future development in terms of the extent of clearing, management of remnant vegetation (undergrowth) and location and management of new landscaping, emergency access is the key aspect identified. The current cul-de-sac configuration of Woolstores Place is non-compliant with State Planning Policy 3.7 – Planning in Bushfire Prone Areas ('SPP 3.7') and a second point of emergency access is required, which has been considered within the BMP attached to this report.

### ■ Drainage – Various open drains are located within the Structure Plan Area that are either localised or have a wider catchment (e.g. open drain along Woolstores Place). The localised drains can be relocated and/or redirected into proposed or existing road reserves, however the following aspects require consideration for development of the structure plan:

- Woolstores Place open drain – this drain has a catchment area that includes land well to the north of the Structure Plan Area. Due to this, it is recommended this drain be consolidated within the existing road reserve in a piped formation.

- Albany Ring Road – the Albany Ring Road includes basins (located outside Structure Plan Area) in order to deal with drainage and rainfall events. Its drainage network, however, links with the existing network within the Structure Plan Area for certain rainfall events. Therefore, this will need to be considered with the configuration of a drainage network for the Structure Plan Area.

### ■ Grange Resources Easement over Woolstores Place – An easement to the benefit of Grange Resources is located over the southern extent (5.3m-10.12m) of Woolstores Place and connects with a wider easement along Frenchman's Bay Road and across the freight rail alignment. This easement was to facilitate a pipeline for Grange Resources mine to the north of Albany. In discussion with the City, it has been advised that while a realignment could be considered, this would require the consent of Grange Resources in order to achieve this. When considering the existing regional drain along Woolstores Place, other services within the road reserve (that would need to be relocated), this easement, and the need to provide access through the Structure Plan Area, it is recommended to maintain the current alignment of Woolstores Place road reserve.

### ■ Unallocated Crown Land Subject to Native Title Negotiation – Lots 402, 403 and 404 which are located adjacent to the harbour foreshore adjacent to the Woolstores buildings are subject to a native title determination and any dealings with this land are on hold until the matter is determined. The DPLH have however confirmed that:

- Public access from the Woolstores lots to these lots and to the water may not be precluded even with native title being determined and including this land, however, would be subject to the Noongar Boodja Management Body and Trustee not placing any restrictions or regulations upon the public's right to access, use and enjoy the Harbour from any existing access routes; and
- The DPLH originally were of the view that the land should not be included until determination on Native Title had occurred. However, the DPLH revised this preference and recommended these lots be included to enable the interface between this land and future to be addressed.

Given the ongoing Native Title negotiations, the identified lots have not been included within the Structure Plan Area. This will remove issues originally identified by the DPLH over process. It is important to note that interface with, and the context of, surrounding land has been a key consideration for development of the Structure Plan and therefore the interface of the Structure Plan Area with the identified lots has been addressed by this Structure Plan.

### ■ Land Use Viability – As discussed within the report prepared by Urbis attached to this report, the viability of certain land uses is a consideration, particularly for medium to high density residential land uses. This is largely due to apartments and even town house typologies being untested in the Albany Market. This has led to some recommendations earlier to extend the normal life of the proposed Structure Plan from 10 years to at least 15 years.



- **Ecological considerations** – While the vegetation within the Structure Plan Area is largely degraded, the remnant foreshore vegetation may be part of the Subtropical and Temperate Coastal Saltmarsh TEC. Further ecological assessment has determined that Saltmarsh vegetation aligning with key criteria of the Subtropical and Temperate Coastal Saltmarsh TEC/PEC was observed adjacent to, but outside of, the Structure Plan Area.

No areas of vegetation clearly identifiable as saltmarsh or considered likely to represent the Subtropical and Temperate Coastal Saltmarsh TEC/PEC were observed within the Structure Plan Area boundary during the inspection visit.

- **Contamination** – The PSI completed at the site has identified the following areas of potential environmental concern:

- Asbestos contamination associated with the former site structures or illegal dumping/fly tipping activities.
- Potential uncontrolled fill associated with the reclaimed land that the Woolstores warehouses are built on.
- Historical industrial land use of the site.
- Migration of potentially contaminated groundwater from up-gradient properties.

A DSI should be undertaken to investigate the identified areas of potential environmental concern, to assess the potential risk to current and future site receptors. This is to be completed for the purpose of the scheme amendment to facilitate the structure plan.

- **Acid Sulfate Soils (ASS)** – Soils within the Structure Plan Area are considered to have a ‘High to Moderate risk’ of ASS occurrence within 3 m of the natural soil surface. Should soil disturbance of more than 100 m<sup>3</sup> be anticipated during the development of the Structure Plan Area, then an ASS investigation should be completed to assess the nature and extent of ASS. Should ASS be identified, and its disturbance unavoidable during site construction/development, an ASS management plan should be prepared and implemented during the site development.

- **Geotechnical Analysis Testing** – It has been identified that the land beneath the Woolstores buildings has been subject to fill. This could have an impact on land uses able to be proposed in this location without remediation, but also the ability to construct new development in this location without significant costs being incurred.

For the purpose of a Structure Plan, it is considered unnecessary to undertake geotechnical analysis and testing as this is a matter that should be considered at subdivision and/or development application stage to identify the geohazards associated with the site and to provide preliminary recommendations with regard to suitable founding solutions and ground improvement (if required). Importantly, initial advice from a suitably qualified consultant has confirmed that a solution can be found for the Structure Plan Area that can enable the form of development proposed.

- **Servicing** –

- Gas – Reticulated gas is not available to the Structure Plan Area and would need to be extended at the developer’s cost from Grey Street West and Festing Street, which are approximately 850m east of the Structure Plan Area.
- Water – Any future built form is required to be set back a minimum of 10m from the existing water mains located within the Woolstores Place road reserve. Stantec has advised that this setback will encroach 7.9m into the private land to the south of Woolstores Place.

This land can still remain in private ownership, however built form will need to maintain a setback of 7.9m.

- Wastewater - There are no existing Water Corporation wastewater reticulation assets within or surrounding the site. The Water Corporation’s long-term planning for the proposed development is to discharge to the existing network within Newton Street, approximately 1.8 kilometres to the north-west, via a Type 10 wastewater pumping station (WWPS) located within the Structure Plan Area and a DN100 pressure main. Internal sewers will be a combination of DN225 and DN150.

The WWPS should be located within the northern portion of the Structure Plan Area, with minimum distance from buildings to centre of WWPS pumping well of 30m, as per standard requirements outlined in Design Standard 51 (DS51).

The WWPS and associated pressure main may be subject to a Customer Funded Works Agreement and reimbursed by Water Corporation.

- Power – Overhead powerlines are situated within the Woolstores Place road reserve and will need to be upgraded and undergrounded as part of future subdivision and development of the Structure Plan Area.

Refer to **Figures 9 and 10 for Existing and Future Opportunities and Constraints Plans**, which identifies the abovementioned matters in a spatial form.



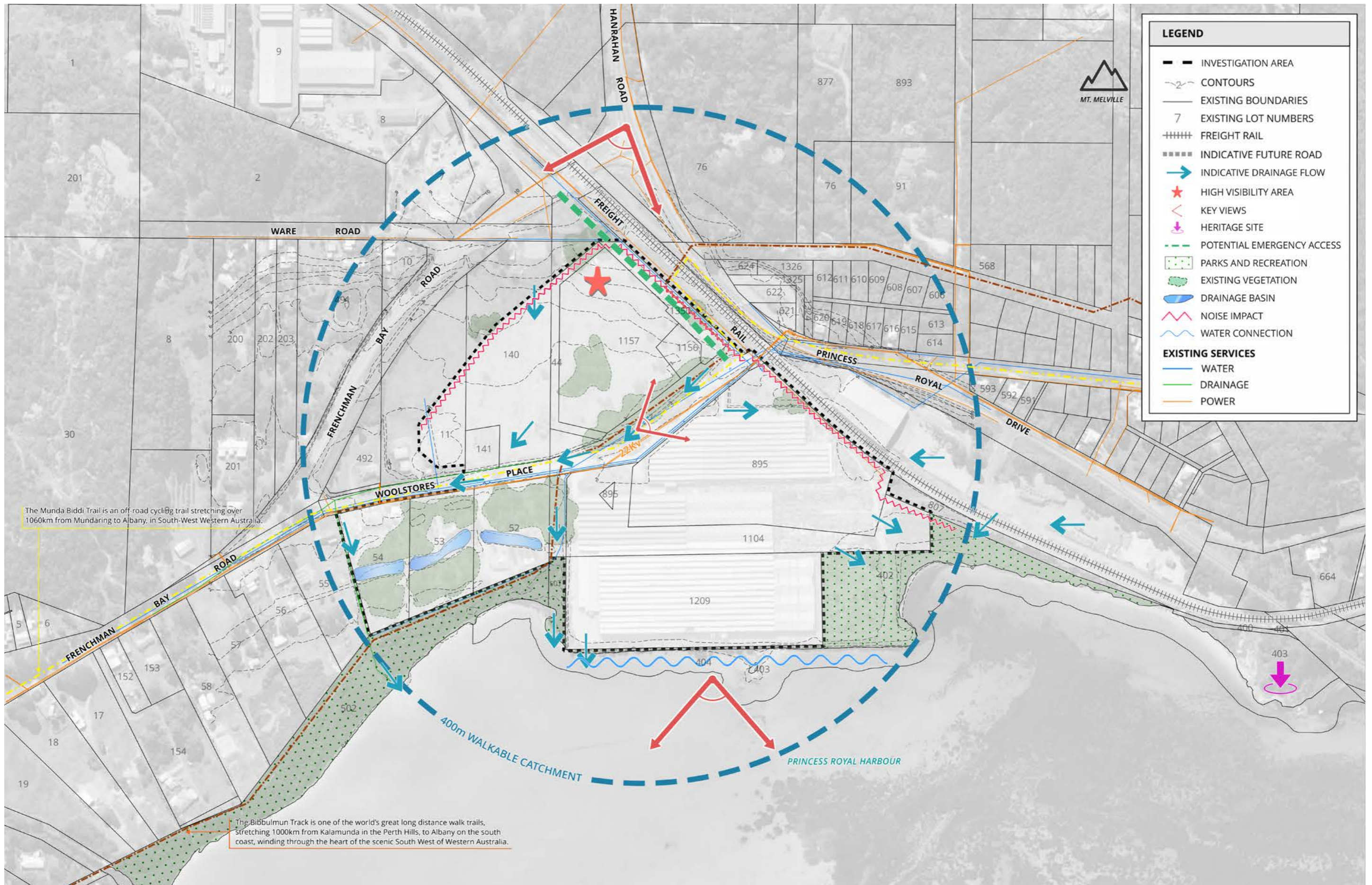


Figure 9 – Opportunities and Constraints – Current



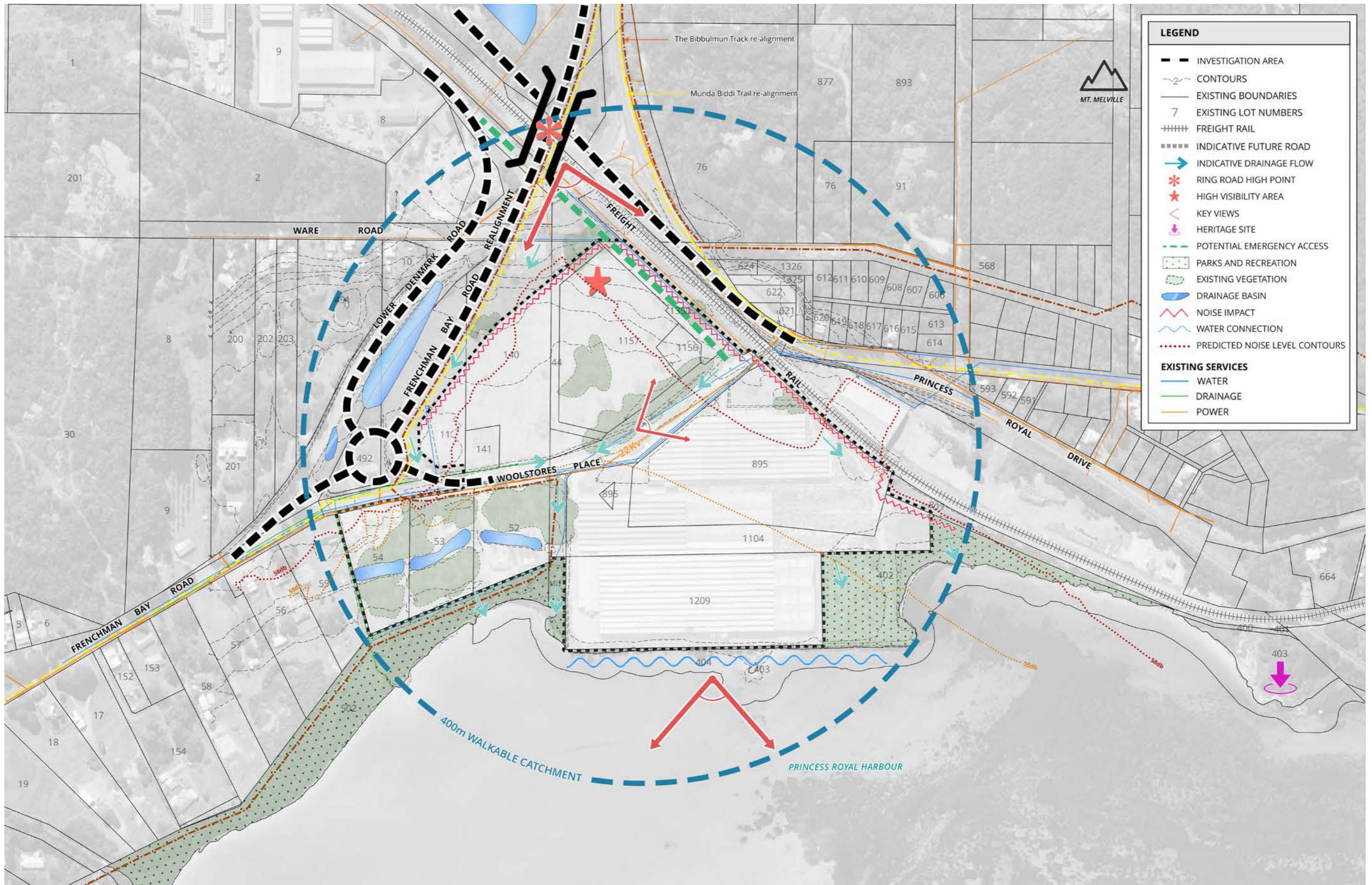


Figure 10 - Opportunities and Constraints - Future



## 6. STAKEHOLDER AND COMMUNITY ENGAGEMENT

A series of engagements with local and State Government authorities have informed the development of this Structure Plan, as summarised in the table below.

STAKEHOLDER	DATE	PURPOSE
City of Albany	September 2021	Introduction and agreement to proposed intent for structure plan for area identified for further investigation under local planning strategy.
City of Albany and Department of Planning, Lands and Heritage (DPLH – Albany Office)	June 2022	Introduction to structure plan concept. All parties agreed to intent for preparation of a structure plan and need to submit request under clause 15(c) of the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> .
Adjoining landowners	Late 2022 on two (2) occasions	Introduce intent to prepare structure plan.
City of Albany and DPLH (Albany Office)	November 2022	Introduce vision and intent of structure plan area and individual precincts.
Department of Water and Environmental Protection (environmental features)	November 2022	Confirm ecological assessment needed to identify environmental features, particularly ecological community outside boundary of structure plan area.
Department of Biodiversity, Conservation and Attractions (Foreshores)	November 2022	Confirm ecological assessment needed to identify environmental features, particularly ecological community outside boundary of structure plan area.  Confirmed need to outline how structure plan interacts with foreshore to manage public access.
Department of Water and Environmental Protection (contamination)	November 2022	Confirm known contamination issues. Confirm need for Preliminary Site Investigation for purpose of structure plan.
City of Albany and DPLH (Albany Office)	April 2023	Site view with staff and outline building height, density land use, zoning and interaction with new local planning scheme.

Table 9: Stakeholder and Community Engagement

## 7. DESIGN ELEMENTS

### 7.1. ALBANY WOOLSTORES VISION

Development within the Structure Plan Area will provide for unique destination focused hub centred on Princess Royal Harbour, which enhances its historic roots that supported the region's wool industry. This will be achieved by a strong industrial aesthetic through public space and building design while also supporting environmental integrity through celebrating the biodiversity of the area.

The long term vision for the Structure Plan Area will support the delivery of a precinct with a distinct sense of place that acts as a destination as well as an entry-statement to the western end of Albany. This will be achieved through encouraging the provision of resort, hotel and/or short stay style accommodation and attractions focussed on Princess Royal Harbour, supported by low, medium and high density urban neighbourhood inclusive of food and beverage, residential (including aged care) and commercial based development.

Streetscapes will be inviting with legibility enhanced through maintaining and improving views and connectivity (particularly pedestrian) through the Structure Plan Area to Princess Royal Harbour, along the foreshore and from Frenchman's Bay Road to Mount Melville, while also acknowledging and retaining the Woolstores site's connection with the foreshore and harbour beyond.

Design and development of buildings will demonstrate high quality and innovative development solutions that respond to the principles of good design and continue the established characteristic and industrial heritage of the Woolstores buildings, while mitigating noise and vibration impacts associated with the adjoining Albany Ring Road and freight rail infrastructure.

### 7.2. OBJECTIVES AND DESIGN PRINCIPLES

The Structure Plan Area has been analysed from both a built form and subdivision perspective. This analysis considered activity, movement and character from a 'place creation' perspective and informs the principles and intent for the development of each precinct.

Design principles derived from the site and context analysis, engagement outcomes and SPP 7.0 provide the foundation elements of each precinct intent and development standards included in Part 1 and are to be maintained through the subdivision and development of the Structure Plan Area.

#### 7.2.1. CONTEXT, LOCAL CHARACTER AND HISTORY

- Design is place based and integrates with and enhances the foreshore and surrounding natural environment.
- Design recognises the history of the Woolstores buildings and the wool industry's cultural impact to the Great Southern and wider State via the architectural response of buildings including an industrial aesthetic.

#### 7.2.2. BUILT FORM AND SCALE

- Responds to the surrounding scale and harbour front context through stepped development with a peak in height at the south-eastern end of the Structure Plan Area, adjacent the foreshore.
- Built form frames key public spaces such as the harbour foreshore and village centre.
- Built form responds to key view lines from Mount Melville, and around Princess Royal Harbour as identified within the Visual Impact Assessment attached to this report.



### 7.2.3. ENVIRONMENTAL SUSTAINABILITY

- Recognises, manages and responds to natural systems and remnant habitat and biodiversity.
- Efficiently and innovatively manages energy and water resources and utilises sustainable construction materials.
- Targets the principals of a 6 Star Communities Green Star Rating.

### 7.2.4. LANDSCAPE AND OPEN SPACE

- Responds to place character, including landscape context and future place.
- Provides attractive open space, aiding community to develop a sense of place.
- Provides careful consideration of the interface between the public and private realm.
- High quality landscape design which enhances the surrounding environment and history of the site while promoting recreation and social inclusion.
- Responds to the intent of the Landscape Master Plan attached to this report.

### 7.2.5. LEGIBILITY AND CONNECTIVITY

- Enhances visual connection with the:
  - Harbour foreshore and Mount Melville and vice versa; and
  - Views from the Albany Ring Road bridge, Hanrahan Road beyond, and the harbour foreshore and vice versa.
- Clear street/space network with well considered sight lines and safe, active vehicular and pedestrian routes.
- The Structure Plan Area enhances the Bibbulmun Track and the Munda Biddi Trail.

### 7.2.6. AMENITY

- High levels of internal and external amenity providing access to outlook, visual privacy, ventilation and daylight and protection from natural elements, traffic and noise.
- Appropriate well designed and maintained infrastructure that supports all modes of transport.

### 7.2.7. BUILD QUALITY

- Enhances the sense of place with architecturally considered and functional buildings, landscape design and significant and flexible development sites.
- High quality, attractive design and building form across the site which aids community in developing a sense of place.

### 7.2.8. SAFETY

- Safe and healthy, family friendly environment.
- Passive and active surveillance to enhance physical, social and mental wellbeing via clear sightlines, sufficient lighting and active frontages via land use and design.

### 7.2.9. SOCIAL INCLUSION

- Encourage adaptable buildings to accommodate change over time.
- Provide housing diversity and establish a range of housing opportunities.

## 7.3. PRECINCTS INTENT

### 7.3.1. WOOLSTORES PRECINCT INTENT

The Woolstores Precinct is bound by Woolstores Place to the north, the freight rail to the east, Princess Royal Harbour and the narrow foreshore to the south and road reserve to the west.

The intent for the Woolstores Precinct is to create a prime visitor destination with a lively blend of entertainment, cultural, commercial, retail and residential uses within a waterfront environment.

Redevelopment of the Precinct will deliver a positive engagement with Princess Royal Harbour. The design of the public realm extends the waterfront environment into the precinct responding to the natural and physical cues apparent while also retaining the close connection of private land to the water's edge which is a distinct characteristic of the land.

The Precinct will be vibrant, accessible by all modes of transport, including the potential for a future jetty to enable water traffic to access direct from the Harbour.

The Precinct will include resort, hotel and/or short stay style accommodation, tourism based land uses and food and beverage attractions on the doorstep of Princess Royal Harbour along with medium to higher density residential land uses. Other land uses can be contemplated, including non-residential land uses supporting the transient and permanent residential land uses identified above.

The key guiding principles underpinning this intent are to:

- Create a recreational node and destination for Albany residents and visitors;
- Implement a height arc that transitions to a peak at the south-eastern end of the precinct, adjacent to the harbour foreshore, while responding to views to and from Mount Melville and to and from the wider harbour;
- Provide visual definition through the Precinct to the waterfront and wider harbour; and
- Provide a positive harbour interface, providing continuous access to and along the waterfront, while retaining a close but comfortable connection between future buildings and the water.

### 7.3.2. COMMERCIAL/RETAIL PRECINCT INTENT

The Precinct has effective access to Woolstores Place and the wider Albany Ring Road infrastructure, which also provides a clear boundary or frame to the precinct, along with the freight rail to the east. Due to its location, the height of the Albany Ring Road and views from Frenchman's Bay Road and Princess Royal Highway to the Structure Plan Area, the Commercial/Retail Precinct has a high level of visibility to regional traffic.

The Precinct is to be an employment generator at a neighbourhood scale, with high quality medium to large format commercial development taking advantage of access to the abovementioned roads, while providing a safe and inviting urban environment for pedestrians and workers fronting onto Woolstores Place. There may also be the opportunity for a supermarket for the local catchment, based on demand.



The location of these land uses also enables an effective noise and visual buffer to be created between the precinct closer to the foreshore and the Albany Ring Road and Freight Rail infrastructure.

A green space is proposed adjacent to the Albany Ring Road to act as an open space area for workers. The green belt will also act as an entry statement to the Structure Plan Area from the future Albany Ring Road roundabout.

Dependent on demand for commercial land, there is also the opportunity to include low to medium density residential or aged care development within this precinct. This should be contained and focussed on Woolstores Place to activate this road.

## 7.4. DESIGN ELEMENTS

### 7.4.1. THE MASTER PLAN

Various options for the Structure Plan Area were developed by the Project Team and the Client as part of an iterative process based on the context analysis, opportunities and constraints analysis and visioning exercises outlined above.

It is important to note that:

- The Client owns the majority of the Structure Plan Area and the Client has engaged with the three (3) landowners adjoining the land as part of this process (which were previously included within the Structure Plan Area); and
- Due to the boundaries of the Structure Plan Area largely being set by existing or planned roads and the rail corridor, the intent of the City of Albany to see a tourism focussed outcome at the site, and the viability of certain land use outcomes based on these and other contextual factors, there were only certain options able to be considered from a structure and land use outcome.

Each option is outlined spatially on **Figures 11, 12 and 13**.

The preferred option represented a combination of the options identified above but was largely based on option 3. This was identified due to the following primary considerations:

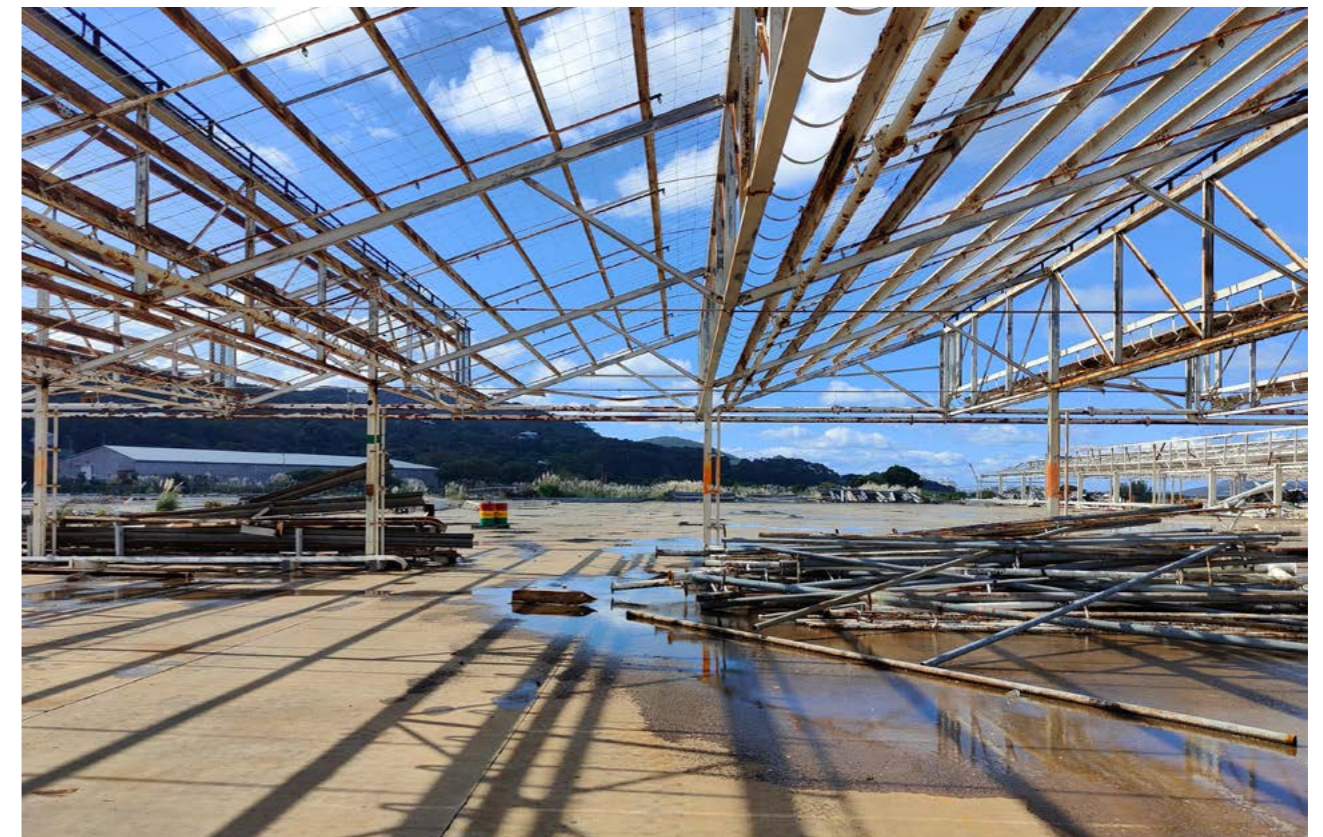
- Locating a hotel site with views to the south-east, towards the Albany city centre and ocean beyond. Built form for this site was to be orientated south-east and to provide activated spaces at the south-east corner and between the hotel site and adjoining site.
- Development needs to reflect the building line of the existing Woolstores buildings to reflect a key characteristic of the land and in order to activate the harbour foreshore, being the key space for the land and a point of difference to the remainder of Albany and wider region.
- Building height would cascade from its peak adjacent to the harbour foreshore, to respond to the need to activate this space for a tourism based outcome.
- Height and land use would transition from west to east to respond to adjoining low density residential and tourism land uses currently and as proposed within the new (draft) local planning framework.
- Destination tourism land uses such as breweries, distilleries and other similar land uses could locate adjacent to the rail corridor and not be impacted by noise, while also affording views to the harbour and Albany city centre and possibly blocking noise impacts to the remainder of the Structure Plan Area.

- Commercial and/or retail based land uses were considered most viable with exposure to the new Albany ring road and adjoining highways and be close to the access point to the Structure Plan Area. This would also afford the opportunity to potentially block, or at least reduce, noise impacts to the remainder of the Structure Plan Area.
- A "Village Centre" close to the centre of the Structure Plan Area and utilising Unallocated Crown Land was considered as the best method to provide an arrival point and also ensure the key view corridor from the Albany ring road bridge and Hanrahan Road south to the harbour could be maximised while utilising existing road reserves south of Woolstores Place.

It is acknowledged that through the master plan process it became apparent that due to likely ecological constraints as well as inundation/erosion impacts, the land identified as a residential precinct to the west of the Woolstores Precinct was not suitable for redevelopment. In summary, inundation impacts cannot be reduced or managed for this land as it may impact adversely on an adjoining TEC that is likely to be located opposite this land and would rely on water to survive. Therefore, fill and the potential for a sea wall in this location that is required to mitigate inundation and erosion impacts could compromise the TEC. As such, this land was required to be removed from the Structure Plan Area. The remainder of the structure plan area does not have the same issue due to location and current context (finished levels etc).

This land was also not envisaged to be redeveloped for some time and given the issues, a more likely outcome (if any development) might see this land have more in common with what may occur further west in time (low density). This is considered important as the likely use and development (if any) of the land does not have any consistency with the remainder of the structure plan area. While this has been investigated over time, and this represents good planning process, to include the land would be incongruous with the vision sought.

The preferred option was then utilised as a base to further develop a structure plan consistent with the vision established, with the rationale further explained on the following pages.





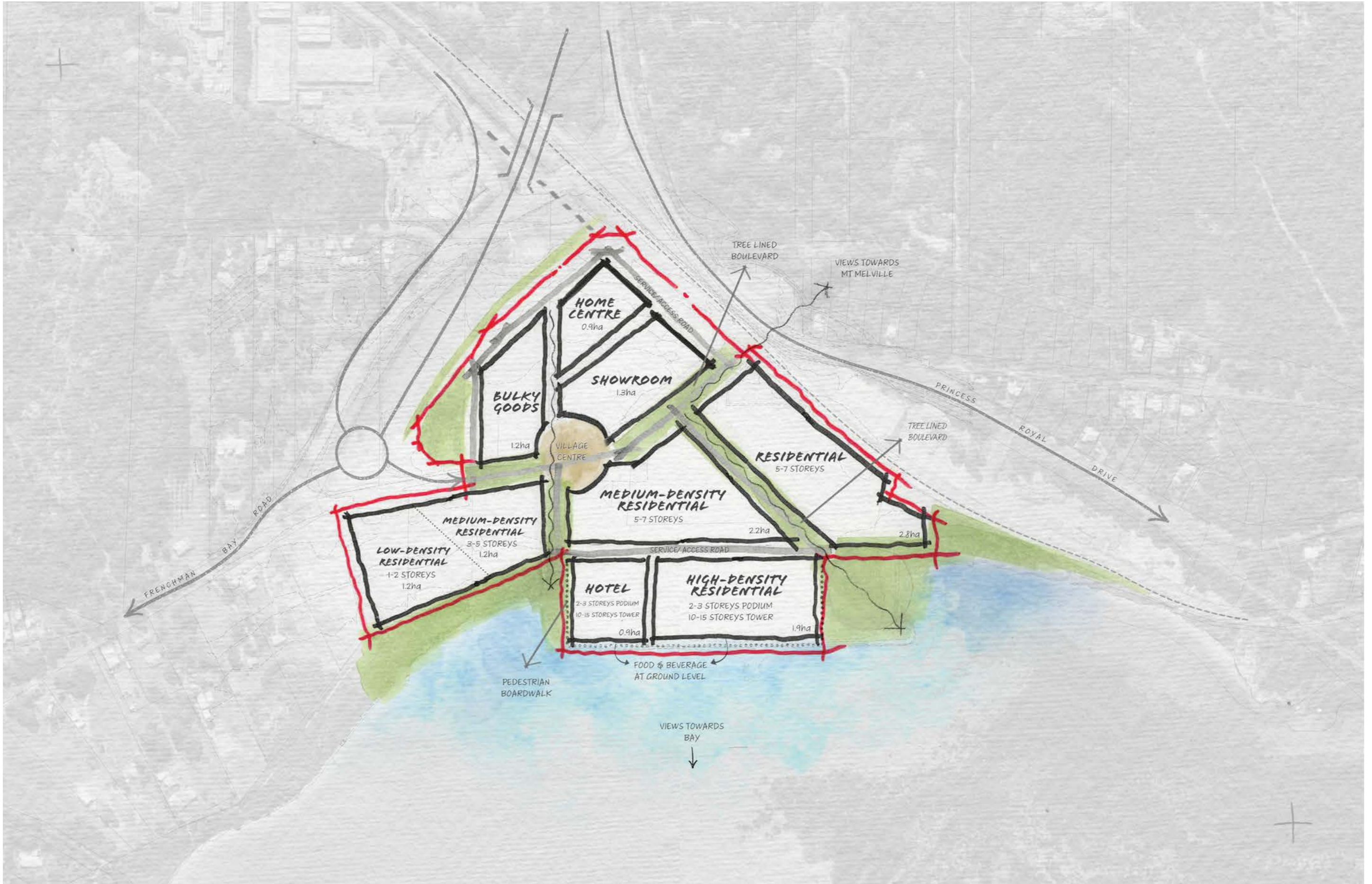


Figure 11 – Land Use Option 1





Figure 12 – Land Use Option 2



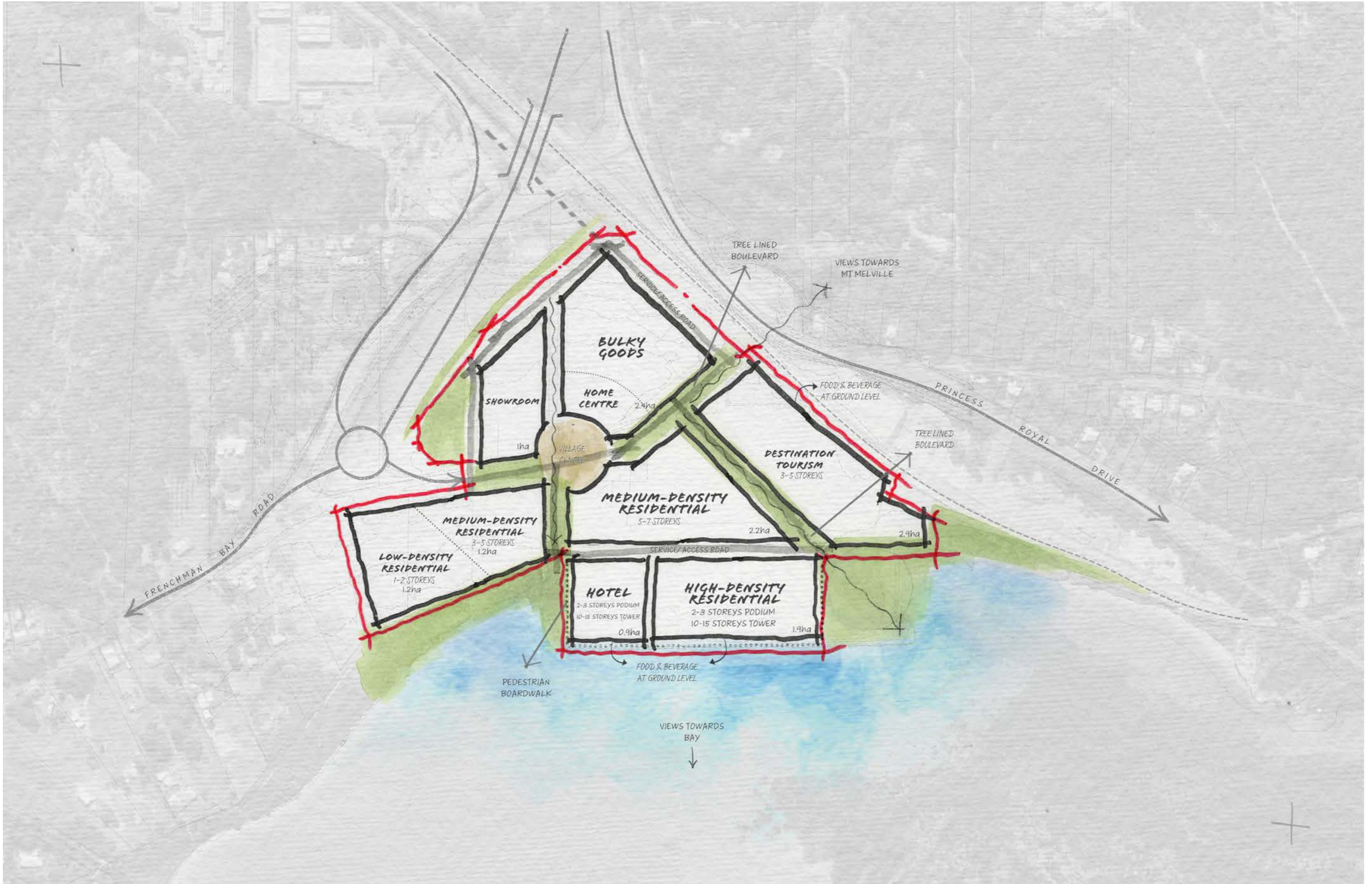


Figure 13 – Land Use Option 3



## 7.4.2. URBAN STRUCTURE AND PUBLIC REALM

The urban structure of the Structure Plan Area has been developed taking into account surrounding urban structure, which is largely driven by the freight rail and Frenchman's Bay Road currently and the Albany Ring Road (future), which is under-construction. In this regard, key connections with the surrounding area have been largely set by the existing or planned network, with very limited capacity to alter this or plan a different response.

The internal public road structure has been developed with reference to key sightlines and visual links within and beyond the Structure Plan Area, which create key view corridors that enhance the distinct character of the Structure Plan Area and aid in wayfinding. A distinct consideration has been the existing (and previously existing) Woolstores buildings, which clearly define the place.

In this regard, streets and paths have also been laid out to reference these large buildings, which has resulted in larger development sites than may ordinarily be considered. While referencing the place, this also aids with providing flexibility in approach for subdivision over a long period of time, a distinct consideration in a regional centre such as Albany. Importantly for lots close to the harbour, it will also enable staging of tourism and mixed use development over time, as has been seen at the Albany Waterfront. This is consistent with the intent for the Structure Plan Area to enable tourism land uses, as outlined within the Local Planning Strategy.

Figure 14, 15, and 16 identifies the key view corridors (existing and future) and landmarks considered to inform the urban structure proposed. This also serves to enhance visual connections through and to the Structure Plan Area. In this regard, setbacks from lot and street boundaries will need to enhance these view corridors and in no way, obstruct these view corridors. This will be elaborated upon within the built form section of this report.

Refer to **Figures 14, 15 and 16**.

Consideration for urban structure has also been guided by a key characteristic of the Structure Plan Area in that it has direct access to the Princess Royal Harbour foreshore, particularly the Woolstores land which only has a narrow area of foreshore between it and the water itself. This affords the Structure Plan Area uninterrupted access to a water environment that represents a real opportunity to set this land and subsequent land uses apart from others in Albany and the wider region. In effect, the Structure Plan Area has a point of difference to the Albany town centre that is located perpendicular to the harbour and wider foreshore, with the remainder of Albany, beyond port land, not directly interacting with the harbour in this fashion.

In this regard, while it will be important to maintain public access around the Structure Plan Area adjacent to the water (consistent with SPP 2.6), which is proposed by public open space, it is critically important to maintain this characteristic of interaction with the harbour which is a key feature that should be enhanced.







Figure 14 – Sight Line – North-South Connection

Three-Dimensional Models for Conceptual Illustrative Purposes Only.





Figure 15 – Sight Line – Woolstores Place

*Three-Dimensional Models for Conceptual Illustrative Purposes Only.*



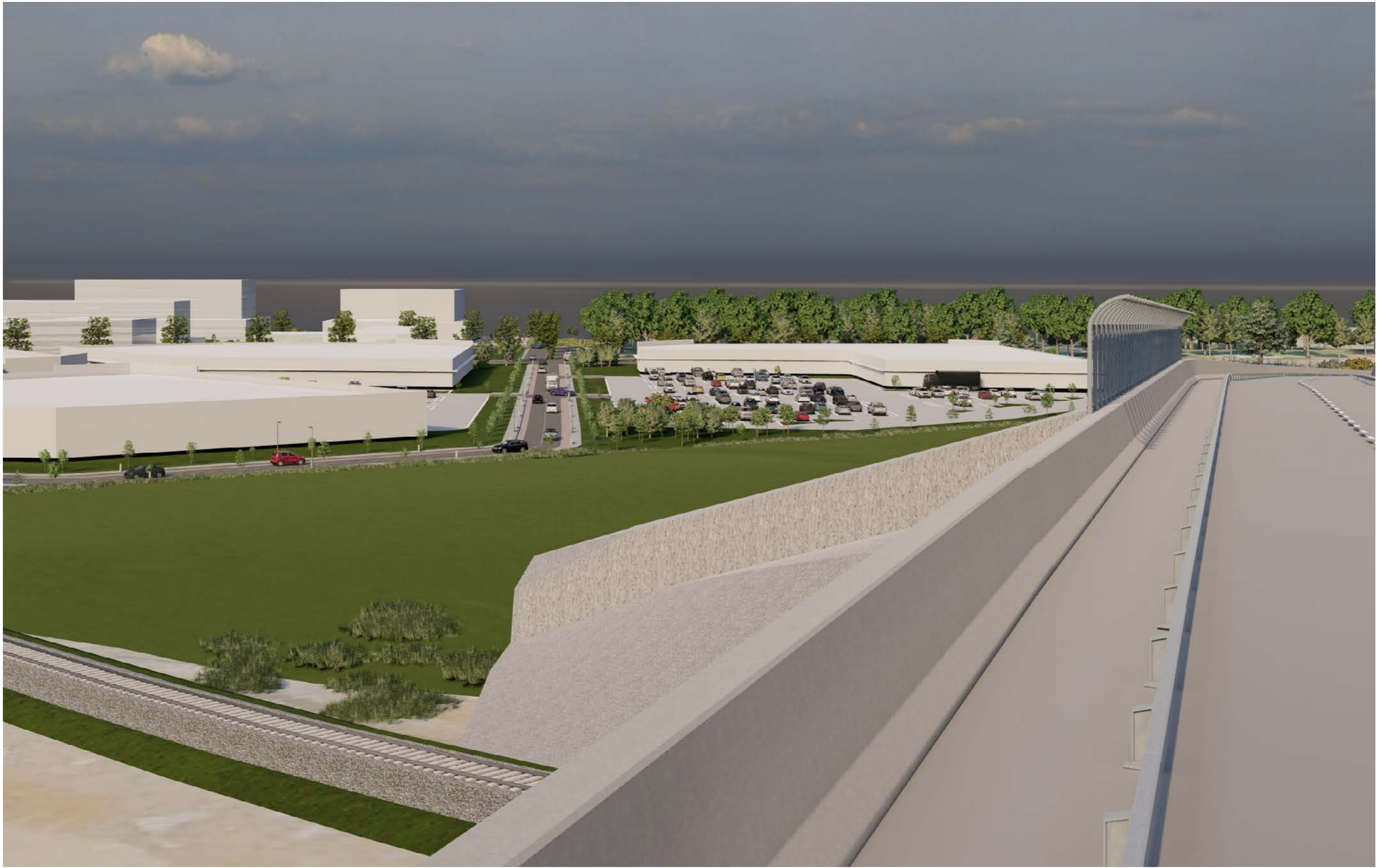


Figure 16 – Sight Line – Albany Ring Road Bridge

Three-Dimensional Models for Conceptual Illustrative Purposes Only.



### 7.4.3. MOVEMENT

The proposed hierarchy of roads within the subject site is illustrated in **Attachment 8** using the road hierarchy defined in the Western Australian Planning Commission Liveable Neighbourhoods (LN) policy. The surrounding road network road hierarchy (primary distributor and regional distributor) reflects current status in the Main Roads WA functional road hierarchy.

The classification of roads is based on preliminary analysis of future traffic flows.

The section of Woolstores Place from Frenchman Bay Road to the internal roundabout is recommended as an Integrator B due to ultimate traffic volumes of more than 7000vpd.

The section of Woolstores Place east of the internal roundabout will carry traffic flows above 3000vpd and is therefore recommended as a Neighbourhood Connector A.

Neighbourhood Connector B is recommended for the northern and southern roads connecting to the internal roundabout due to traffic volumes in the 2000 to 3000vpd range, as well as large delivery vehicles on the northern leg servicing the commercial / retail precinct and large buses servicing the accommodation precinct to the south.

Access Street C has a 7.2m road width and is considered appropriate for the eastern sections of access road around the commercial / retail precinct where traffic volumes will be relatively low but will still need to accommodate large delivery vehicles.

Access Street D has a 6m road width and is suitable for low volume residential streets carrying less than 1000vpd.

Proposed cross-sections for the Integrator B and Neighbourhood Connector roads together with standard cross-sections for Access Streets from the WAPC Liveable Neighbourhoods policy for these roads are shown in **Attachment 8**.

All of the proposed neighbourhood connectors and integrator B roads would be of suitable standard to accommodate bus services through the Structure Plan Area, providing suitable options for a bus route to service this area. This allows suitable flexibility for the Public Transport Authority to plan future bus routes within this area if deemed appropriate in the longer term. Further, all roads would supply at least one pedestrian path and cycle lanes would be supplied on Neighbourhood Connector A roads and above, due to traffic flows above 3000vpd on these categories of roads.

Refer **Attachment 8 – Transport Impact Assessment**.

### 7.4.4. URBAN ECOLOGY AND OPEN SPACE

#### 7.4.4.1. LANDSCAPE RESPONSE

The Landscape Master Plan completed by Plane E demonstrates the landscape intent for the public and private land included within the Structure Plan Area, including location of public open space, key themes for public open space, pedestrian connectivity, exploratory paths, public access-ways and the pedestrian promenade.

Plan E have prepared a concept landscape masterplan and supporting thematic imagery that will assist to soften proposed built form with landscape buffers, increase connectivity and community visitation plus enable a visual character to be defined.

Open space, pedestrian routes and streetscapes have been located to increase legibility and connectivity and numerous public realm links are included to increase connectivity to the water front and maximise view sheds of the harbour. The masterplan encourages retention of existing trees where viable, water

sensitive urban design measures with roadside swales, meandering pedestrian links and community gathering spaces with new amenity.

The southern edge of the site proposes a public realm promenade elevated from the tidal coastal vegetation that offers seated viewing nodes, shaded and protected resting areas and the ability for signage or interpretive information on the site's history or environmental importance of the TEC Saltmarsh area.

A key activity node being proposed on the south-east corner of the site would benefit with an upgrade to the adjacent Crown Reserve on lot 402 which is subject to native title dealings and is excluded from the Structure Plan Area for this reason. Should this lot not form part of native title determination, it could provide a further public open space for active recreation to support the activity node. This space would again provide a buffer to built form, from views along Princess Royal Drive and Princess Royal Harbour. Should this lot and its return west in front of the Structure Plan Area not be subject to a native title determination, it could be combined with the wider POS area identified and be ceded to the Crown (and vested with the City of Albany) and form the foreshore land required by SPP 2.6. Further consideration of this aspect will be considered under the setbacks section below.

The site has an existing visual character that is described as poor quality, in a state of disrepair and abandoned. Most of the land is cleared from native vegetation and the landform has been altered for industrial operations. The scale of the Woolstores sheds is large and dominant for the size of the subject site (albeit they are being demolished). There is little visual diversity with two key landscape characters present (the industrial dominant visual character to the south and the semi-rural landscape character to the north). The site presents as uniform industrial and post pastoral land that is a visual blight, is unsafe for public access and is in a key location for redevelopment.

Key views of the site show no previous design regard for the industrial sheds, roads or internal operations of the Woolstores having any relationship to the surrounding landform or local Albany natural landscape character which is typical of historical industrial sites. The main connection is from the employment opportunities this site provided to Albany residents at the height of the Woolstores operations.

A Visual Landscape Analysis and Visual Impact Assessment has been completed by Plan E with its findings referenced within the Urban Structure and Public Realm design principle, as well as the Built Form design principle.

In summary, the main design rationale for redevelopment needs to consider a site responsive design, with the key objectives to decrease visual impact summarised below. These have been adopted throughout the design rationale section of this report:

- Increased dedicated public open space or landscaped public realm.
- Provision of design requirements defining local natural landscape character and outlining development design criteria.
- Response to surrounding landscape (Princess Royal Harbour and Mt Melville) built form scale, scale of Albany town centre and port infrastructure.
- Retains view corridors of the harbour from key vantage points (such as Mt Melville lookout, Princess Royal Harbour Sailing Club and Rushy Point).

Refer to **Figure 17 – Landscape Master Plan** and **Attachment 9 – Visual Landscape Analysis and Visual Impact Assessment** and **Attachment 10 – Landscape Master Plan**.





Figure 17 – Landscape Master Plan



#### 7.4.4.2. OPEN SPACE PROVISION

The Structure Plan Area comprises an area of 163.8ha. Allowing for deductions of non-residential uses the Structure Plan Area has a nett area of 117.56ha. The Structure Plan Area proposes a total of 14.64ha of Public Open Space (POS). The breakdown calculation is provided below. The POS provided in the Structure Plan exceeds the required minimum of 10% POS.

OPEN SPACE REQUIREMENTS	TOTALS
Total Development Site Area (excluding Commercial/Residential Precinct)	117.56ha
Total Open Space Area Required	11.75ha
Total Open Space Provided	14.64ha

Table 10: Open Space Requirements

The intent of the POS was to provide a direct linkage and pathway from the sole entry to the Structure Plan Area and facilitate through-movement to the foreshore via a network of passive spaces that would cater for active recreation (walking and cycling). This is considered a key point of difference for the Structure Plan Area to the ordinary provision of POS in a green field setting, i.e. the intent of the structure plan is to facilitate tourism opportunities rather than provision of active (sports) POS that is better located outside of the Structure Plan Area. Consideration for the purpose of each POS area is outlined under Landscape Response and Attachment 10.

In this regard, it is important to note that the Structure Plan Area is located within a wider locality which has extensive regional and local open space areas, that services both passive and active recreation requirements.

Importantly, the Structure Plan Area is:

- Dissected by the Bibbulmun Track and the Munda Biddi Trail that affords active recreation pursuits. These tracks/trails are enhanced by the proposed structure plan as it will afford users a key point of rest and/or starting point for their use of the tracks/trails.
- Part of the wider foreshore reserve that will be enhanced by the proposed upgrades to the foreshore that will improve public access around the harbour.

Each of these points needs to be considered in addition to the pure provision of POS for the Structure Plan Area as inhabitants of the locality and the wider region will use these spaces in their entirety given the City's requirement for a tourism destination in this location, rather than these spaces being considered and used in isolation.

#### 7.4.5. LAND USE

The City of Albany Local Planning Strategy includes a strategic direction for this land to provide mixed use development, with a focus on tourism land uses. Given this direction and that the Structure Plan Area represents waterfront land with a large extent owned by one landowner, significant redevelopment potential should be realised that can respond to the market and aid with sustainable population and economic growth for Albany and the wider region.

Importantly, due to the land largely being subject to one landowner, there is the potential to stage development of the land to enable immediate delivery of land uses that are required and viable in Albany and to respond over time as Albany evolves and other land uses, such as medium and high density building forms become more viable.

In accordance with the City's strategic planning intent, the Structure Plan Area encourages zonings to facilitate resort, hotel and/or short stay style accommodation land uses, tourism based land uses and food and beverage attractions on the doorstep of Princess Royal Harbour along with medium to higher density residential land uses.

Commercial and retail based land uses are encouraged via zoning for the Commercial/Retail Precinct. Due to its location, and the need to have regard to existing and planned activity centres within the region, the Precinct is to be a neighbourhood level employment generator with high quality non-residential development. There may also be the opportunity for a supermarket for the local catchment, based on demand. The location of these land uses also enables an effective noise and visual buffer to be created between the precincts closer to the foreshore and the Albany Ring Road and Freight Rail infrastructure.

Residential land uses at a medium density typology are facilitated via zoning within the western section of the Woolstores Precinct. This will suitably allow for transition between existing residential land uses to the west of the Structure Plan Area and the remainder of the Woolstores Precinct, where higher density and tourism development will occur.

The key guiding principles underpinning this intent are to create a recreational node and destination for Albany residents and visitors.

To this end, it is intended that land use permissibility be guided by existing zones included in the City's Local Planning Scheme as noted below:

- Woolstores Precinct – Mixed Use Zone to be applied with variations (additional uses) to support the intent identified above; and
- Commercial/Retail Precinct – Neighbourhood Zone to be applied, with variations (additional uses) to support the intent identified above.

The zones and land use permissibility would ultimately be enabled by a proposed scheme amendment.

#### 7.4.6. BUILT FORM

##### 7.4.6.1. BUILDING HEIGHT

The proposed building height standards for the Structure Plan Area are based on a sound and considered architectural and land use planning rationale. In preparing the Structure Plan, the overall form and function of the Structure Plan Area within its current and future context was considered.

The Structure Plan Area is a highly visible landmark site, particularly as viewed from

- Princess Royal Drive when driving or cycling to and from the Albany townsite.
- From the foreshore of Princess Royal Harbour, either east or west of the Structure Plan Area (particularly Princess Royal Sailing Club (Sailing Club) and Rushy Point.
- Mount Melville, which affords views into and over the Structure Plan Area.
- When travelling east along Frenchman's Bay Road.
- The harbour itself (e.g. from watercraft).

The Structure Plan Area also affords panoramic views of the harbour itself, but also the ocean beyond, the Albany town centre and surrounding natural environment.

Further, when constructed, the Albany Ring Road will ensure the Structure Plan Area is highly visible when travelling over the Freight Rail (in either direction, but particularly when travelling south-west), which represents the peak of the infrastructure's height.



Finally, the Structure Plan Area is what you see when you arrive in Albany and when you leave from the west of the city, and therefore it will act as an entrance and exit statement.

For this reason, the Structure Plan Area deserves landmark building heights that respond to this context, but also the surrounding natural environment and that have the capacity to create activity and vitality for a site that has been identified by the City of Albany for tourism based development.

As a result, the building height rationale has been based on a 'height arc' principle with a graduated increase in the height of development from west to east and north to south to reach its peak at the south-east corner and termination of the site. This ensures the greatest height is at the intersection of proposed key view corridors and roads within the Structure Plan Area, that reference key roads outside of the Structure Plan Area, and the freight rail corridor.

Locating the greatest height in this location and the choice of building height (plus setbacks to be discussed below) also ensures views:

- From Mount Melville to the opposite side of the harbour are not obstructed; and
- Views from the opposite side of the harbour and from Frenchman's Bay Road to Mount Melville are not obstructed.

Importantly, the large majority of land is proposed to be subject to building heights entirely consistent with the existing local planning framework, in that building heights from three (3) to five (5) storeys are proposed. This has guided the identification of residential density codes for the majority of the Mixed Use zoned land at R100 to R160 (enabling a height up to five (5) storeys).

Only land adjacent to the harbour foreshore is proposed to enable greater height, which is commensurate with its location, the intent of the strategic planning framework for landmark tourism outcomes and the principals outlined above. To this end, a building height of six (6) storeys as a base was identified to be appropriate and has been guided by the Visual Impact Assessment completed by Plan E. This has led to a minimum residential density code of R160 being implemented to ensure this land provides the scale and intensity sought by the wider strategic planning framework.

More specifically, the Visual Impact Assessment completed by Plan E confirms the following:

- The vast majority of future development facilitated by the Structure Plan will have a maximum height below the maximum height of the Albany Ring Road and therefore will have no impact on views in and around the Structure Plan Area.
- For development on development sites 8 and 9 that enable a base height of six (6) storeys, the height will be consistent with the maximum height of the Albany Ring Road and therefore will have no impact on views in and around the Structure Plan Area.

The Visual Impact Assessment completed by Plan E identifies height above six storeys as a key consideration for views from Mount Melville, the Sailing Club and Rushy Point. It finds that height above six (6) storeys and up to eight (8) storeys will still sit at or below the ridge line of land between Mount Melville and Mount Elphinstone, and therefore will not breach the skyline, when viewed from the key outlooks identified. Therefore, development at this scale will have little impact on the natural environment, but should still nonetheless be managed in form and scale.

Refer **the section diagrams below** and **included within Attachment 9 for further information.**

In this regard, and consistent with its findings, a development application proposing height above six (6) storeys will require submission of a Visual Impact Assessment to confirm it does not adversely impact views. This will concentrate on requiring the following for development above six (6) storeys:

- Setbacks beyond the remainder of the building for development above six (6) storeys to differentiate the building façade and have it recede from view;
- Imposition of roof forms to soften the top of future development and ensure roof plant and other infrastructure is accounted for early in design development and does not increase building height unnecessarily; and
- Materials and colours utilised to ensure development blends in within its natural surroundings.

A key consideration of this assessment is the imposition of a maximum 35% floor plate limit and siting of this additional height will be guided by the Visual Impact Assessment.

In consideration of the matters discussed, additional height is also only enabled where the following is met/demonstrated:

- Compliance with all development provisions included within this Structure Plan is required to be demonstrated;
- Visual impact assessment to be submitted demonstrating the key view lines from Mount Melville, Sailing Club and Rushy Point are not adversely impacted upon;
- On-site community benefit to be provided based on a community need analysis and community consultation and provision of a hotel, resort, short stay or other transient residential land use is to be proposed; and
- A variety of land uses are proposed on-site that respond to the vision and precinct intent.

Refer **Figures 18 and 19 - View Pans.**

The impact of building height on overshadowing to the Structure Plan Area, particularly the harbour foreshore, has been considered through a shadow analysis. As part of this analysis, building massing plans for the Structure Plan Area based on the height, setback and floor plate maximum provisions were prepared to generate shadow analysis. The results of the analysis are illustrated in **Figure 20 - Overshadowing Analysis** and in the following column.

	JUNE 9AM	JULY 12 MIDDAY	JUNE 3PM	SEPT 9AM	SEPT 12 MIDDAY	SEPT 3PM
Total Area (6180m <sup>2</sup> )	4,956m <sup>2</sup>	3,270 m <sup>2</sup>	4,546 m <sup>2</sup>	1,628 m <sup>2</sup>	1,381 m <sup>2</sup>	1,590 m <sup>2</sup>
Total %	80.2%	52.9%	73.6%	26.3%	22.3%	25.7%

Table 11: Impact of building height on overshadowing

It is important to recognise that due to the need to maintain connectivity to the foreshore, certain impacts for any proposed development are difficult to mitigate for the winter solstice. However, with a combination of low podium heights, floor plate maximums and importantly, solar access requirements for public open space, impacts to the foreshore outside of mid-winter and in months where outdoor activity is most required, are reduced to shorter periods of time that are considered to promote key areas of activity where positive solar access is proposed. This is entirely consistent with contemporary planning which recognises all periods of a year rather than only the worst case scenario, where arguably weather conditions would reduce the ability to undertake outdoor activities.

Refer **Figure 21 - Building Height and Setbacks Plan.**



WOOLSTORES SUBJECT SITE

NOTE: RIDGELINE OF LANDFORM NORTH OF SUBJECT SITE. THE VIEW FROM PRINCESS ROYAL HARBOUR WOULD HAVE A MINIMAL VISUAL IMPACT IN COMPARISON TO THE RIDGELINE FOR BUILT FORM 6-8 STOREYS. 8 STOREY DEVELOPMENT CAN BE MANAGED THROUGH SPECIFIC DESIGN OUTCOMES SUCH AS LANDSCAPED BALCONIES AND ROOF TERRACES AND ARCHITECTURAL MATERIALS THAT BLEND WITH THE SURROUNDING LANDSCAPE.

ALBANY RING ROAD

5 STOREY BUILT FORM

6 STOREY BUILT FORM

6 STOREY BUILT FORM

MT. ELPHINSTONE

EXISTING TOPOGRAPHY OF BASE OF MT. MELVILLE, SLOPES UP TO AHD +152M

EXISTING PROPERTIES & BUILDINGS

+3.00

+15.00

+17.40

+13.60

+17.40

+12.60

+3.00

PRINCESS ROYAL HARBOUR

Figure 18 – Perspective View Princess Roal Harbour



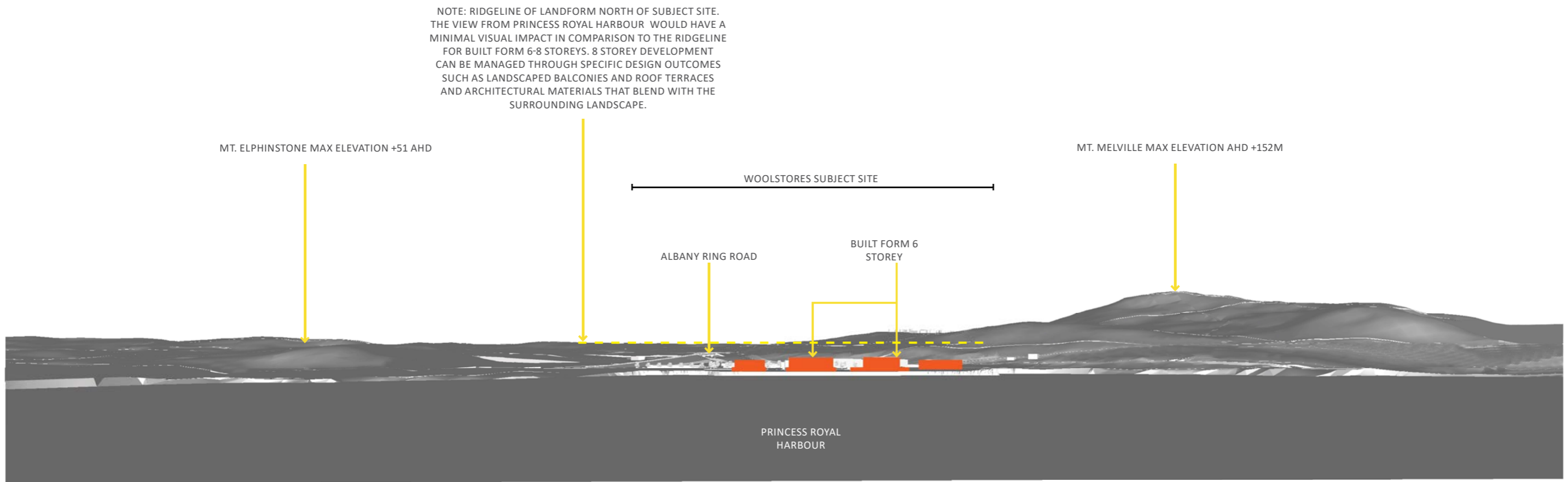


Figure 19- Perspective View from Rushy Point across Princess Royal Harbour



#### 7.4.6.2. SETBACKS AND FLOOR PLATE MAXIMUMS

Setback provisions have been proposed to enhance key view corridors identified within the urban structure section above. Setbacks at ground and upper floor levels are designed to effectively widen the road reserves proposed and ensure a comfortable environment for future inhabitants as building height increases.

A larger setback is employed for the key view corridor through the site that links the harbour with the Albany Ring Road and Hanrahan Road beyond. This represents the north-south entrance statement and linkage to the harbour for the Structure Plan Area, which deserves generous setbacks. This also serves to provide an avenue of public open space to link Woolstores Place with the harbour foreshore.

Other view corridors orientated north-south are also proposed to be enhanced by ground floor setbacks and increased setbacks as building height increases. This will, in-particular, improve solar access for the harbour foreshore at key nodes of activity, while also providing alfresco dining opportunities within private land and enhancing views to the harbour from further within the Structure Plan Area.

The proposed setback above two (2) storeys is designed to provide an intimate relationship with the public realm that is considered a positive response to the regional environment and solar access considerations noted above. Importantly, it will also serve to reflect the scale of the original Woolstores buildings.

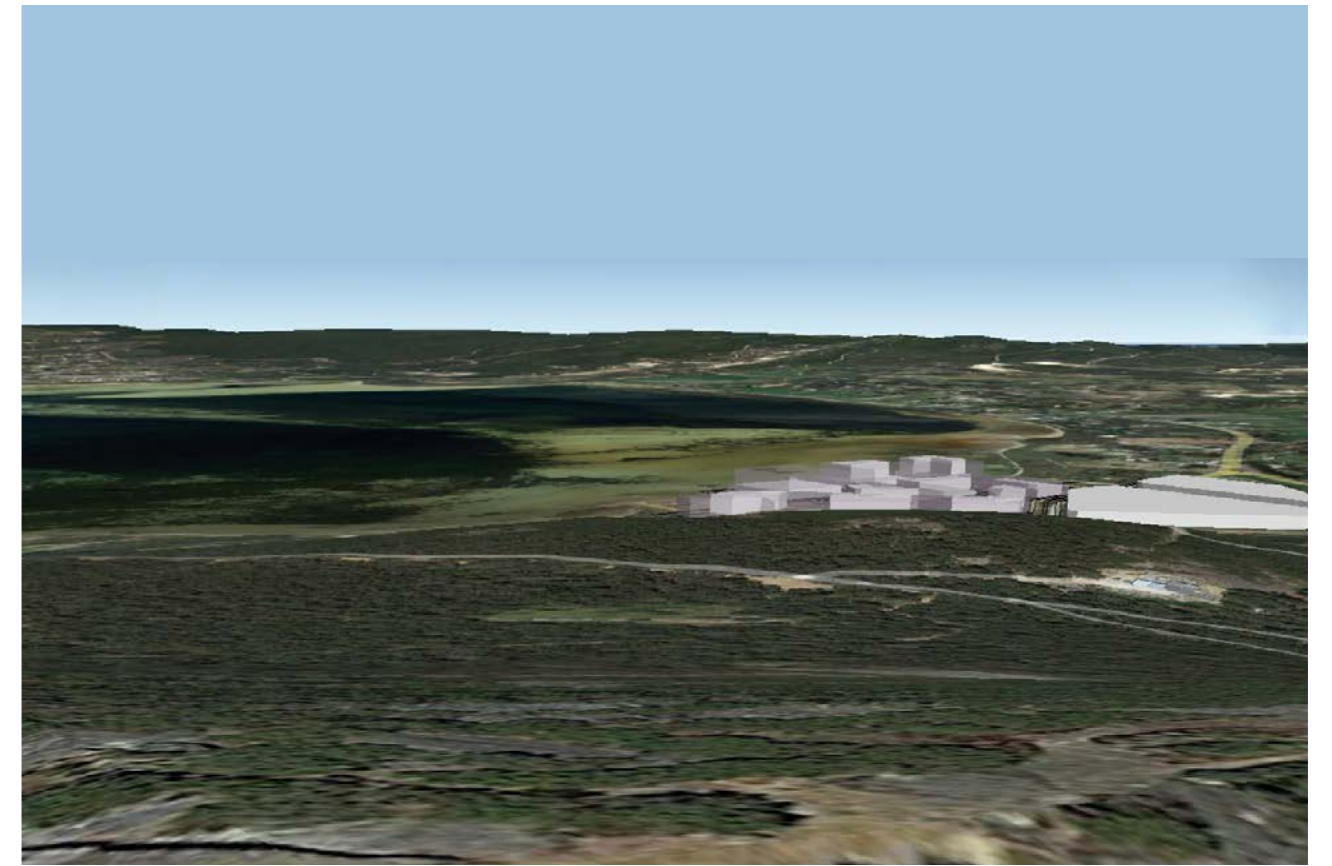
The proposed floor plate maximums, combined with the plot ratio floor area, will serve an important function. This is designed to create slender building forms where building height increases, to directly respond to recommendations of the Visual Impact Assessment (views from Mount Melville, Sailing Club and Rushy Point) and address solar access. While there is a need to activate and orientate development to the harbour to take advantage of the connection to this focal point of Albany and the key point of difference for this site, there is also a need to balance this with preserving views from Mount Melville and solar access for the harbour foreshore, which needs to be activated to provide a successful outcome.

In this regard, the 20m setback of private development to the existing foreshore and water, representing both public and private space, is considered to represent an appropriate dimension to facilitate activation of the space and a generous environment for various active (walking and cycling) and passive activities. This dimension compares well with public spaces and foreshores that have similar orientation and/or function, including the Murray Street mall in Perth and Mandurah foreshore at the end of Vivaldi Drive in the Peel Region of Western Australia. Further, it also compares well with foreshores in regional centres in other States of Australia including the Parramatta river foreshore where redevelopment is ongoing.





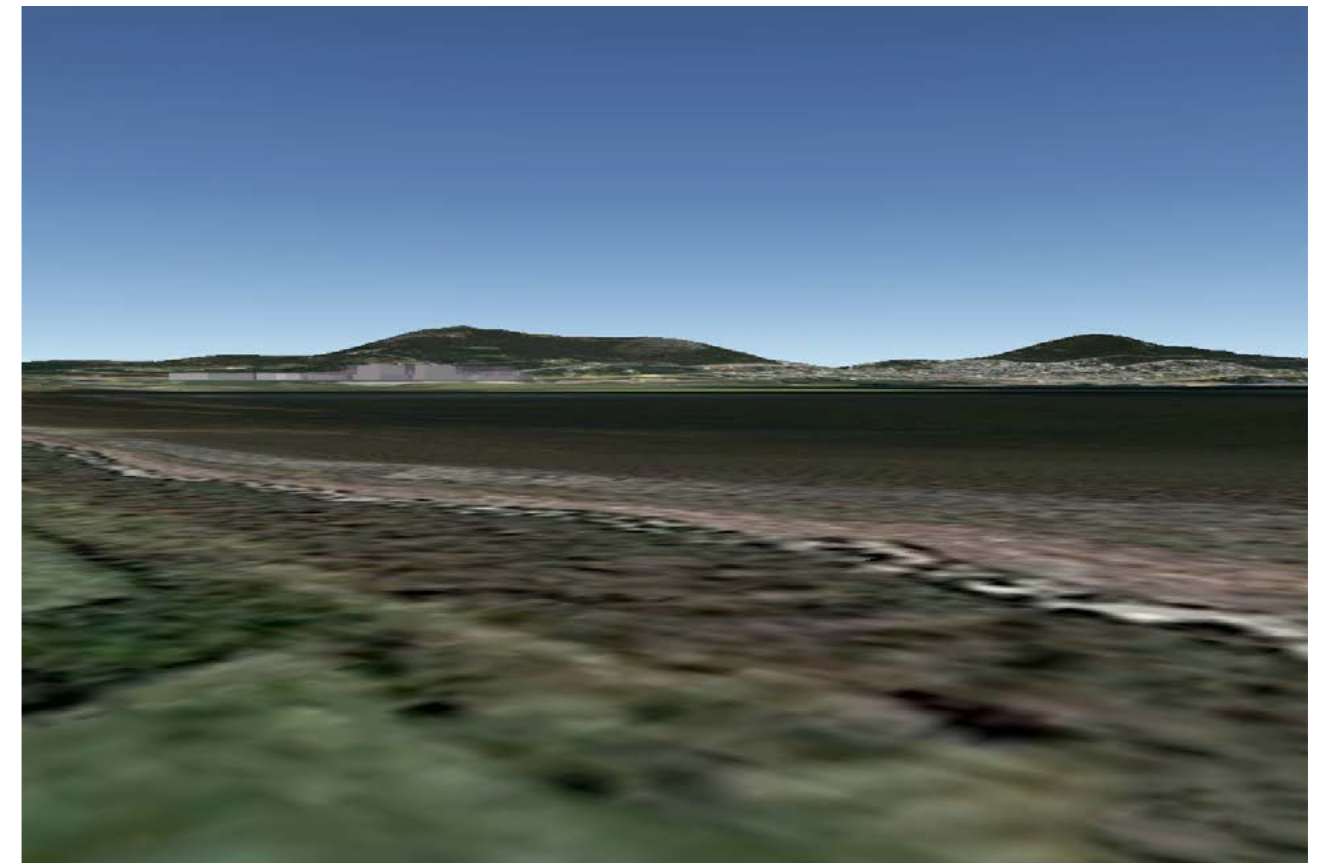
Mount Melville



Mount Melville View



Frenchman Bay Road



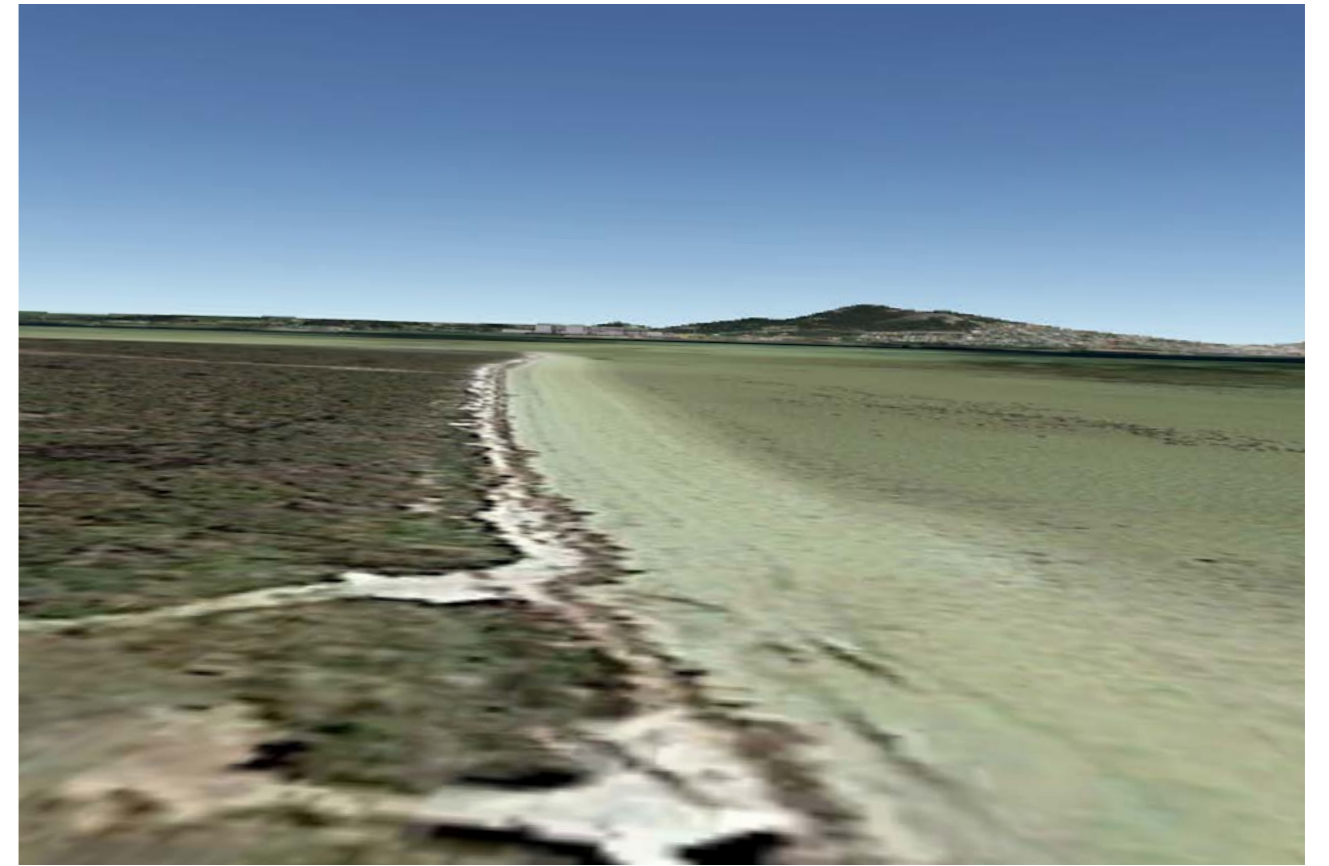
Frenchman Bay Road View

Figure 20 – View Pans





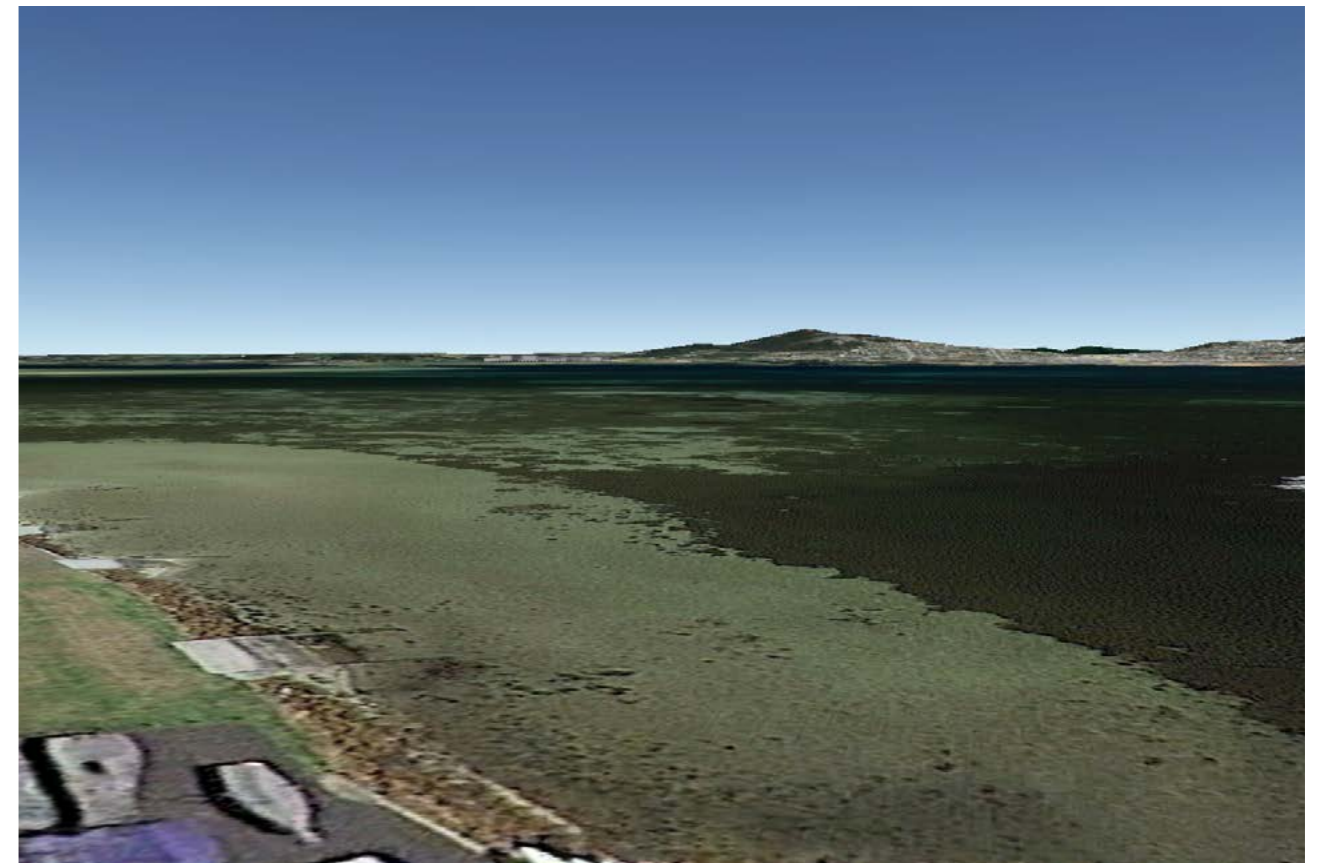
*Rushy Point*



*Rushy Point View*



*Princess Royal Sailing Club*



*Princess Royal Sailing Club View*

*Figure 21 – View Pans*





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Figure 22 – Overshadowing Analysis



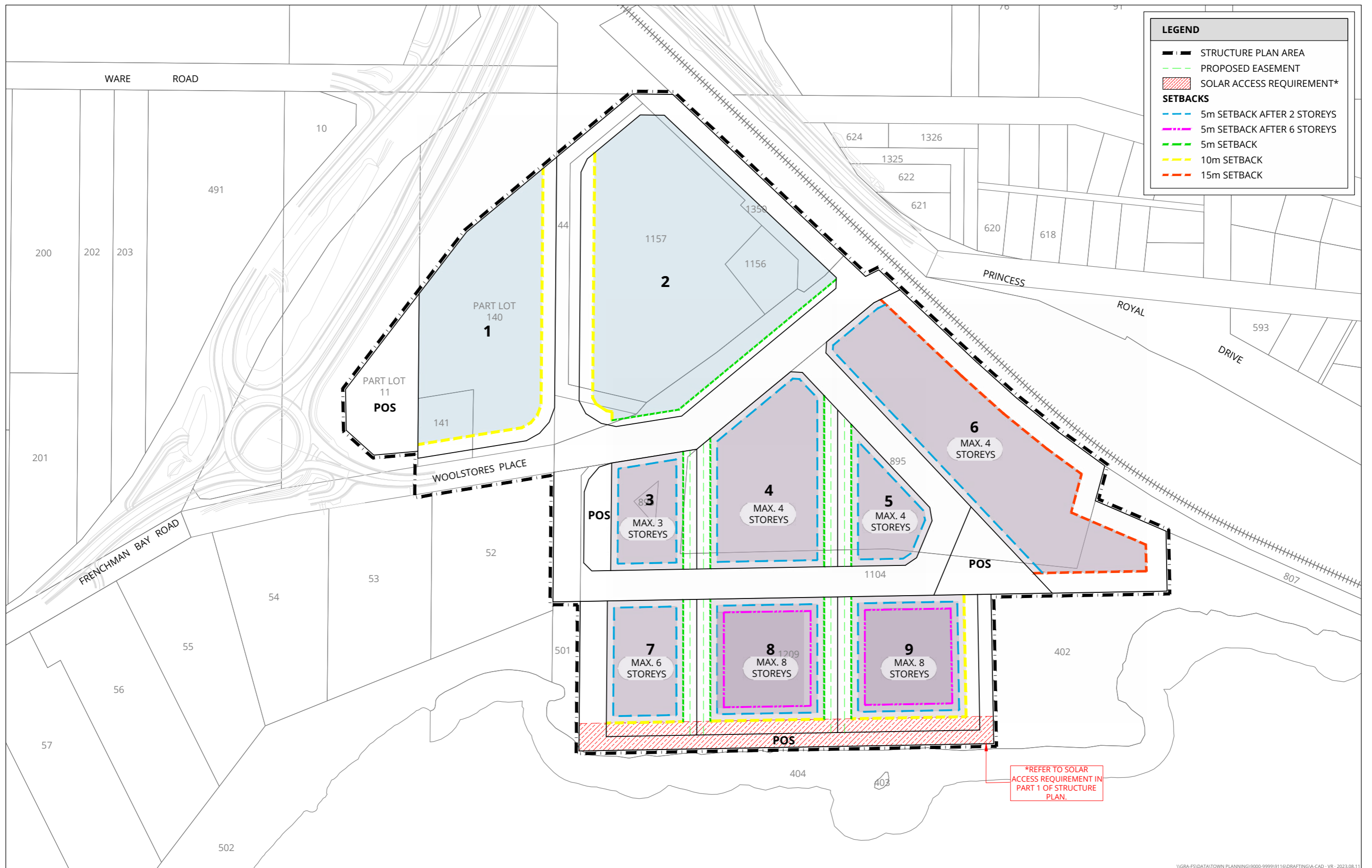


Figure 23 – Building Heights and Setbacks Plan



### 7.4.6.3. PLOT RATIO

Plot ratio development provisions largely rely on the R-Codes Volume 1 and 2 via imposition of appropriate R-Code densities on the Structure Plan Map. These respond to the anticipated building height and setback development provisions outlined above. More specifically, land with a six (6) storey building height limit includes plot ratio area provisions consistent with the R-AC3 and R-AC1 R-Code densities included in Table 2.1 of the R-Codes Volume 2.

In this regard, it is important to recognise that the additional plot ratio and height afforded to this development site is consistent with the draft Planning for Tourism Guidelines, which states the following:

*Hotel developments are one of the more expensive tourist accommodation ventures and take a significant length of time to obtain a return on investment. Therefore, if a local government seeks to encourage development of a hotel in a tourism precinct or a particular tourism site, incentives to attract developers or measures to promote viability of a hotel or reduce costs may assist in drawing interest.*

*Planning incentives may include plot ratio bonuses, facilitation of mixed-use outcomes and floor space and height inducements. Hotel developments also require other statutory approvals in addition to a development approval (for example liquor licence).*

Given the City's Local Planning Strategy has identified the Structure Plan Area as a potential tourism destination, enabling greater height and plot ratio to encourage these land uses is considered warranted within the context of the abovementioned guidelines. As with height above eight (8) storeys, the additional plot ratio from 3:1 to 3.5:1 is reliant on achievement of these land uses and other community benefits being provided.

Proposed R-Code densities and subsequent plot ratio floor areas have been identified in order to facilitate more subdivision and development of the development sites shown in the Structure Plan Map.

This is consistent with the purpose of identifying development provisions in regard to building height and setbacks (building envelopes) as well as plot ratio floor area as the building envelope requirements control the location of a development and the plot ratio controls the volume within the building envelope established.

The proposed plot ratio provisions will set an allowable volume of development within the 'container' of the building envelopes enabled by the building height and setback development provisions. In accordance with the R-Codes, this allowable volume of built form can be deployed with flexibility within the building envelope to respond to contextual and orientation factors.

In this regard, and as noted above, floor plate maximums and associated provisions will ensure this 'volume' has regard to its setting and the potential for overshadowing to the harbour foreshore. As is outlined throughout this structure plan, the aim is to both address, respond and activate the foreshore, being a key characteristic of this location, as well as protect and manage impacts to the harbour foreshore to ensure a pleasant environment for future activity.

Lastly, and to facilitate the intent outlined above, a minimum residential density has been identified for land close to the harbour foreshore and identified as Development Sites 7-9. The intent of this minimum density is to safeguard this land from being developed in a fashion that represents underdevelopment of the land based on viability at the time.

While in a statutory sense this would not preclude lower forms of development from being proposed as opportunities arise, in order to consider this, the overriding vision and precinct intent would need to be demonstrated by future development proposals. For example, should a low rise resort be proposed on land abutting the harbour foreshore, this may be able to demonstrate consistency with the intent for tourism land uses at this location, even though it may not include a scale consistent with that envisaged.



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# ATTACHMENT 1

Engineering Servicing Report





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# ATTACHMENT 2

Woolstores Place Needs Analysis





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# ATTACHMENT 3

Albany Woolstores Coastal Hazard Risk Management And Adaptation Plan

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ALBANY WOOLLEN MILLS LTD.



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# ATTACHMENT 4

Bushfire Management Plan (Structure Plan)





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# ATTACHMENT 5

Transportation Noise Assessment





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# ATTACHMENT 6

Albany Woolstores Detailed Environmental Studies (Ear) And Preliminary Site Investigation





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# ATTACHMENT 7

Local Water Management Strategy





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# ATTACHMENT 8

Transport Impact Assessment





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# ATTACHMENT 9

Visual Landscape Analysis and Visual Impact Assessment





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# ATTACHMENT 10

Landscape Master Plan