

AGENDA

PLANNING AND DEVELOPMENT COMMITTEE

07 October 2015

5.30pm

City of Albany Council Chambers

CITY OF ALBANY COMMUNITY STRATEGIC PLAN (ALBANY 2023)

VISION

Western Australia's most sought after and unique regional city to live, work and visit.

VALUES

All Councillors, Staff and Volunteers at the City of Albany will be ...

Focused: on community outcomes

This means we will listen and pay attention to our community. We will consult widely and set clear direction for action. We will do what we say we will do to ensure that if it's good for Albany, we get it done.

United: by working and learning together

This means we will work as a team, sharing knowledge and skills. We will build strong relationships internally and externally through effective communication. We will support people to help them reach their full potential by encouraging loyalty, trust, innovation and high performance.

Accountable: for our actions

This means we will act professionally using resources responsibly; (people, skills and physical assets as well as money). We will be fair and consistent when allocating these resources and look for opportunities to work jointly with other directorates and with our partners. We will commit to a culture of continuous improvement.

Proud: of our people and our community

This means we will earn respect and build trust between ourselves, and the residents of Albany through the honesty of what we say and do and in what we achieve together. We will be transparent in our decision making and committed to serving the diverse needs of the community while recognising we can't be all things to all people.

TERMS OF REFERENCE

(1) Function:

The Planning and Development Committee will be responsible for the delivery of the following Liveable Environmental Objectives contained in the City of Albany Strategic Plan:

- (a) To advocate, plan and build connected, liveable communities;
- (b) To create a community that supports people of all ages and backgrounds;
- (c) To create vibrant neighbourhoods which are safe yet retain our local character and heritage.

(2) It will achieve this by:

- (a) Developing policies and strategies;
- (b) Establishing ways to measure progress;
- (c) Receiving progress reports;
- (d) Considering officer advice;
- (e) Debating topical issues;
- (f) Providing advice on effective ways to engage and report progress to the Community ; and
- (g) Making recommendations to Council.
- (3) Chairperson: Councillor V Calleja JP
- (4) Membership: Open to all elected members, who wish to be members
- (5) Meeting Schedule: 1st Wednesday of the Month
- (6) Meeting Location: Council Chambers
- (7) Executive Officer: Executive Director Planning & Development
- (8) Delegated Authority: None

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1. DECLARATION OF OPENING

2. PRAYER AND ACKNOWLEDGEMENT OF TRADITIONAL LAND OWNERS

"Heavenly Father, we thank you for the peace and beauty of this area. Direct and prosper the deliberations of this Council for the advancement of the City and the welfare of its people. Amen."

"We would like to acknowledge the Noongar people who are the Traditional Custodians of the Land.

We would also like to pay respect to Elders both past and present".

3. RECORD OF APOLOGIES AND LEAVE OF ABSENCE

Mayor	Mayor D Wellington (Deputy Chair)
Councillors:	
Member	R Sutton
Member	S Bowles
Member	B Hollingworth
Member	A Goode JP
Member	G Gregson
Member	N Mulcahy
Member	R Hammond
Member	A Hortin JP
Staff:	
Chief Executive Officer	A Sharpe
Manager Planning	J van der Mescht
Planning Officer	C McMurtrie
Minutes	H Bell
Apologies:	
Member	V Calleja JP (Chair)
Executive Director Planning & Development	
Services	D Putland

4. DISCLOSURES OF INTEREST

Name	Committee/Report Item Number	Nature of Interest

5. **REPORTS OF MEMBERS**

- 6. RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE
- 7. PUBLIC QUESTION TIME
- 8. APPLICATIONS FOR LEAVE OF ABSENCE
- 9. PETITIONS AND DEPUTATIONS
- **10. CONFIRMATION OF MINUTES**

DRAFT MOTION VOTING REQUIREMENT: SIMPLE MAJORITY

THAT the minutes of the Planning and Development Committee Meeting held on 02 September 2015, as previously distributed, be CONFIRMED as a true and accurate record of proceedings.

11. PRESENTATIONS / DISCUSSION

Cindy Simpson – Lower Great Southern Strategy J van der Mescht - State Planning Policy 2.5 out for review J van der Mescht - *Planning and Development (Local Planning Schemes) Regulations 2015.*

12. UNRESOLVED BUSINESS FROM PREVIOUS MEETINGS

PD098: APPROVAL OF MODIFIED DEVELOPMENT GUIDE PLAN FOR **INDUSTRIAL AREA IA2 – PENDEEN GENERAL INDUSTRIAL ESTATE**

Land Description	Multiple lots within Industrial Area IA2		
Proponent	City of Albany		
Owner	: Multiple owners (see Attachment 1)		
Business Entity Name	: Multiple business entities (see Attachment 1)		
Attachments	: 1. List of landowners and business entities		
	: 2. Copy of advice from the Western Australian Planning		
	: Commission		
	3. Modified Development Guide Plan		
Councillor Workstation	: Nil		
Report prepared by	: Planning Officer (C McMurtrie)		
Responsible Officer:	: Executive Director Planning and Development Services		
	(D Putland)		
Responsible Officer's Signature	DaleRMI		

STRATEGIC IMPLICATIONS

- 1. Council is required to exercise its quasi-judicial function in this matter.
- 2. When exercising its discretion in relation to planning matters, the pertinent strategic document is the Albany Local Planning Strategy.

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This proposal is consistent with the strategic direction set in the Albany Local Planning 3. Strategy.

Maps and Diagrams:



- 4. A request was submitted to Council to consider a modified development guide plan for Pendeen General Industrial Estate, which has been updated to reflect the existing subdivision layout and to remove the 'Landscape Area' from the southern extent of Lots 61, 62, 163 and 64 Pendeen Road.
- 5. Following referral to the Western Australian Planning Commission, the Commission advised that they do not consider the proposed changes to the development guide plan to materially alter its intent and do not require it to be advertised for public comment. However, the Commission did request that a number of further modifications be made to the plan to reflect the current subdivision layout and changes that have resulted from the construction of Menang Drive.
- 6. The original proponent, Smithson Planning, has since withdrawn from the project and the City of Albany has produced an updated plan, incorporating the Western Australian Planning Commission's recommended modifications, in order to see it through to completion.
- 7. City planning Staff support the proposal, as it is a more accurate depiction of the subdivision layout than the current plan, and there is no planning reason for the retention of the 'Landscape Area' described above.

RECOMMENDATION

PD098: RESPONSIBLE OFFICER RECOMMENDATION

THAT Council:

RESOLVES to approve the modified development guide plan for Industrial Area IA2 – Pendeen General Industrial Estate and advises the Western Australian Planning Commission of its decision.

BACKGROUND

- 8. The modified development guide plan for Industrial Area IA2 has been prepared primarily to remove the 'Landscape Area' from the southern extent of Lots 61, 62, 163 and 64 Pendeen Road. The plan also accurately reflects the existing subdivision layout.
- 9. When *Local Planning Scheme No. 1* was advertised for public comment, the proponent had lodged a submission on behalf of their client group, requesting the removal of the 'Landscape Area' from the southern extent of Lots 61, 62, 163 and 64 Pendeen Road.
- 10. City staff supported the submission in principle, although the Scheme review was not the appropriate process by which to adopt a modified development guide plan. It was recommended to the proponent that a modified development guide plan be lodged and assessed separately, following gazettal of the Scheme.
- 11. A modified development guide plan was subsequently lodged with City and Council considered this modified plan at its Ordinary Meeting on 16 December 2014 and resolved:

"THAT Council:

1. ADOPT the modified Development Guide Plan for General Industrial Area IA2 – Pendeen Industrial Estate for the purpose of referral to the Western Australian Planning Commission.

PD098

- 2. ADOPT the modified Development Guide Plan for General Industrial Area IA2 Pendeen Industrial Estate for the purpose of public advertising, should the Western Australian Planning Commission deem it necessary."
- 12. The modified development guide plan was subsequently referred to the Western Australian Planning Commission for their consideration, in accordance with clause 5.9.1.6.2 of *Local Planning Scheme No. 1*.

DISCUSSION

13. The original development guide plan was read in conjunction with clause 5.23 Elizabeth Street Special Industry Area (now known as IA2 – Pendeen General Industrial Estate) of former *Town Planning Scheme No.* 3, which stated that:

"Subdivision of the Elizabeth Street Special Industry Zone shall be generally in accordance with the Development Guide Plan endorsed by the Chief Executive Officer."

- 14. The eventual subdivision layout did not exactly mirror the original development guide plan, owing to the wording of the relevant Scheme clause being *"generally in accordance with"*, which permitted minor variations.
- 15. The modified development guide plan incorporates an updated subdivision layout that accurately reflects these variations.
- 16. However, the primary reason for seeking to modify the development guide plan is to remove the requirement for a 20m wide 'Landscape Area' across the southern extent of Lots 61, 62, 163 and 64 Pendeen Road.
- 17. When the original development guide plan was prepared, Lots 7 and 8 Chester Pass Road lay immediately to the south of Lots 61, 62, 163 and 64 Pendeen Road. Lots 7 and 8 each had an area of approximately 1.6ha, were zoned 'Rural' and were each occupied by a single house and associated outbuildings. The 'Landscape Area' was placed over the southern extent of Lots 61, 62, 163 and 64 Pendeen Road in an attempt to mitigate any adverse effects that the development of future industries may incur on the occupants of Lots 7 and 8. These may have included, but not been limited to, visual impacts, noise and dust nuisance.
- 18. However, after the adoption of the original development guide plan, Main Roads WA compulsorily purchased Lots 7 and 8 Chester Pass Road in order to develop stage one of the Albany Ring Road; namely Menang Drive. The construction of Menang Drive has led to the removal of all buildings on Lots 7 and 8 and a road verge measuring between 30 and 70m in width between the road and the back of Lots 61, 62, 163 and 64. The road verge has also been revegetated by Main Roads WA.
- 19. These changes have made the 'Landscape Area' redundant, because they have led to the removal of sensitive land uses adjacent to the industrial area and provided a wider landscaped area in the road verge than was provided on the lots. The removal of the 'Landscape Area' from the lots would also open up between 900 and 1400m² in useable space on each lot.
- 20. Following adoption of the modified development guide plan, it was referred to the Western Australian Planning Commission, who confirmed that the proposed changes do not materially alter the intent of the plan. However, the Commission recommended the following modifications to the plan:

- Deletion of the Table of Lot Areas, as it serves no planning purpose and may restrict the subdivision of balance lots;
- Deletion of the 'proposed' lot layout, as it may restrict the subdivision of balance lots;
- Deletion of lot numbers, as they may change due to re-subdivision or amalgamation of lots;
- Deletion of the road reserve connecting Pendeen Road to Chester Pass Road, as this will not be permitted by Main Roads WA;
- Reconfiguration of the east-west road to the north of the subject area to reflect the current subdivision approval over the land;
- Illustration of the northern loop road as indicative only, as this may change in response to future subdivision;
- Reinstatement of the <200m Buffer Zone over Lots 90 and 9000 for reasons of consistency;
- Extension of the <200m Buffer Zone over Lots 9 and 10 (south of Menang Drive) to reflect their inclusion in IA2 Pendeen General Industrial Estate and ensure that consistent planning controls are applied; and
- Application of a 60m wide Landscaped Buffer to Lots 9 and 10 to reflect their inclusion in IA2 Pendeen General Industrial Estate and ensure that consistent planning controls are applied.
- 21. The City has since implemented the necessary changes to the plan, in order to satisfy the Western Australian Planning Commission's requirements, and Council's approval of the updated plan is now sought.

GOVERNMENT & PUBLIC CONSULTATION

22. The affected landowners have been involved in the preparation of the modified development guide plan and are supportive of the proposal. Following adoption by Council, the development guide plan was referred to the Western Australian Planning Commission for their consideration as to whether the changes to the plan materially alter its intent. The Commission advised that it does consider that the proposed changes to the plan materially alter its intent, and consequently do not require it to be advertised for public comment.

STATUTORY IMPLICATIONS

- 23. Local Planning Scheme No. 1 contains various clauses that outline the process for the modification of a development guide plan.
- 24. Schedule 11 Industrial Area IA2, clause 1.1 states that:

"Subdivision of the land shall generally be in accordance with Development Guide Plan IA2 endorsed by the CEO, with any minor variations approved by the Western Australian Planning Commission."

- 25. Part 5.9.1.10 Structure Plans and other Planning Instruments Adopted or Initiated under Previous Schemes states that:
 - "5.9.1.10.1 Where, pursuant to the requirements of the former City of Albany Town Planning Scheme No. 1A or 3 (the "Previous Schemes"), a Structure Plan, Precinct Plan, Subdivision Guide Plan, Outline Development Plan, Detailed Area Plan or any similar instrument (a "Planning Instrument") had been adopted and was operative at the date of the Gazettal of this Scheme, the planning instrument

shall continue to have effect and may be amended or revoked as if it were a Plan under this Scheme."

- 26. Part 5.9.1.6 Change and Departure from Structure Plan states that:
 - "5.9.1.6.1 The Local Government may adopt a minor change to or departure from a Structure Plan, if in the opinion of the Local Government, the change or departure does not materially alter the intent of the Structure Plan.
 - 5.9.1.6.2 (a) The Local Government is to forward a copy of the minor change or departure to the Western Australian Planning Commission within 10 days from the date of adopting the minor change or departure.
 - (b) If the Western Australian Planning Commission considers that the change or departure adopted by the Local Government under clause 5.9.1.6.1 materially alters the intent of the Structure Plan, the Commission:
 - (i) May require the Local Government to follow the procedures set out in clause 5.9.1.5 in relation to the change or departure; and
 - (ii) Is to notify the Local Government of this requirement within 10 days."
- 27. Regulation 79 of the *Planning and Development (Local Planning Schemes) Regulations 2015* states that:
 - "(1) A planning instrument made under the Act before commencement day and in accordance with the repealed regulations or a State planning policy continues in force as if it were a planning instrument of the same type made under the Act in accordance with these regulations.
 - (2) For the purposes of subregulation (1), an instrument of a type referred to in column 2 of the Table is to be taken to be a planning instrument of the type referred to in column 3 of the Table."

ltem	Type of Instrument	Type of planning instrument
1.	Outline development plan	Structure Plan
	Development plan	
	Subdivision guide plan	
2.	Activity centre structure plan	Activity centre plan
3.	Detailed area plan	Local development plan

28. Voting requirement for this item is **SIMPLE MAJORITY**

POLICY IMPLICATIONS

29. There are no policy implications directly relating to this item.

RISK IDENTIFICATION & MITIGATION

30. The following risk matrix is presented for consideration:

Risk	Likelihood	Consequence	Risk	Mitigation
Organisational Operations and Reputation The City risks complications arising in the assessment of future subdivision and development applications, as a result of the variance between the original development guide plan and actual subdivision layout and the retention of a redundant 'Landscape Area'.	Possible	Moderate	Analysis Medium	Approval of the modified development guide plan, which accurately depicts the existing subdivision layout and removes the redundant 'Landscape Area'.

FINANCIAL IMPLICATIONS

31. There are no financial implications directly relating to this item.

LEGAL IMPLICATIONS

32. There are no legal implications directly relating to this item.

ENVIRONMENTAL CONSIDERATIONS

- 33. The subject lots are located approximately 6.9km north of Albany town centre. The lots on the Industrial Estate range in area from approximately 4000m² to 4.2ha. They cover a cleared hillside that slopes gently downward to the east and north-east, toward Chester Pass Road. Many of the lots are already developed with large industrial buildings, silos and hardstands for the storage of vehicles, materials and equipment.
- 34. Lots 61, 62, 163 and 64 occupy the land immediately north of the Menang Drive alignment, between Copal Road and Chester Pass Road. They range in area from 6000m² to 1.23ha and all slope gently downward from west to east. Lot 61 is developed with a large workshop surrounded by hardstand with a smaller shed toward the south-eastern corner of the lot. The southern extent of the lot is occupied by a small stand of trees and a grassed area which is form the present 'Landscape Area'. Lots 62 and 163 are currently occupied by the same business, with Lot 62 used for the storage of plant and equipment, while Lot 163 is developed with a large workshop and hardstands. Lot 64 is currently vacant and bounded on its southern and eastern extents by a belt of trees forming the 'Landscape Area'.

ALTERNATE OPTIONS

- 35. Council has the following alternate options in relation to this item, which are:
 - Not to approve the modified development guide plan for Industrial Area IA2 Pendeen General Industrial Estate and advise the Western Australian Planning Commission of its decision.



SUMMARY CONCLUSION

36. It is recommended that Council approve the modified development guide plan for Industrial Area IA2 – Pendeen General Industrial Estate and advise the Western Australian Planning Commission of its decision, as the modified plan offers a more accurate depiction of the subdivision layout than the current plan and removes the 'Landscape Area' from the southern extent of Lots 61, 62, 163 and 64 Pendeen Road, which is now considered redundant, owing to the construction of Menang Drive.

Consulted References	:	1. Local Planning Scheme No. 1	
		2. Albany Local Planning Strategy 2010	
		3. City of Albany Strategic Community Plan 2023	
		4. City of Corporate Business Plan 2013-2017	
		5. WA Planning Commission State Planning Policy 1 –	
		State Planning Framework Policy (Variation No. 2)	
File Number (Name of Ward)	:	LSP1 (Kalgan Ward)	
Previous Reference	:	O.C.M. 16/12/2014 – Item PD064	

PD099: INITIATION OF SCHEME AMENDMENT – LOT 734 BARKER ROAD, CENTENNIAL PARK

•	Lots 734 Barker Road, Centennial Park Harley Dykstra Pty Ltd Portstyle Enterprises Pty Ltd Portstyle Enterprises Pty Ltd 1. Local Planning Scheme Amendment No. 16 report
Councillor Workstation: Report Prepared by :	Nil Planning Officer (C McMurtrie)
Responsible Officer :	Executive Director Planning and Development (D Putland)
Responsible Officer's Signature:	DIRMI

STRATEGIC IMPLICATIONS

- 1. Council is required to exercise its quasi-judicial function in this matter.
- 2. When exercising its discretion in relation to planning matters, the pertinent strategic document is the *Albany Local Planning Strategy*.

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3. This proposal is consistent with the strategic direction set in the *Albany Local Planning Strategy*.

Maps and Diagrams:



In Brief:

• A request has been submitted for Council to initiate a Local Planning Scheme amendment to modify Schedule 4 – Special Use Zones No. SU17 to include 'Park Home Park' as a land use with 'D' permissibility under Condition 1, and to insert a new Condition 6 stating that:

'The development of the Park Home Park use will be subject to demonstrating compliance of proposed park homes with the *Residential Design Codes* as well as the *Caravan Parks and Camping Grounds Regulations 1997*'.

- City planning Staff support the proposal, as it is consistent with the strategic direction set in the *Albany Local Planning Strategy*.
- The proposal will allow the management of the approved 'Grouped Dwelling' development on the subject lot as a 'Park Home Park' or 'lifestyle village', while ensuring that the development is to a permanent residential standard, in accordance with the *Residential Design Codes*.
- Council is requested to adopt the amendment for the purpose of public advertising and referral to public authorities.

RECOMMENDATION

PD099 RESPONSIBLE OFFICER RECOMMENDATION

THAT Council, pursuant to section 75 of the *Planning and Development Act 2005*, resolves to <u>adopt Amendment No. 16</u> to amend *City of Albany Local Planning Scheme No. 1* by:

- (1) Modifying Schedule 4 Special Use Zones No. SU17, Condition 1 to include 'Park Home Park' as a land use with 'D' permissibility; and
- (2) Modifying Schedule 4 Special Use Zones No. SU17, to insert a new Condition 6 stating 'The development of the Park Home Park use will be subject to demonstrating compliance of proposed park homes with the *Residential Design Codes* as well as the *Caravan Parks and Camping Grounds Regulations 1997*'.

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

- The amendment is consistent with the objective identified in the scheme for the zone, which is to provide for residential or tourist residential uses;
- The amendment is consistent with the *Albany Local Planning Strategy*, which identifies the site as part of the 'City Centre' area and sets a strategic objective to support urban infill development based on compatibility of land uses and infrastructure capacity; and
- The amendment does not result in any significant environmental, social, economic or governance impacts on land in the scheme area.

BACKGROUND

- 4. Local Planning Scheme No. 1 was gazetted on 28 April 2014 and consists of the Scheme Text and the Scheme Maps. The Scheme divides the Local Government district into zones to identify areas for particular uses and identifies land reserved for public purposes. Most importantly, the Scheme controls the types of uses and development allowed in different zones. There are particular controls included for heritage and special control areas. The Scheme Text also sets out the requirements for planning approval, enforcement of the Scheme provisions and non-conforming uses.
- 5. Amendment No. 16 has been prepared to seek modifications to Schedule 4 Special Use Zones No. SU17 to include 'Park Home Park' as a land use with 'D' permissibility under Condition 1, and to insert a new Condition 6 stating that:

'The development of the Park Home Park use will be subject to demonstrating compliance of proposed park homes with the *Residential Design Codes* as well as the *Caravan Parks and Camping Grounds Regulations 1997*'.

- 6. The subject lots are located approximately 1.1km north-west of Albany town centre and have an area of approximately 2.7ha. The land is relatively flat, with only a very slight fall to the north, toward Yakamia Creek. An area of approximately 6000m² is occupied on the south-eastern corner of the lot by an existing indoor volleyball centre and associated car park, while the development of approved 'Grouped Dwellings', using transportable units, is underway on the north-eastern portion of the site.
- 7. The subject lot is separated from the lots to the west by an open drain that feeds into Yakamia Creek, and is covered by the 'Parks and Recreation' local scheme reserve. The three lots to the west of the drain are zoned, from north to south, as 'Special Use' (No. SU16), 'Tourist Residential' with an R30/50 split density code and 'Caravan and Camping'. These lots are developed with a place of worship, a park home park and a caravan park respectively. The land to the south of the subject lot is zoned 'Regional Centre Mixed Business' and most lots are developed with light industrial units. The land to the east of the subject lot is zoned 'Light Industry' and developed with a mixture of commercial and light industrial land uses. The land to the north is covered by the 'Parks and Recreation' local scheme reserve and is developed with the Albany Leisure and Aquatic Centre, a public car park and sports ovals.
- 8. The amendment document states that:

"The purpose of the proposal is to simplify the management of the subject site in the long term and not to modify the form of development that will eventuate. In simple terms, the difference between a grouped dwelling and park home park is summarised in the following:

- Within a park home park, the owner of the park will pay for the ownership of the park home, with a lease being paid to the manager for upkeep of common area and facilities as well as the use of the site. It is then the manager's responsibility to organise park home park maintenance.
- Within a grouped dwelling, each of the dwellings can either be leased and remain under a single ownership, or should a survey-strata subdivision be completed, each of the individual units can be owned as a separate entity. An annual payment is made to the body corporate for upkeep and maintenance of the facility.

The predominant benefit of a park home park is that it is a lock and leave facility. In most cases, all gardens and common areas are managed separate to the owners of the park homes, thus removing responsibility and providing for a well maintained

facility in the long run. This type of development is well suited to retirees, as it enables them to have a home at a relatively cheap price, whilst allowing them to leave and travel should they wish. In many cases, park home park development results in better management and maintenance of landscaping and infrastructure to ensure that the whole complex maintains a high amenity at all times, which is not always achieved in large grouped housing development with individual strata owners.

Within a survey-strata subdivision, the arrangement can be more complicated. These properties are normally managed by a body corporate, which is usually composed of owners, who arrange and determine maintenance, manage the budget of spending to be undertaken and other tasks. In a park home park, this is all managed separate to the owners of the dwellings, whilst still allowing them to own and occupy a permanent home".

DISCUSSION

9. The City's planning Staff support the modifications to Schedule 4 – Special Use Zones No. SU17 to include 'Park Home Park' as a land use with 'D' permissibility under Condition 1, and to insert a new Condition 6 stating that:

'The development of the Park Home Park use will be subject to demonstrating compliance of proposed park homes with the *Residential Design Codes* as well as the *Caravan Parks and Camping Grounds Regulations 1997*'.

These modifications will allow the management of the approved 'Grouped Dwellings', which utilise transportable units, as a 'Park Home Park' or 'lifestyle village', while ensuring that the development is to a permanent residential standard, in accordance with the *Residential Design Codes*. The proponent has outlined the various benefits to the 'lifestyle village' model, rather than a more traditional 'Grouped Dwelling' development:

- The development of the site as a 'lifestyle village' will facilitate the provision of communal facilities, such as a clubhouse. It will also allow the establishment of a village park liaison committee that would maintain better standards for the village, consider the use of facilities, such as a clubhouse, organise activities for residents, etc.
- 'Lifestyle villages' are administered under the *Residential Parks (Long-stay Tenants) Act 2006*, which provides clearer guidance for both the operator and tenants in terms of obligations and benefits. The Act provides more clearly for 'park rules' to be made for the communal benefit of the residents and may address matters such as noise management, parking and the use of communal areas.
- Home alterations and additions can be controlled more effectively through the 'lifestyle village' model, by setting rules and requirements. The proponent considers that this more effective form of management will lead to higher standards of design and residential amenity.
- The 'lifestyle village' model can allow residents to access rent assistance, dependent on their circumstances.
- 10. The proponent has also stated that the developer has no intention to run 'short-stay' or caravan park-style rental. The intention is to develop the site as a 'lifestyle village' comprising long-term tenants who own their home, but lease the home site. The tenants will be owner-occupiers and have a vested interest in how the development is managed.

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11. The proposal is considered to be consistent with the current strategic direction set by the *Albany Local Planning Strategy*, which identifies the site as part of the 'City Centre' area and sets a strategic objective to support urban infill development based on compatibility of land uses and infrastructure capacity. The Strategy states that it is expected that the Albany City Centre will support new medium-density (R30 to R60) residential developments.

GOVERNMENT & PUBLIC CONSULTATION

12. The *Planning and Development (Local Planning Schemes) Regulations 2015* require that a local planning scheme amendment is adopted by a resolution of Council, prior to the proposal being advertised for public comment. Consequently, no consultation has been undertaken at this stage.

STATUTORY IMPLICATIONS

- 13. Scheme amendments undergo a statutory process in accordance with the *Planning and Development Act 2005* and *Planning and Development (Local Planning Schemes) Regulations 2015.*
- 14. Section 75 of the *Planning and Development Act 2005* allows a local government authority to amend its local planning scheme with the approval of the Minister for Planning. Section 81 of the Act requires a local government to refer an adopted local planning scheme amendment to the Environmental Protection Authority to determine if should be assessed. Council resolution is sought for the adoption of a local planning scheme amendment.
- 15. Regulation 50(3) of the *Planning and Development (Local Planning Schemes) Regulations 2015* allows Council to adopt a standard scheme amendment for advertising and referral to relevant public authorities.
- 16. The proposal is considered to be a standard scheme amendment for the following reasons:
 - The amendment is consistent with the objective identified in the scheme for the zone, which is to provide for residential or tourist residential uses;
 - The amendment is consistent with the *Albany Local Planning Strategy*, which identifies the site as part of the 'City Centre' area and sets a strategic objective to support urban infill development based on compatibility of land uses and infrastructure capacity; and
 - The amendment does not result in any significant environmental, social, economic or governance impacts on land in the scheme area.
- 17. Voting requirement for this item is **SIMPLE MAJORITY**

POLICY IMPLICATIONS

18. There are no policy implications directly relating to this item.

RISK IDENTIFICATION & MITIGATION

19. The risk identification and categorisation relies on the City's <u>Enterprise Risk</u> <u>Management Framework</u>.

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
Organisational Operations and Reputation The proposal may not be accepted by the Western Australian Planning Commission or the Minister for Planning.	Possible	Minor	Medium	If not supported by the WAPC or Minister, the amendment will not be progressed and the City will advise the proponent that they may submit a modified proposal.
Community, Organisational Operations and Reputation The proposal may attract objections from members of the public or other public authorities.	Possible	Minor	Medium	Widely consulting with all parties who may be affected and all relevant public authorities should mitigate any risk in this regard. If necessary, further information can be requested from the proponent as part of the amendment process.

FINANCIAL IMPLICATIONS

20. There are no financial implications directly relating to this item.

LEGAL IMPLICATIONS

21. There are no legal implications directly relating to this item.

ENVIRONMENTAL CONSIDERATIONS

22. The undeveloped portion of the subject lot is cleared of native vegetation and covered in grass. Stormwater drainage and its potential impact on Yakamia Creek was addressed as a component of the development application for the approved 'Grouped Dwellings' on the northern portion of the lot. There are no environmental issues affecting this proposal.

ALTERNATE OPTIONS

- 23. Council has the following alternate options in relation to this item, which are:
 - To resolve not to adopt the scheme amendment.

SUMMARY CONCLUSION

24. It is recommended that Council adopt Local Planning Scheme Amendment No. 16, as the proposal is consistent with the current strategic direction set within the *Albany Local Planning Strategy* and will allow the management of the approved 'Grouped Dwellings' as a 'Park Home Park' or 'lifestyle village', while ensuring that the development is to a permanent residential standard, in accordance with the *Residential Design Codes*.

PLANNING AND DEVELOPMENT COMMITTEE	AGENDA – 07/10/2015 PD099	
Consulted References	 Local Planning Scheme No. 1 Albany Local Planning Strategy 2010 City of Albany Strategic Community Plan 2023 City of Corporate Business Plan 2013-2017 Western Australian Planning Commission State Planning Policy 1 – State Planning Framework Policy (Variation No. 2) 	
File Number (Name of Ward)	: LAMD16 (Frederickstown Ward)	
Previous Reference	: Nil	

PD100: ADOPTION OF SCHEME AMENDMENT – LOT 103 COCKBURN ROAD AND LOT 104 CAMPBELL RD, MIRA MAR

Land Description :	Lot 103 Cockburn Road, Mira Mar and Lot 104 Campbell Road, Mira Mar		
Proponent :	Edge Planning & Property		
Owner :	R Stockdale and L Stockdale (Lot 103), T and O Management Pty Ltd (Lot 104)		
Business Entity Name :	T and O Management Pty Ltd		
Attachments :	1. Schedule of Submissions		
	2. Local Planning Scheme Amendment No. 8 report		
Supplementary Information & :	Copy of submissions		
Councillor Workstation:			
Report Prepared by :	Planning Officer (C McMurtrie)		
Responsible Officer :	Executive Director Planning and Development		
	(D Putland)		
Responsible Officer's Signature:	DaleRMI		

STRATEGIC IMPLICATIONS

- 1. Council is required to exercise its quasi-judicial function in this matter.
- 2. When exercising its discretion in relation to planning matters, the pertinent strategic document is the *Albany Local Planning Strategy*.
- 3. This proposal is consistent with the strategic direction set in the *Albany Local Planning Strategy*.

Maps and Diagrams:



In Brief:

- At its Ordinary Meeting on 24 March 2015, Council initiated a local planning scheme amendment to rezone Lot 103 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Regional Centre Mixed Business' zone; rezone Lot 104 Campbell Road, Mira Mar from the 'Residential' zone with Additional Use AU17 – Medical Clinic to the 'Regional Centre Mixed Business' zone; and amend the Scheme Maps accordingly.
- The local planning scheme amendment has been advertised for public comment and referred to public authorities in accordance with the requirements of the *Town Planning Regulations 1967*.
- The proposal is considered to be a natural extension of an existing mixed use precinct that will bring community benefit and potential for economic development, and it is consistent with the current strategic direction set within the *Albany Local Planning Strategy*.
- Council is requested to consider the submissions received following public advertising and referral and to support the local planning scheme amendment.

RECOMMENDATION

PD100 RESPONSIBLE OFFICER RECOMMENDATION

THAT Council, pursuant to section 75 of the *Planning and Development Act 2005*, resolves to <u>support, without modification</u>, <u>Amendment No. 8</u> to *City of Albany Local Planning Scheme No. 1* for the purposes of:

- (1) Rezoning Lot 103 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Regional Centre Mixed Business' zone;
- (2) Rezoning Lot 104 Campbell Road, Mira Mar from the 'Residential' zone with Additional Use AU17 – Medical Centre to the 'Regional Centre Mixed Business' zone; and
- (3) Amending the Scheme Maps accordingly.

BACKGROUND

- 4. Local Planning Scheme No. 1 was gazetted on 28 April 2014 and consists of the Scheme Text and the Scheme Maps. The Scheme divides the Local Government district into zones to identify areas for particular uses and identifies land reserved for public purposes. Most importantly, the Scheme controls the types of uses and development allowed in different zones. There are particular controls included for heritage and special control areas. The Scheme Text also sets out the requirements for planning approval, enforcement of the Scheme provisions and non-conforming uses.
- 5. Amendment No. 8 has been prepared to seek the rezoning of Lot 103 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Regional Centre Mixed Business' zone and the rezoning of Lot 104 Campbell Road from the 'Residential' zone with Additional Use AU17 – Medical Clinic to the 'Regional Centre Mixed Business' zone.
- 6. Lots 103 and 104 are located approximately one kilometre north-east of Albany town centre and have respective areas of 2060m² and 1712m². They are relatively flat and

are occupied by existing consulting rooms (Lot 103) and a medical centre (Lot 104), sealed parking areas and formal landscaping.

- 7. The land to the north and east of the subject lot is zoned 'Residential', with the lots to the north each occupied by a single house, while the land to the east is occupied by a unit development. The land to the south and west is zoned 'Regional Centre Mixed Business' and supports a range of commercial and light industrial land uses.
- 8. The amendment document states that:

"The site's proximity to the Albany city centre and other facilities and that it is adjacent to commercial development highlight its suitability for mixed business use. The scheme amendment will address a historic anomaly in the zoning of Lot 103. Lot 103 has previously being used for commercial purposes (including labour hire and training services). The generous parking, the large building size and the internal layout of the main building all suggest Lot 103 is suitable for commercial development. Amending the zoning on Lot 104 will ensure there is a consistent approach to the zoning of the site and for commercial development in the area. A medical centre use is a "D" (discretionary use) in the Regional Centre Mixed Business zone".

DISCUSSION

- 9. The City's planning Staff support the rezoning of Lot 103 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Regional Centre Mixed Business' zone and the rezoning of Lot 104 Campbell Road from the 'Residential' zone with Additional Use AU17 Medical Clinic to the 'Regional Centre Mixed Business' zone.
- 10. The proposal is also considered to be consistent with the current strategic direction set by the *Albany Local Planning Strategy*, which identifies the site as part of the 'City Centre' area and states that Albany should remain the commercial centre of the Lower Great Southern. The *Albany Local Planning Strategy* indicates support for a mix of businesses within the city centre to diversify the local economy and provide jobs.
- 11. The proposed rezoning would allow the existing buildings to be utilised, or the sites redeveloped, for a range of commercial or light industrial uses. This would be consistent with the objectives of the *Albany Local Planning Strategy* and would strengthen the function of the Cockburn/Campbell Road commercial precinct as a local centre.
- 12. A small number of submissions were received from public authorities and members of the public, expressing no objection to the proposed amendment. Telstra and Water Corporation have provided subdivision and development advice, which will be relevant to the future subdivision and development of the land; however, it has no bearing on the proposed zoning change itself.
- 13. The members of the public who have lodged submissions have indicated support for the proposal, as they consider that it will compliment the adjoining land uses and will create employment opportunities. They have also noted that the existing buildings are set up for commercial purposes.

GOVERNMENT & PUBLIC CONSULTATION

- 14. The amendment was advertised in accordance with the requirements of the *Town Planning Regulations 1967* from 25 June 2015 to 6 August 2015 by placement of a sign on-site, direct referral to affected and adjoining/nearby landowners and public authorities, and advertisement in the local newspaper.
- 15. Four (4) submissions were received from public authorities and members of the public and are summarised in the attached Schedule of Submissions. Staff comments and

recommendations are also provided in the schedule and the broad issues are discussed in paragraphs 12 and 13 above.

STATUTORY IMPLICATIONS

- 16. Scheme amendments undergo a statutory process in accordance with the *Planning and Development Act 2005* and *Planning and Development (Local Planning Schemes) Regulations 2015*, which replaced the *Town Planning Regulations 1967* on 19 October 2015.
- 17. Section 75 of the *Planning and Development Act 2005* allows a local government authority to amend its local planning scheme with the approval of the Minister for Planning.
- 18. Regulation 50(3) of the *Planning and Development (Local Planning Schemes) Regulations 2015* allows Council to support a standard amendment, with or without modification.
- 19. Voting requirement for this item is **SIMPLE MAJORITY**

POLICY IMPLICATIONS

20. There are no policy implications directly relating to this item.

RISK IDENTIFICATION & MITIGATION

21. The risk identification and categorisation relies on the City's <u>Enterprise Risk</u> <u>Management Framework</u>.

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
Organisational Operations and Reputation The proposal may not be	Possible	Minor	Medium	If not supported by the WAPC or Minister, the amendment will not be progressed and the City will advise the proponent that they may submit a
accepted by the Western Australian Planning Commission or the Minister for Planning.				modified proposal.

FINANCIAL IMPLICATIONS

22. There are no financial implications directly relating to this item.

LEGAL IMPLICATIONS

23. There are no legal implications directly relating to this item.

ENVIRONMENTAL CONSIDERATIONS

24. The subject lots are developed with consulting rooms and a medical centre, sealed parking areas and formal landscaping. A number of mature trees stand on the eastern boundary and in the north-western corner of Lot 103. However, there are no environmental issues directly relating to this item.

ALTERNATE OPTIONS

25. Council has the following alternate options in relation to this item, which are:

- To resolve to support the scheme amendment with modification; or
- To resolve not to support the scheme amendment and advise the Western Australian Planning Commission, in writing, of the reasons for doing so.

SUMMARY CONCLUSION

26. It is recommended that Council support Local Planning Scheme Amendment No. 8, as the proposal is a natural extension to an existing mixed use precinct, will allow more flexibility in the use of the existing buildings on the subject lots and is consistent with the current strategic direction set within the *Albany Local Planning Strategy*.

Consulted References	:	1. Local Planning Scheme No. 1
		2. Albany Local Planning Strategy 2010
		3. City of Albany Strategic Community Plan 2023
		4. City of Corporate Business Plan 2013-2017
		5. Western Australian Planning Commission State Planning Policy 1 -
		State Planning Framework Policy (Variation No. 2)
File Number (Name of Ward)	:	LAMD8 (Frederickstown Ward)
Previous Reference	:	OCM – 24/03/2015 – Item PD076

PD101: ADOPTION OF SCHEME AMENDMENT – LOTS 312 AND 1315 COCKBURN ROAD, MIRA MAR

Land Description	: Lots 312 and 1315 Cockburn Road, Mira Mar
Proponent	: Edge Planning & Property
Owner	: Three of a Kind Pty Ltd
Business Entity Name	: Three of a Kind Pty Ltd
Attachments	: 1. Schedule of Submissions
	2. Local Planning Scheme Amendment No. 11 report
Supplementary Information &	: Copy of submissions
Councillor Workstation:	
Report Prepared by	: Planning Officer (C McMurtrie)
Responsible Officer	: Executive Director Planning and Development
	(D Putland)
Responsible Officer's Signature:	DaleRM

STRATEGIC IMPLICATIONS

- 1. Council is required to exercise its quasi-judicial function in this matter.
- 2. When exercising its discretion in relation to planning matters, the pertinent strategic document is the *Albany Local Planning Strategy*.
- 3. This proposal is consistent with the strategic direction set in the *Albany Local Planning Strategy*.

Maps and Diagrams:



In Brief:

- At its Ordinary Meeting on 24 March 2015, Council initiated a local planning scheme amendment to rezone Lots 312 and 1325 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Special Use' zone; amend Schedule 4 – Special Use Zones to incorporate provisions relating to Lots 312 and 1315 Cockburn Road, Mira Mar; and amend the Scheme Maps accordingly.
- The local planning scheme amendment has been advertised for public comment and referred to public authorities in accordance with the requirements of the *Town Planning Regulations 1967*.
- The proposal is considered to be a natural extension of an existing mixed use precinct that will bring community benefit and potential for economic development, and it is consistent with the current strategic direction set within the *Albany Local Planning Strategy*.
- Council is requested to consider the submissions received following public advertising and referral and to support the local planning scheme amendment.

RECOMMENDATION

PD101 RESPONSIBLE OFFICER RECOMMENDATION

THAT Council, pursuant to section 75 of the *Planning and Development Act 2005*, resolves to <u>support, without modification</u>, <u>Amendment No. 11</u> to *City of Albany Local Planning Scheme No. 1* for the purposes of:

- (1) Rezoning Lot 312 and Lot 1315 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Special Use' zone;
- (2) Amending Schedule 4 Special Use Zones to incorporate provisions relating to Lots 312 and 1315 Cockburn Road, Mira Mar; and
- (3) Amending the Scheme Maps accordingly.

BACKGROUND

- 4. Local Planning Scheme No. 1 was gazetted on 28 April 2014 and consists of the Scheme Text and the Scheme Maps. The Scheme divides the Local Government district into zones to identify areas for particular uses and identifies land reserved for public purposes. Most importantly, the Scheme controls the types of uses and development allowed in different zones. There are particular controls included for heritage and special control areas. The Scheme Text also sets out the requirements for planning approval, enforcement of the Scheme provisions and non-conforming uses.
- 5. Amendment No. 11 has been prepared to seek the rezoning of Lots 312 and 1325 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Special Use' zone, to create a health precinct that will also facilitate a number of complimentary and ancillary land uses. The Special Uses and associated development conditions would be inserted into Schedule 4 – Special Use Zones of *Local Planning Scheme No. 1*.
- 6. The subject lots are located approximately 890m north-east of Albany town centre and have an area of approximately 1.2ha. The land is relatively flat, with only a very slight fall to the north, toward Cockburn Road.

PLANNING AND DEVELOPMENT COMMITTEE

- 7. The land to the west of the subject lots is zoned 'Residential' with the R30 density code and is occupied by a unit development. An unconstructed road reserve bounds the southern extent of the subject lots, while the land beyond is also zoned 'Residential' with the R30 density code and has been developed with a mixture of units and single houses. A 'notch' in the north-east corner of Lot 1315 is occupied by Lot 4 Cockburn Road, which is also zoned 'Residential' with the R30 density code and occupied by a unit development. The remainder of the land to the east and to the north of the subject lots is zoned 'Regional Centre Mixed Business' and supports a range of commercial and light industrial land uses.
- 8. The amendment document states that:

"The site's proximity to the Albany city centre, Albany Regional Hospital and other facilities (outlined in Figure 1) and that is adjacent to commercial development (Figure 2) highlight its suitability for the proposed health precinct use.

The expected health related uses include a day or general hospital, medical centre, health practitioner offices and complementary uses such as a pharmacy and a café.

It is envisaged that there would be a component of residential development which borders existing residential units in the western portion of the site. The residential uses may include providing short-stay accommodation for visiting health specialists, nurses and others along with the provision of accommodation for palliative/respite care".

DISCUSSION

- 9. The City's planning Staff support the rezoning of Lots 312 and 1315 Cockburn Road, Mira Mar from the 'Residential' zone to the 'Special Use' zone, in order to facilitate the establishment of a health precinct incorporating complimentary and ancillary land uses, as it is a natural extension of the mixed use precinct around the intersection of Cockburn and Campbell Roads. The location of private healthcare facilities in close proximity to the city centre and well-established residential areas will bring both community benefit and an opportunity for economic development.
- 10. The proposal is also considered to be consistent with the current strategic direction set by the Albany Local Planning Strategy, which identifies the site as part of the 'City Centre' area and states that Albany should remain the commercial centre of the Lower Great Southern. The Albany Local Planning Strategy indicates support for a mix of businesses within the city centre to diversify the local economy and provide jobs. It further indicates support for the development of health care facilities within or near major centres to cater to community needs.
- 11. The size, topography and location of the subject lots mean that they are well suited to the development of a health precinct. They form one of the few large, relatively level gap sites close to the city centre and they are also in close proximity to a number of residential areas and less than 2km from Albany Health Campus.
- 12. A small number of submissions were received from public authorities and adjoining landowners, expressing no objection to the proposed amendment. ATCO Gas, Telstra and Water Corporation have provided subdivision and development advice, which will be relevant to the future subdivision and development of the land; however, it has no bearing on the proposed zoning change itself.
- 13. The adjoining landowners who have lodged submissions have indicated support for the proposal, as they consider that it will be good for the local economy and strengthen healthcare provision within the region, potentially providing important facilities and easing pressure on the public health system.

GOVERNMENT & PUBLIC CONSULTATION

- 14. The amendment was advertised in accordance with the requirements of the *Town Planning Regulations* 1967 from 25 June 2015 to 6 August 2015 by placement of a sign on-site, direct referral to affected and adjoining/nearby landowners and public authorities, and advertisement in the local newspaper.
- 15. Six (6) submissions were received from public authorities and adjoining landowners and are summarised in the attached Schedule of Submissions. Staff comments and recommendations are also provided in the schedule and the broad issues are discussed in paragraphs 12 and 13 above.

STATUTORY IMPLICATIONS

- 16. Scheme amendments undergo a statutory process in accordance with the *Planning and Development Act 2005* and *Planning and Development (Local Planning Schemes) Regulations 2015*, which replaced the *Town Planning Regulations 1967* on 19 October 2015.
- 17. Section 75 of the *Planning and Development Act 2005* allows a local government authority to amend its local planning scheme with the approval of the Minister for Planning.
- 18. Regulation 50(3) of the *Planning and Development (Local Planning Schemes) Regulations 2015* allows Council to support a standard amendment, with or without modification.
- 19. Voting requirement for this item is **SIMPLE MAJORITY**

POLICY IMPLICATIONS

20. There are no policy implications directly relating to this item.

RISK IDENTIFICATION & MITIGATION

21. The risk identification and categorisation relies on the City's <u>Enterprise Risk</u> <u>Management Framework</u>.

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
Organisational Operations and Reputation The proposal may not be accepted by the Western Australian Planning	Possible	Minor	Medium	If not supported by the WAPC or Minister, the amendment will not be progressed and the City will advise the proponent that they may submit a modified proposal.
Commission or the Minister for Planning.				

FINANCIAL IMPLICATIONS

22. There are no financial implications directly relating to this item.

LEGAL IMPLICATIONS

23. There are no legal implications directly relating to this item.

ENVIRONMENTAL CONSIDERATIONS

24. The subject lots are cleared of native vegetation and covered in kikuyu grass. Three open drainage ditches run across the subject lots; the first across Lot 312, approximately 5m inside the western lot boundary in a northerly direction; the second across Lot 312, approximately 40m from the western lot boundary and also in a northerly direction; and the third across Lot 1315 from a point approximately 19m from the eastern lot boundary in a north-westerly direction. All three drainage lines converge at a point approximately 3.5m from the northern boundary and 24m from the western boundary of Lot 312. They are then piped under Cockburn Road and into the district stormwater drainage system. A Local Water Management Strategy has been prepared for the subject lots to determine the most appropriate method of stormwater attenuation and disposal.

ALTERNATE OPTIONS

- 25. Council has the following alternate options in relation to this item, which are:
 - To resolve to support the scheme amendment with modification; or
 - To resolve not to support the scheme amendment and advise the Western Australian Planning Commission, in writing, of the reasons for doing so.

SUMMARY CONCLUSION

26. It is recommended that Council support Local Planning Scheme Amendment No. 11, as the proposal is a natural extension to an existing mixed use precinct that will bring community benefit and potential for economic development, and is consistent with the current strategic direction set within the *Albany Local Planning Strategy*.

Consulted References	:	 Local Planning Scheme No. 1 Albany Local Planning Strategy 2010 City of Albany Strategic Community Plan 2023 City of Corporate Business Plan 2013-2017 Western Australian Planning Commission State Planning Policy 1 – State Planning Framework Policy (Variation No. 2)
File Number (Name of Ward)	:	LAMD11 (Frederickstown Ward)
Previous Reference	:	OCM – 24/03/2015 – Item PD077

- 14. NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF COUNCIL
- 15. MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN
- 16. **REPORTS OF CITY OFFICERS**
- 17. MEETING CLOSED TO PUBLIC
- 18. CLOSURE