

## CAPEL CENTRAL STRUCTURE PLAN



# ENDORSEMENT OF CAPEL CENTRAL STRUCTURE PLAN

Adopted by resolution of the Shire of Capel on 13 July 2011.

Chief Executive Officer

Shire of Capel

Endorsed by the Western Australian Planning Commission on 21/12.2011.

Chairperson

Western Australian Planning Commission

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#### 1.0 INTRODUCTION

The Capel Central Structure Plan has the primary purpose of establishing principles to guide the subdivision and development of residential land recoded for medium density purposes under Scheme Amendment No. 45 to the Shire of Capel Town Planning Scheme No. 7. The Capel Central Structure Plan comprises three individual plans for Precincts 6A, 6B and 6C respectively as identified in Scheme Amendment No. 45.

The need for a co-ordinated approach to subdivision and development of these precincts is outlined in the Capel Townsite Strategy which includes each sub-precinct within a 'Subdivision Guide Plan Area'. This is reflected in the provisions of Amendment 45 which requires the preparation of structure plans for each of the precincts. The major reasons for the structure plans include:

- a) To enable a consistent set of provisions to be applied to medium density areas in the town centre therefore ensuring a high level of design and built form and;
- b) To provide a mechanism for the planning and design of precincts which will result in significantly better planning outcomes (particularly with regard to access, servicing and lot orientation and configuration) than if ad-hoc subdivision of lots occurs.

This report will detail the subject land and present the structure plan and relevant justification. The structure plan has been prepared pursuant to Clause 5.10 of the Scheme and was adopted by Council at its meeting of July 13, 2011.

#### 2.0 THE SUBJECT LAND

#### 2.1 Site Details

The three structure plan areas comprise mainly residential land to the west of the Capel town centre. The three precincts are shown on Plan 1 and are generally characterised by low density residential development with a range of housing ages and types. The composition and key characteristics of each precinct is described below:

#### Precinct 6A

This precinct comprises land bound by Roe, Buchanan and Properjohn Roads and 'Town Centre' zoned land immediately to the west of the Forrest Road shopping area. It comprises 24 land holdings and includes Stirling Street which connects to Roe Road. Key characteristics of this sub-precinct include:

- The primary land use is low density residential with a range of housing ages and character.
- There are 6 vacant lots in the sub-precinct in addition to a number of large lots containing a single residence. Lot sizes range from predominantly 900m<sup>2</sup> to 4,000m<sup>2</sup>.
- Non-residential/community based land uses are located along the Roe Road frontage and comprise the St John's Ambulance headquarters and Capel Bush Fire Brigade.
- Stirling Street is located relatively central within the precinct providing for good future access options. Existing laneways enhance this access opportunity in the precinct.
- A building and site in this precinct are listed on the Shire of Capel Municipal Inventory. These comprise a residence on Lot 29 Properjohn Road and the former site of the Capel Pottery.



Figure 1 – Cul-de-sac at end of Stirling Street in Precinct 6A

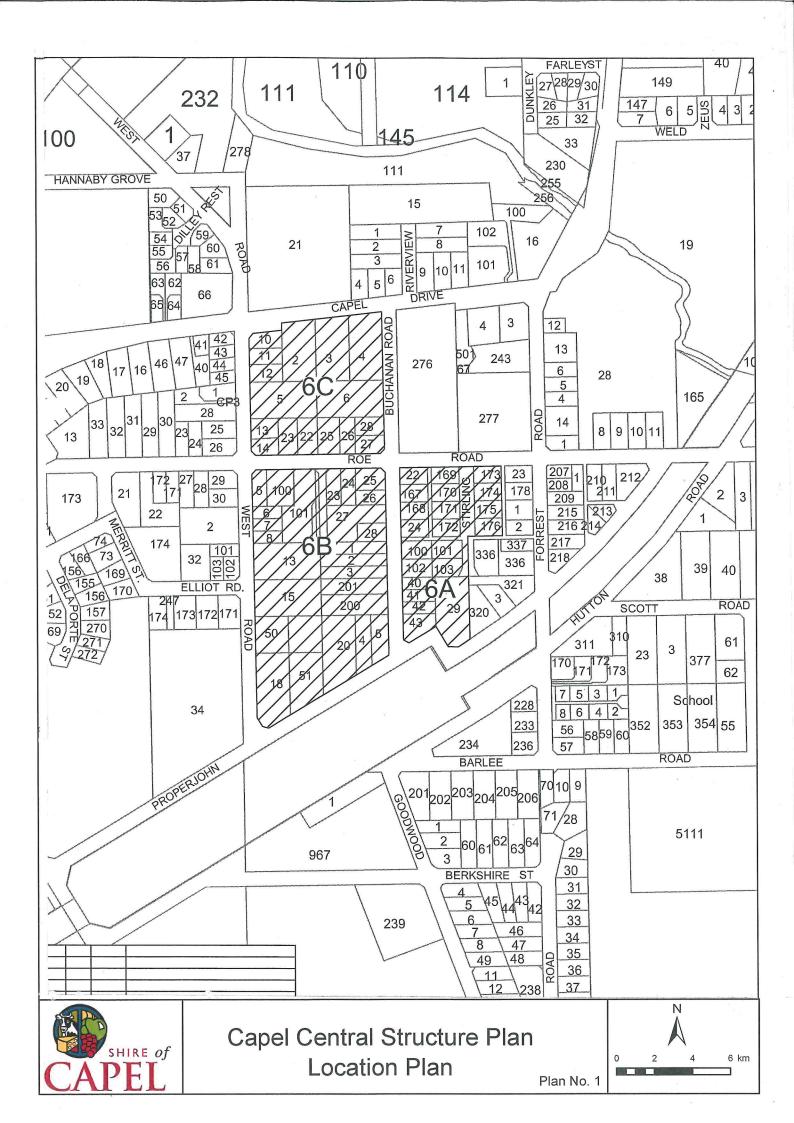




Figure 2 - Large undeveloped lot adjoining a laneway in Precinct 6A

This precinct has a high potential to accommodate urban consolidation given the number of vacant and/or large lots, good road access and frontage and higher density (R40) coding.

#### Precinct 6B

This precinct comprises land bound by Roe, West, Properjohn and Buchanan Roads. It comprises 26 land holdings. Lot 4 Properjohn Road has been excluded from the precinct as it is a 'Public Purpose' reserve accommodating the Telstra exchange facility. Key characteristics of this sub-precinct include:

- The primary land use is low density residential with a range of housing ages and character.
- The Shire of Capel Aged Persons Housing units are located on Lot 13 West Road which presently comprises 3 units and is in the process of being redeveloped.
- There are 2 vacant lots in the sub-precinct in addition to a number of large lots containing a single residence. Lot sizes are predominantly 900m<sup>2</sup> to 1,000m<sup>2</sup> with larger lots fronting Properjohn Road (3,000m<sup>2</sup> to 4,000m<sup>2</sup>).
- A portion of Harrison Street has recently been established in the north of the precinct off Roe Road as part of the subdivision of adjoining land.
- Two buildings in this precinct are listed on the Shire of Capel Municipal Inventory. These comprise the former Capel Post Office on Lot 5 Properjohn Road and a residence (formerly Mrs Rocks' Store) on Lot 20 Properjohn Road.



Figure 3 – Starting section of Harrison Road connecting to Roe Road in Precinct 6B

This sub-precinct has significant potential for further subdivision and development under the proposed density codings given the number of large and vacant lots and lots which contain minimal development. The recent development of the first section of northern portion of Harrison Street also creates significant potential for realisation of R30 densities and good design outcomes for the precinct.



Figure 4 – Historic Building (Old Post Office) on corner of Properjohn and Buchanan Roads in Precinct 6B

#### Precinct 6C

This precinct comprises land bound by Capel Drive and West, Roe and Buchanan Roads to the west of Erle Scott Reserve. It comprises 16 land holdings with the key characteristics including:

- The primary land use is low density residential with a range of housing ages and character.
- There are 2 vacant lots in the sub-precinct in addition to a number of large lots containing a single residence.
- Lot sizes can be generally divided in to lots of approximately 900m² to 1,000m² along Roe and West Roads and larger 3,700m² to 4,600m² lots along Buchanan Road and Capel Drive.



Figure 5 - Undeveloped land in north east corner of Precinct 6C

This precinct also has significant potential for further subdivision and development under the proposed density codings given the number of large and vacant lots. Its location opposite the main town park and recreational facilities provides good design and access opportunities.



Figure 6 – Shows location of Precinct 6C adjoining Town Park

#### 2.2 Environmental Considerations

Land in the structure plan precincts has largely been developed for urban purposes consistent with the previous low density residential zoning (R10/15). As such the vast majority of the land has been cleared of native vegetation and filled and established to accommodate residential development. Whilst there are small pockets of vegetation on some of the vacant and less developed lots, these are considered to have limited ecological value given:

- The sporadic and sparse distribution of the vegetation.
- Lack of any connection or relationship with surrounding ecological corridors.
- Lack of any understory vegetation.
- The areas are very small and have negligible ability to contain sustainable habitat.

An aerial overview of the precincts is provided on the structure plans.

#### 2.3 Physical Considerations

A preliminary land capability analysis of the structure plan areas has the following outcomes:

- a) The majority of Precincts 6A and 6B of the structure plan area comprise the Bassendean (B2) land unit. This unit are comprises pale deep sand that is well drained and with neutral to acid pH. This unit types does not generally pose a constraint to urban development though requires detailed on-site analysis to determine the exact nature and extent of land capabilities. This unit generally overlays a clay base which creates drainage issues in the area.
- b) The majority of Precinct 6C comprises the Pinjarra P6c soil unit. The Pinjarra system is associated with the Capel River and adjoining areas and is largely poorly drained alluvium over sedimentary rocks. The land capability of this system varies greatly depending on the specific soils. With respect the P6c unit this generally represents a mix of well and poorly drained floodplain soils which are typically brown loam over clay. This unit types can pose a constraint to urban development because of associated drainage and water logging issues though this is usually overcome by the use of fill after more detailed on-site investigation.

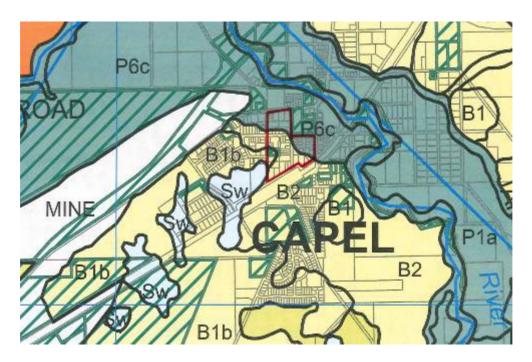


Figure 7 - Land Capability Overview

Proposed subdivision and development of land within the structure plan area will require detailed geotechnical analysis to support applications.

#### 3.0 PLANNING CONTEXT

#### 3.1 Greater Bunbury Region Scheme

The Greater Bunbury Region Scheme (GBRS) was prepared by the West Australian Planning Commission and gazetted in 2007. The GBRS is a statutory document providing the mechanism to implement regional planning such as the BWRP and local town planning schemes. The GBRS zones all of the land the subject of the structure plan as 'Urban'. The proposed residential subdivision and development as outlined in the Structure Plan is consistent with this 'Urban' zoning.

### 3.2 Statement of Planning Policy No. 3: Urban Growth and Settlement (2006)

The Western Australian Planning Commission has released the *Statement of Planning Policy No. 3 Urban Growth and Settlement.* This operates as a State policy, which sets out the principles and considerations which should be applied to planning for urban growth and settlement in Western Australia. The objectives of this policy are to:

- (i) Promote sustainable and well planned settlements across the State, particularly in relation to the provision of sufficient and suitable land for a wide range of housing, employment, recreation and open space;
- (ii) Promote the development of sustainable and liveable neighbourhood form which reduces energy, water and travel demand, whilst at the same time providing safe and convenient access to employment and services, choice of and affordable housing; and
- (iii) Coordinate new development with efficient, economic and timely provision of infrastructure and services.

The Structure Plan proposes subdivision and development of medium density residential precincts in a way that maximises vehicle and pedestrian access. It also creates developable areas capable of supporting well oriented, sized and regularly proportioned residential sites and lots. This sustainable approach to subdivision and development is supported by SPP No. 3.

#### 3.3 Shire of Capel District Town Planning Scheme No. 7

All land within Precincts 6B and 6C is zoned 'Residential R30' pursuant to the Shire of Capel Town Planning Scheme No. 7. Land in Precinct 6A is zoned Residential R40. In addition to the residential zonings and codings all land the subject of the structure plan is included within 'Development Precinct No. 6 – Capel Central' as prescribed within 'Appendix 15 – Residential Precincts' of the of the Scheme. This details a range of specific provisions that require subdivision and development in the precinct/s to satisfy. The increased densities and specific provisions were introduced in to the Scheme as part of Scheme Amendment No. 45 which was granted final approval by the Minister and gazetted in March 2011.

These specific provisions provide guidance and requirements for the preparation of structure plans. The relevant clauses of this are listed below:

- 1. Subdivision and development in Sub-Precincts 6A, 6B and 6C shall generally be in accordance with an endorsed Structure Plan prepared for each Sub-Precinct in accordance with Clauses 5.10.5 to 5.10.12 of the Scheme.
- 3. Structure Plans, subdivision and development in all Sub-Precincts shall:
  - a) Generally be in accordance with the adopted Capel Townsite Strategy including the Capel Townsite Structure Plan.
  - b) Generally be consistent with the Western Australian Planning Commission's Liveable Neighbourhoods (Version 3), Residential Design Codes of WA and any adopted standards intended to achieve solar efficient design with respect to road and lot layout and development.
  - c) Incorporate and implement the outcomes of the Capel District Water Management Strategy and recommendations and standards of the 'Capel Infill Drainage Plan' contained therein.
  - d) Generally be consistent with any adopted Sustainability Policy for the Capel townsite and/or residential areas in the Shire.

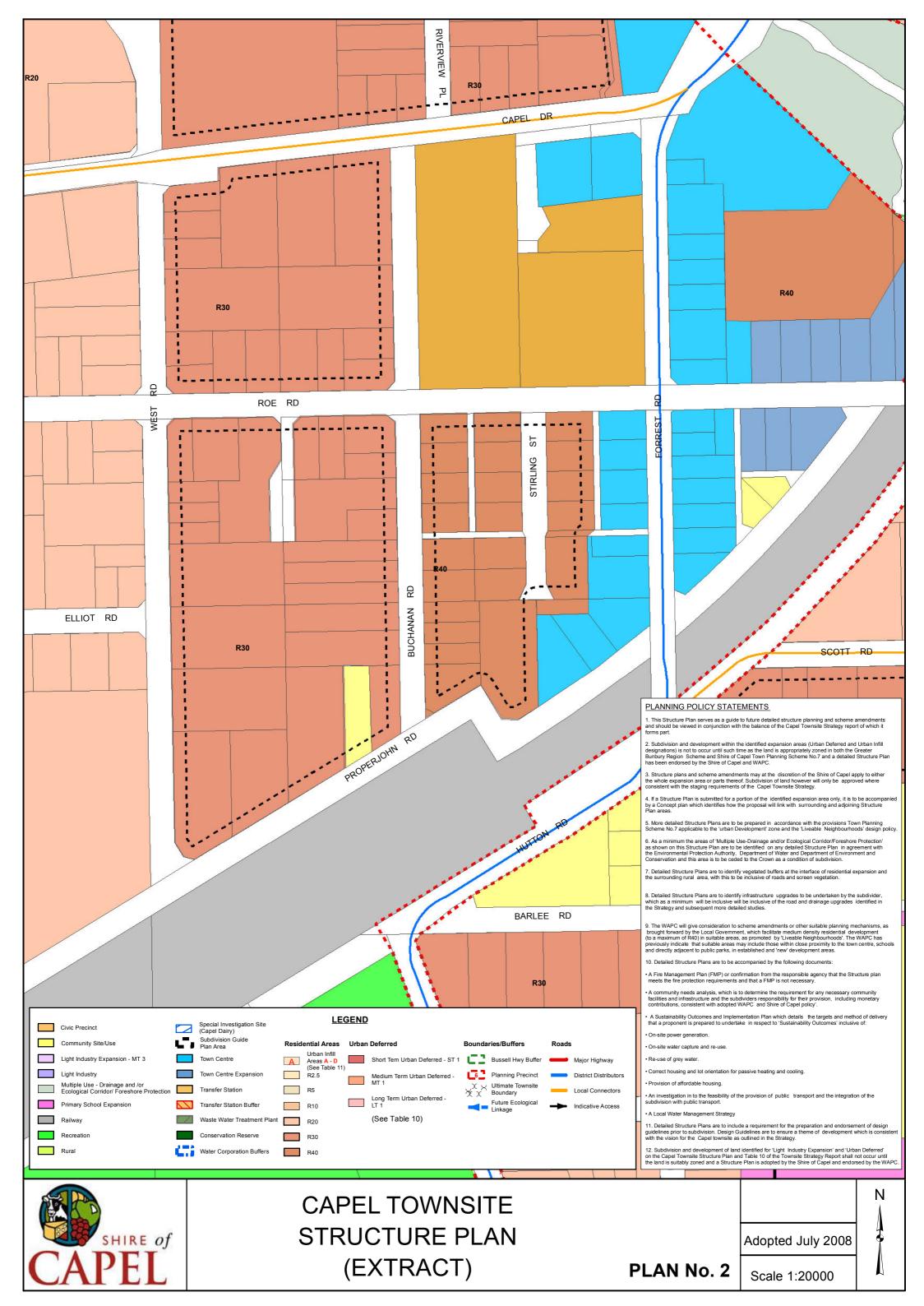
Clause 5.10 prescribes the process and requirements for the preparation and adoption of Structure Plans with which the subject proposal will need comply. The other specific matters outlined in Clause 3 above will be discussed in later sections of this report.

#### 3.4 Capel Townsite Strategy

The Capel Townsite Strategy was adopted by Council in July 2008 and endorsed by the WAPC. It forms the primary direction for land use and development in the Capel townsite. The Strategy has a number of outcomes that are of particular relevance to the structure plan area as follows:

- The Strategy through the Townsite Structure Plan identifies Precincts 6B and 6C as 'Residential R30' with one precinct (6A) 'R40'. This increase in residential densities was established for areas adjoining the town centre consistent with the sustainable planning principles set out in Liveable Neighbourhoods.
- The Townsite Structure Plan also identifies the 3 precincts the subject of this structure within 'Subdivision Guide Plan Areas (SGAs)'. The SGAs require that overall planning for each precinct be undertaken prior to subdivision and development. This has been reflected in the provisions of Amendment 45 and is the basis for the preparation of this structure plan.

Plan 2 shows the location and designations of the precincts within the Capel Townsite Structure Plan.



#### 4.0 STRUCTURE PLAN

#### 4.1 Structure Plan Philosophy

The Capel Central Structure Plan has been divided in to three precincts for which a structure plan has been prepared for each. These have been prepared in accordance with following key philosophies:

#### **Efficient and Sustainable Lot Design**

Lots have been designed to achieve have good vehicle access, solar orientation, lot sizes and configurations and also to maximise the development and subdivision potential consistent with the R30 and R40 densities.

#### Access

The investigation of the need for internal roads and other access requirements will be critical in ensuring a high level of vehicle and pedestrian access for all future lots in the precincts. This component will also have the important role of ensuring that the subdivision of one lot does not constrain or limit subdivision and development of another lot at a later stage by establishing ultimate access scenarios for each precinct. Access outcomes will also be a major contributor in achieving good lot configuration.

#### **Physical Characteristics**

The land use and physical character of each precinct will need to be reflected in the Structure Plan. This will include the ability to retain all existing dwellings within future lots including those listed on the Shire of Capel Municipal Inventory.

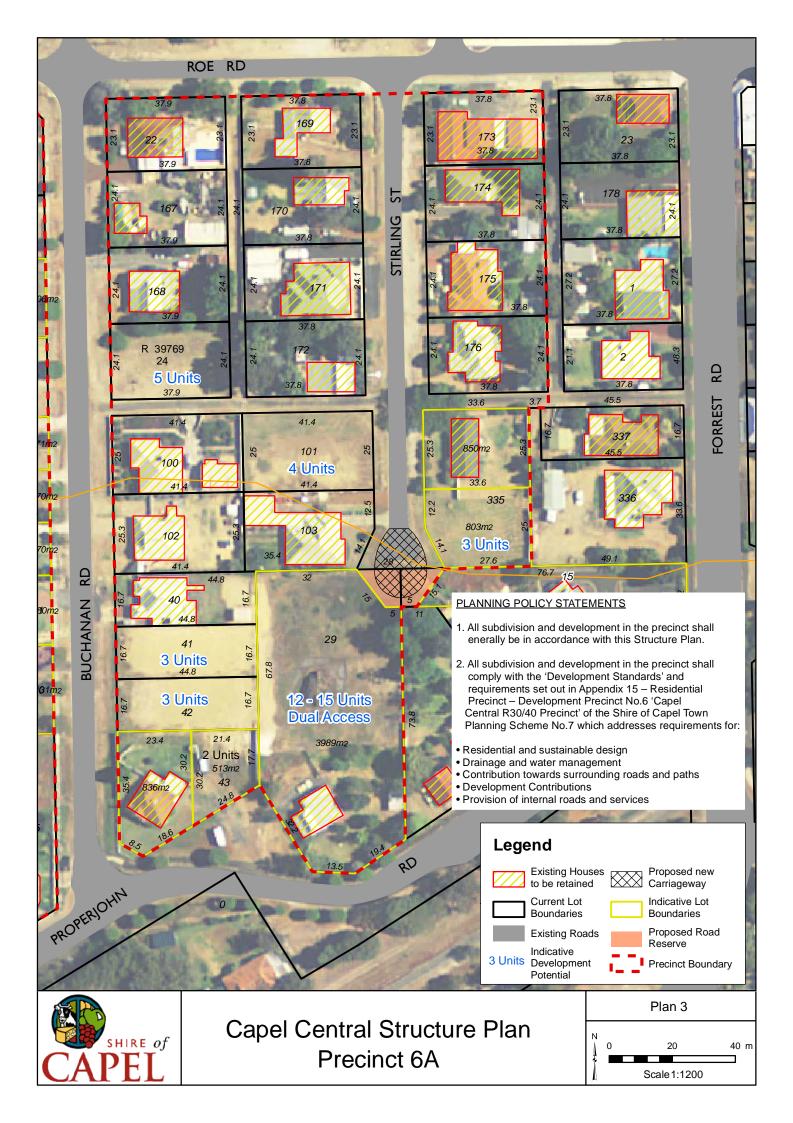
#### 4.2 Structure Plans

The Capel Central Residential Structure plans are shown in Plans 3, 4 and 5 and are described below:

#### Structure Plan - Precinct 6A

The Structure Plan for Precinct 6A proposes:

- A number of group housing unit sites that could potentially accommodate between 3 and 18 dwelling units. The most significant of these is Lot 3 on Properjohn which the structure plan proposes to have dual frontage to Properjohn Road and Stirling Street.
- The moderate size and existence of dwellings on most other lots in the precinct will require individual assessment of properties by landowners to determine development and subdivision potential. However given most lots are around 900m<sup>2</sup> and the average lot size requirement for the R40 density coding is 220m<sup>2</sup>, there is obviously some development potential for most lots.
- The existence of Stirling Street relatively central to the precinct along with road frontages to Roe Road, Buchanan Road and Properjohn Road removes the need for any substantial new access or road arrangements. A small extension to complete the cul-de-sac at the southern end of Stirling Street is therefore all that is proposed in this regard.



 The proposed cul-de-sac expansion will require small portions of Lots 29 and 3 being excised for road purposes upon subdivision or development approval being issued.

#### Structure Plan - Precinct 6B

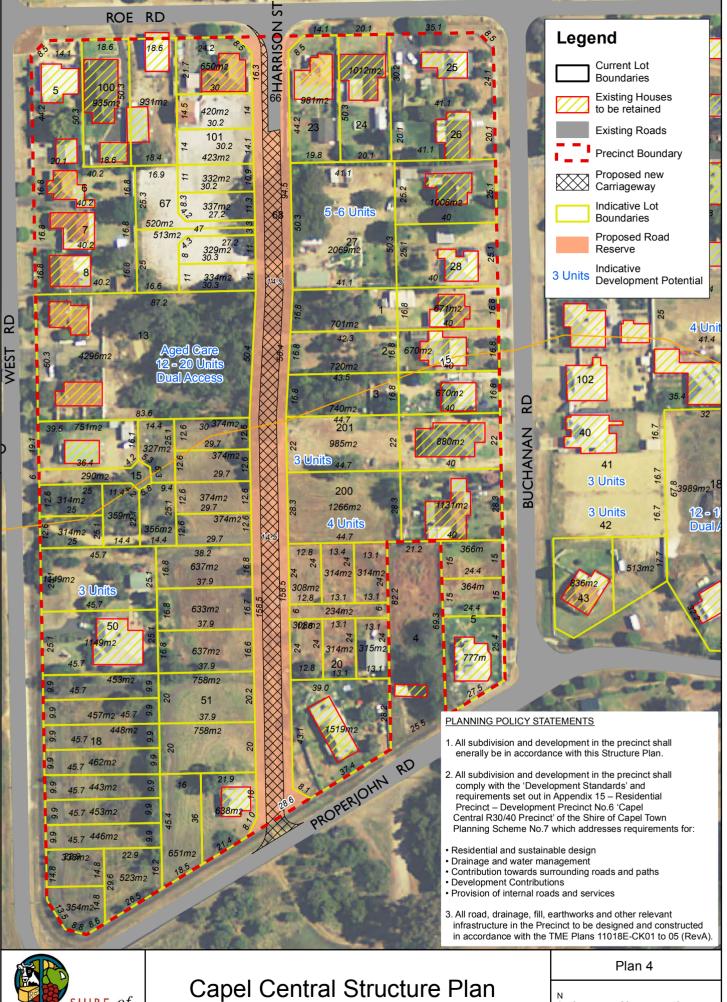
The Structure Plan for Precinct 6B proposes:

- A number of subdivision and group housing development sites most with potential for between 4 and 10 units/lots. The Shire of Capel Aged Persons site (Lot 13 proposes the development of up to 20 units).
- All existing houses have been retained and in most of these instances landowners will need to determine development and subdivision potential of these lots based on detailed investigation. Given an average lot size of 300m<sup>2</sup> applies to this precinct and the larger size of many lots there is clearly subdivision and development potential of most lots.
- It is proposed to achieve effective access and design of the precinct by the extension of Harrison Street to connect Roe Road and Properjohn Road. A reserve width of 14m is proposed in this respect.
- The area required for the road extension covers a number of properties. These areas will need to be excised from the properties at the time of subdivision or development to enable the road to be realised.

#### Structure Plan - Precinct 6C

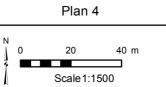
The Structure Plan for Precinct 6C proposes:

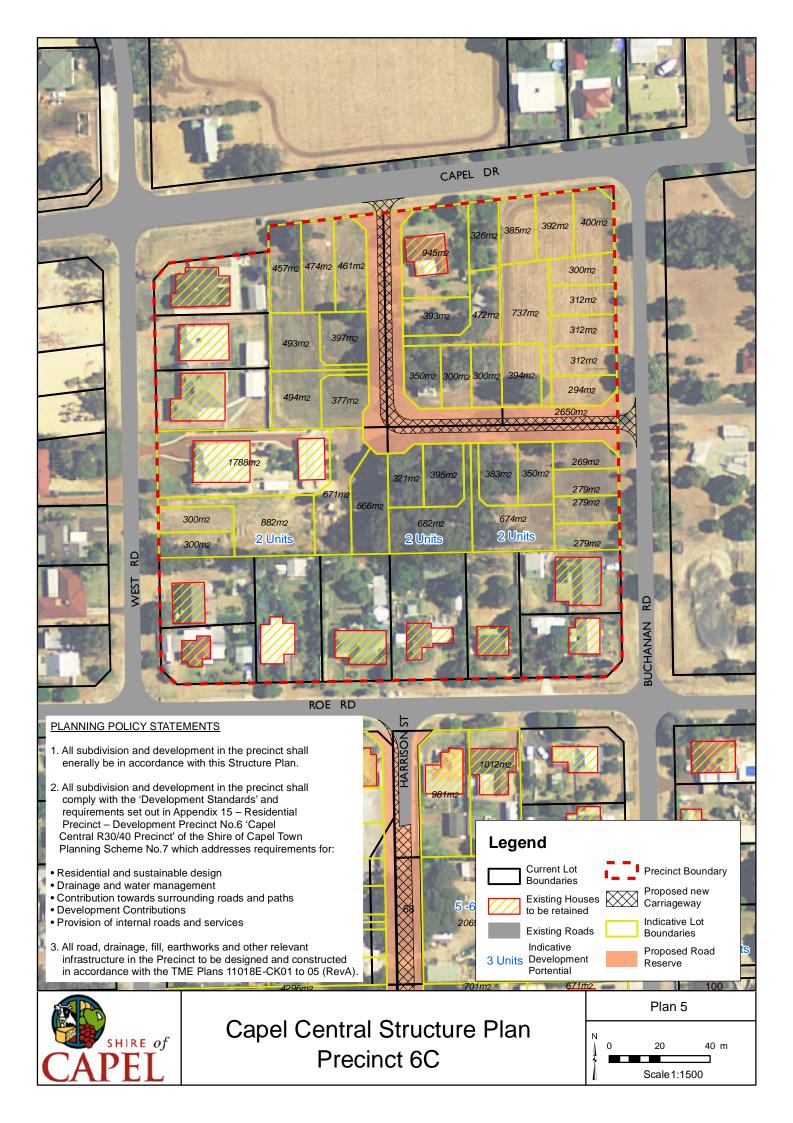
- A number of vacant subdivision and group housing development sites most with potential for between 6 and 10 units/lots.
- All existing houses have been retained and in most of these instances landowners will need to determine development and subdivision potential of these lots based on detailed investigation. Given an average lot size of 300m<sup>2</sup> applies to this precinct and the larger size of many lots there is clearly subdivision and development potential of most lots.
- It is proposed to achieve effective access and design of the northern part of the precinct by creating a new 14m wide reserve connecting Capel Drive to Buchanan Road.
- The area required for this new road covers 5 properties. These areas will need to be excised from the properties at the time of subdivision or development to enable the road to be realised.



HIRE of

Precinct 6B





#### 4.3 SUBDIVISION AND DEVELOPMENT REQUIREMENTS

In considering subdivision and/or development of their property, landowners in the structure plan area should be aware of the following requirements which may be applied as conditions of subdivision or development approval as relevant:

<u>Existing Roads</u> - A contribution to the upgrading of surrounding roads may be required.

<u>Proposed Roads</u> – Where the structure plan for a precinct shows a new road over a particular property that portion of the property will need to be excised and ceded to the Shire of Capel free of cost. Construction of the subject portion of the road will also be required. This may require inclusion of servicing infrastructure within the new road reserve.

<u>Dual Use and Pedestrian Paths</u> – The contribution towards the provision/upgrading of surrounding pedestrian/cycle infrastructure consistent with the Shires Dual Use Path Strategy will be required.

<u>Community Facilities</u> – Contribution to a community facilities development fund in accordance with an adopted development contribution plan will be required for all residential subdivision and development in the precincts. Application of this contribution will be subject to finalisation of the development contribution plan for the town which is in the process of being prepared.

<u>Drainage and Water Management</u> – Subdivision and development of individual properties will be required to establish fill levels and drainage measures on new development sites and lots based on the outcomes of the Capel Infill Drainage Plan. This Plan is part of the Capel District Water Management Strategy (CDWMS) which is presently in a draft form. In addition a contribution to the upgrading of the local and district drainage network in accordance with the CDWMS will be required.

Should development in the precincts be approved prior to this CDWMS being adopted, fill levels, drainage measures and contributions will need to be provided consistent with existing Shire requirements.

<u>Utility Infrastructure</u> - Individual landowners/subdividers will need to connect to relevant power, water, sewer and other services at their own cost as arranged with the relevant infrastructure providers through the subdivision and development processes. The majority of land in the precincts has immediate access to the range of reticulated services such as sewer, power, water and telecommunications. In some instances this will require extension of services including along proposed new roads as detailed on the structure plans.

<u>Public Open Space</u> - Where more than two lots are approved for subdivision the payment of cash-in-lieu for public open space (POS) to the Shire will be required in accordance with the Planning & Development Act. This payment will be the equivalent value and in lieu of 10% of the land area. These funds will then be used on the provision of facilities in existing surrounding reserves and most likely on Erle Scott Reserve (Capel Park) of which all the Precincts adjoin.

<u>Sustainability</u> - A condition relating to the implementation of sustainability measures will be required once a Sustainability Policy has been adopted by the Shire. This policy is in the formulation stage.

#### 4.4 Interim Subdivision & Development

Clause 2 of Development Precinct No. 6 enables subdivision and development of land in Precincts 6A, 6B and 6C to be approved prior to the adoption of a structure plan where:

- a) It is determined by the Shire of Capel that subdivision, development, access, servicing and sustainable design of other land in the sub-precinct is not reliant on the subject land; and
- b) The subject land has the potential for no more than 3 lots to be created under the residential density coding.

It is therefore possible for the Shire to support subdivision and development that complies with the above criteria. Any such approvals will still need to comply with development requirements set out in Section 4.3 of this report and relevant provisions of Town Planning Scheme No. 7.

#### 5.0 CONCLUSIONS

The Capel Central Residential Structure Plan for the medium density precincts adjoining the Capel town centre represents a sound and sustainable planning framework for future subdivision and development for the following reasons:

- a) It helps facilitate higher density (R30 and R40) subdivision and development for these areas as identified in the Capel Townsite Strategy and the recently approved Amendment No. 45 to Town Planning Scheme No. 7.
- b) Development of these areas for medium density development represents a more efficient use of facilities and infrastructure and will encourage a greater number of people to walk and cycle to services.
- c) The structure plan establishes a framework and mechanism for the co-ordinated subdivision and development of the precincts in accordance with a clear and consistent set of design and development principles.
- d) The structure plan will facilitate the creation of new roads in Precincts 6 B and 6C whilst enabling the completion of the Stirling Street cul-de-sac in Precinct 6A. This will ensure a high level of access and good lot design in the precincts rather than a proliferation of developments serviced by a single internal driveway.
- e) The structure plans maximises the use of land which is already developed and cleared therefore having minimal impact on biodiversity or environmental values whilst enabling a substantial amount of urban consolidation.
- f) The structure plans enable retention of all existing residences and therefore acknowledges the important role these play in maintaining the character of the Capel townsite.
- g) The structure plan will enable the application of sustainable and consistent drainage and water management measures for each precinct in accordance with an adopted water management strategy.

- h) The structure plans provide a clear direction and guide for future subdivision and development in the precincts thereby ensuring smoother progression of applications and a better understanding of design requirements.
- i) The structure plan allows for the long term retention of buildings and recognition of sites listed on the Shire of Capel Municipal Inventory.
- j) The structure plan document information on the requirements for subdividing and developing in the precincts including infrastructure provision, contributions and public open space.

Prepared by the Shire of Capel

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