

# THE SPRINGS | RIVERVALE

## STRUCTURE PLAN



**November 2009**

prepared for:

LandCorp

prepared by:

**Taylor Burrell Barnett**  
Town Planning and Design

in association with:

NS Projects  
Hassell  
Plan E  
Cossill & Webley  
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Riley Consulting  
Colliers International  
Sinclair Knight Merz



# The Springs Structure Plan

November 2009

Prepared for  
**LandCorp**



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Author	Karen Wright			
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PART ONE  
STATUTORY PLANNING

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## 1 STATUTORY PLANNING



### 1.1 STRUCTURE PLAN AREA

The Structure Plan shall apply to the land contained within the inner edge of the red line on **Plans 1-3** forming The Springs Structure Plan.

The Structure Plan area comprises approximately 13.6709 ha.

## 2 STRUCTURE PLAN CONTENT

This Structure Plan comprises:

-  Statutory Planning Section (Part One)
-  Explanatory Report (Part Two)

## 3 INTERPRETATION

The words and expressions used in this Structure Plan shall have the respective meanings given to them in the City of Belmont Local Planning Scheme No. 14.

## 4 OPERATION DATE

This Structure Plan shall come into effect when it is adopted by the Council pursuant to sub-Clause 10.18.10.1 of the Scheme and endorsed by the Western Australian Planning Commission (WAPC) pursuant to sub-Clause 10.18.11.2 of the Scheme.

## 5 RELATIONSHIP WITH THE SCHEME

In the event of there being any inconsistencies or conflicts between the provisions, standards or requirements of the Scheme and the provisions, standards or requirements of the Structure Plan, then the provisions, standards or requirements of the Scheme shall prevail.

## 6 STRUCTURE PLAN

The Structure Plan comprises the plans outlined below.



### Plan 1 – Precinct Plan

Identification of The Springs development precincts.



### Plan 2 – Land Use

Outlines land use. All development should be generally in accordance with the density and land use as shown in Plan 2 and as described within **Table 1** and Section 6.0 of Part 2 of this report.



### Plan 3 – Building Heights

Depicts the intended building heights within the Structure Plan area. All development should demonstrate consistency with the Building Heights Plan.

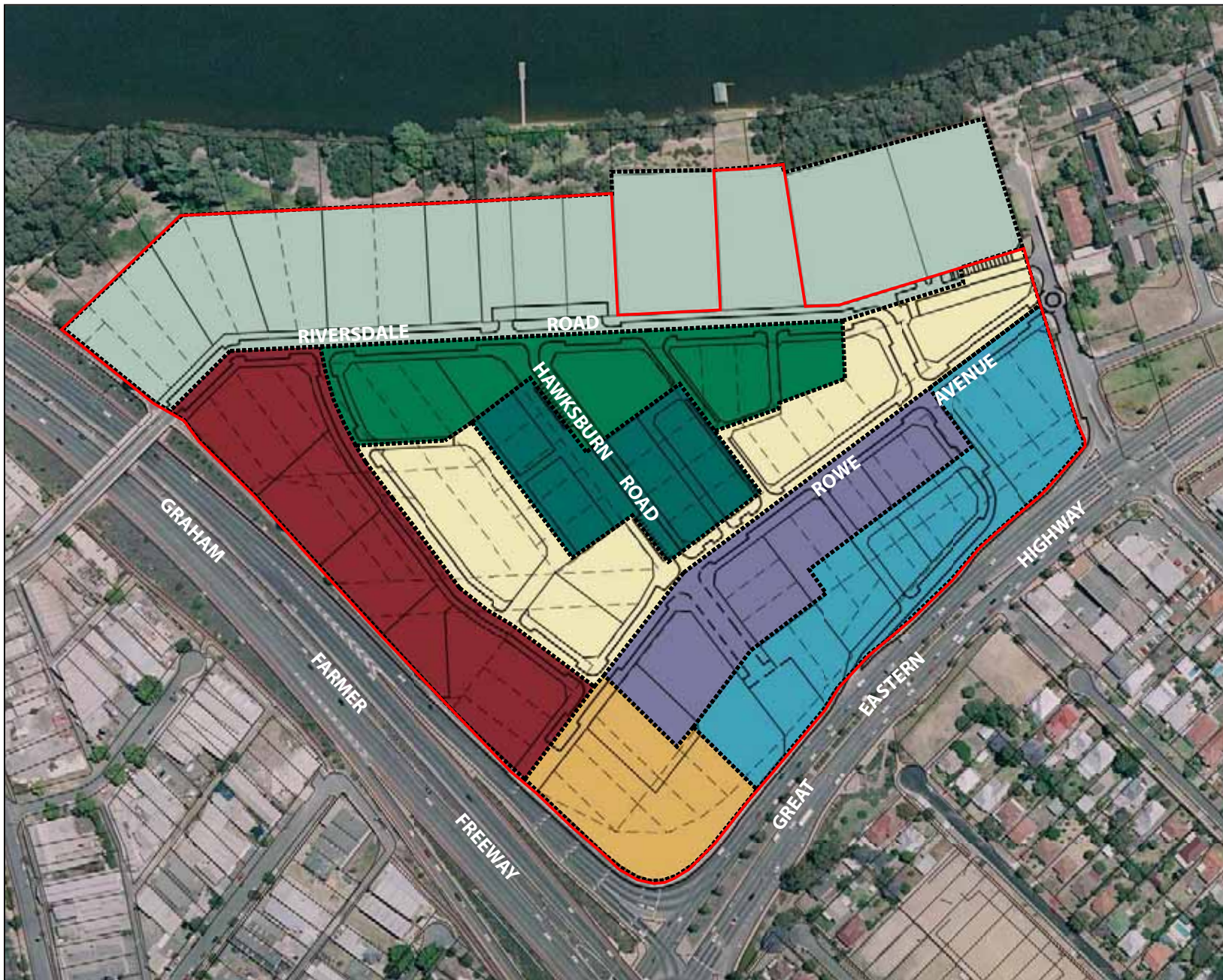
### 6.1 PRECINCT DEVELOPMENT REQUIREMENTS

Land within the Structure Plan shall be developed in conformity with Table 1.

**TABLE 1: PRECINCT DEVELOPMENT TABLE**

Precinct		RCode	Min. Height	Max. Height	Min. side setback	Min. front setback	Max. front setback	Proportion of max. 60m <sup>2</sup> plot ratio floor area	Proportion of max. 90m <sup>2</sup> plot ratio floor area
1	Hawksburn Road	R60	6 m	17 m and 4 storeys	nil	3 m	5 m	-	-
2	Great Eastern Highway	Mixed Use R80 and R100	6 m or 2 storeys	27 m and 6 storeys	RCodes/BCA	Podium: Nil Above podium: 4 m		15%	15%
3	Highway Peninsula	Mixed Use R250	30 m	Podium: 15 m Tower: As per Sched. 9, TPS 14	Podium adjacent to Rowe Ave: Nil 10 m all other boundaries	Rowe Avenue Podium: nil		15%	15%
4	Riversdale Road North	R100/160	As per Detailed Area Plans					15%	15%
5	Riversdale Road South	R60 and R80	East of Hawksburn: 6 m or 2 storeys West of Hawksburn: 6 m or 2 storeys	East of Hawksburn: 17 m / 4 storeys West of Hawksburn: 27 m and 6 storeys	RCodes/BCA	Rowe Ave: 2 m Cnr Rowe/Hawksburn: Rowe – nil Hawksburn – 2 m Cnr Hawksburn/Riversdale: nil	Rowe Ave: 2 m Cnr Rowe/Hawksburn: Hawksburn – 2 m Cnr Hawksburn/Riversdale: 3 m	-	-
6	Rowe Avenue East - Residential	R60 and R80	6 m or 2 storeys	17 m and 4 storeys	RCodes/BCA	General: 3 m Rowe (mid-block): 2 m Cnr Rowe and Hawksburn: nil to Rowe Ave, 2 m to Hawksburn Road	General: 5 m Rowe (mid-block): 4 m Cnr Rowe and Hawksburn: 4 m to Hawksburn Road	-	-
7	Rowe Avenue East – Mixed Use	R 100 and Mixed Use R80	6 m or 2 storeys	17 m and 4 storeys	RCodes / BCA	Nil	3 m	15%	15%
8	Rowe Avenue West – Residential Towers	R160	Podium: 6m or 2 storeys	Podium: 15 m or 3 storeys	Podium: nil	Podium: nil	Podium: 5 m	15%	15%
			Tower 15 m and 3 storeys	Tower 30 m and 9 storeys	Tower: 25% frontage width (50% total)	Tower: 5 m	Tower: n/a		

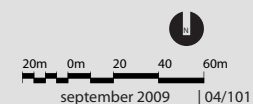




# LEGEND

- 1 HAWKBURN ROAD
- 2 GREAT EASTERN HIGHWAY
- 3 HIGHWAY PENINSULA
- 4 RIVERSDALE ROAD - NORTH
- 5 RIVERSDALE ROAD - SOUTH
- 6 ROWE AVENUE - EAST RESIDENTIAL
- 7 ROWE AVENUE - EAST MIXED USE
- 8 ROWE AVENUE - WEST RESIDENTIAL TOWERS
- ..... SUB-PRECINCT BOUNDARY AREAS
- STRUCTURE PLAN AREA

## THE SPRINGS STRUCTURE PLAN, RIVERVALE PRECINCT PLAN



PLAN  
1





## LEGEND

- PUBLIC OPEN SPACE
- R60
- R80
- MIXED USE R80
- RIVERSDALE ROAD NORTH  
R 100 / R160  
(refer to design guidelines)
- ROWE AVENUE WEST  
R160  
(refer to design guidelines)
- MIXED USE R100
- MIXED USE R250
- PUBLIC AND/OR PRIVATE  
LANEWAYS\*

## NOTES

POTENTIAL FOR RESTAURANT TYPE USE  
ON LOWER LEVEL

POTENTIAL FOR LOCAL SHOP /CAFE TYPE  
USE ON LOWER LEVEL (MAXIMUM RETAIL  
FLOORSPACE 80m<sup>2</sup>)

HAWKSBURN ROAD RESERVE TO BE  
WIDENED TO CREATE LINEAR PARKLAND.  
ROAD ACCESS DESIGNED FOR LOCAL  
VISITOR ACCESS / PARKING ONLY. LINEAR  
PARKLAND TO BE DESIGNED IN  
ACCORDANCE WITH LANDSCAPE MASTER  
PLAN.

DRAINAGE SUMP TO BE LANDSCAPED AND  
DEVELOPED AS AESTHETIC, USABLE OPEN  
SPACE, IN ACCORDANCE WITH LANDSCAPE  
MASTERPLAN.

\*ALL LANEWAYS IDENTIFIED ON THE PLAN  
ARE PUBLIC AND/OR PRIVATE ACCESS WAYS,  
THE SPECIFICATION OF WHICH IS TO BE  
DETERMINED AT THE DETAILED DESIGN  
PHASE.



EASTERN END OF RIVERSDALE ROAD TO  
BE DISCONNECTED

MAXIMUM RETAIL FLOORSPACE 320m<sup>2</sup>  
WITHIN MIXED USE R80 FRONTING GREAT  
EASTERN HIGHWAY.

SERVICE ROAD TO PROVIDE LEGIBLE ACCESS  
& PARKING FOR COMMERCIAL USES  
FRONTING GREAT EASTERN HIGHWAY.  
CONNECTION THROUGH TO ROWE AVENUE  
REQUIRED TO PROVIDE SEMI DIRECT RETURN  
TO HIGHWAY. DESIGN OF SERVICE ROAD TO  
BE APPROVED BY CITY OF BELMONT.

NEW ROAD ENTRY FROM GREAT EASTERN  
HIGHWAY. PROVIDES MORE DIRECT ACCESS  
FOR COMMERCIAL TRAFFIC. ENTRY DESIGN  
TO BE APPROVED BY MRWA.

SOUTHERN END OF HAWKSBURN ROAD TO  
BE RE-LEVELLED AND PAVED TO INDICATE  
PEDESTRIAN PRIORITISATION, IN  
ACCORDANCE WITH LANDSCAPE  
MASTERPLAN. LOCAL VEHICLE ACCESS AND  
PARKING STILL PERMITTED.

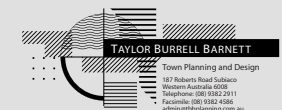
THE SPRINGS SPECIAL  
DEVELOPMENT  
PRECINCT

STRUCTURE PLAN AREA

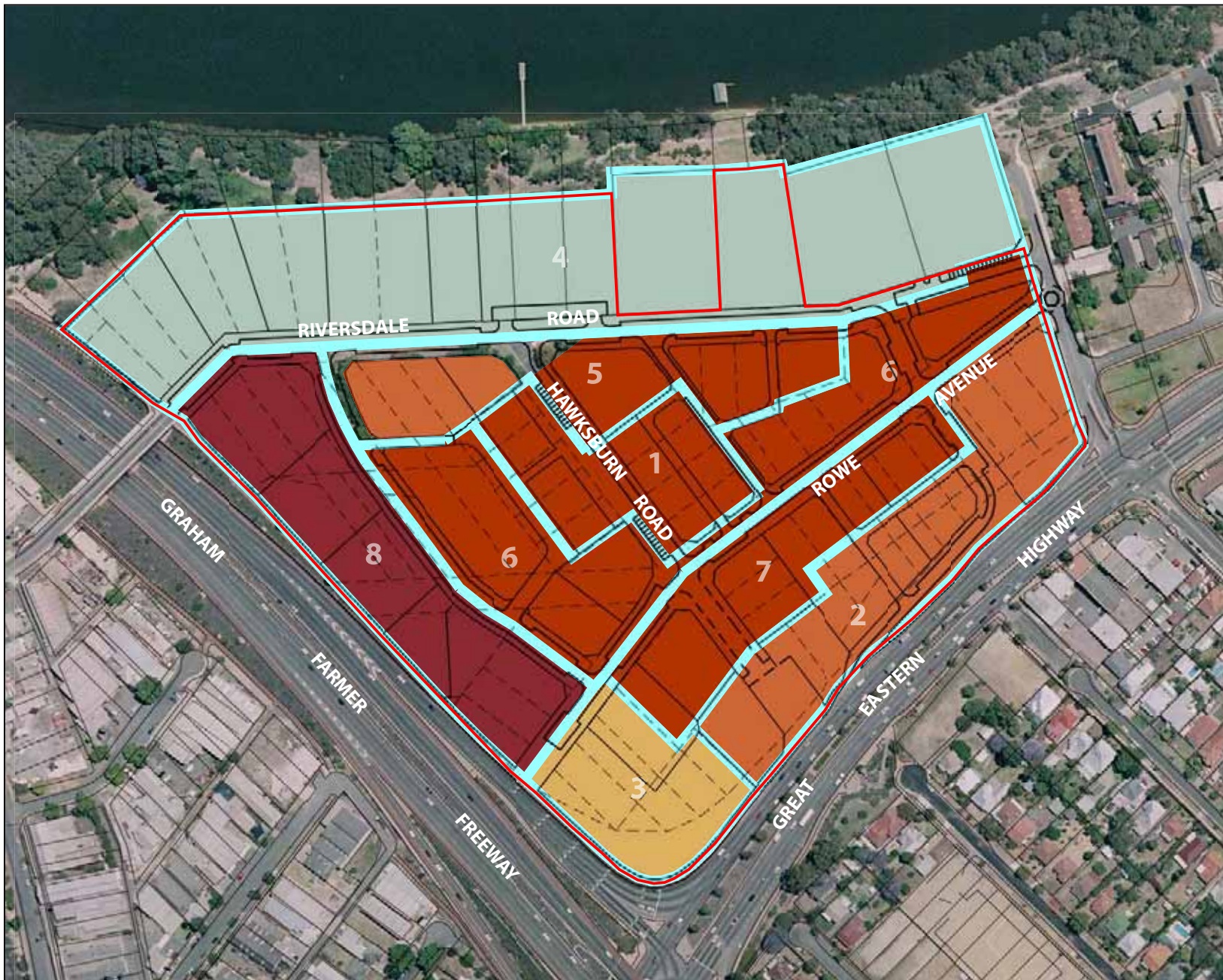
# THE SPRINGS STRUCTURE PLAN, RIVERVALE LAND USE

20m 0m 20 40 60m  
october 2007 | 04/101

PLAN  
2







## LEGEND

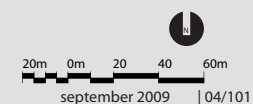
- MINIMUM HEIGHT 6m OR 2 STOREYS  
MAXIMUM HEIGHT 17m AND 4 STOREYS
- MINIMUM HEIGHT 6m OR 2 STOREYS  
MAXIMUM HEIGHT 27m AND 6 STOREYS
- MINIMUM HEIGHT 30m  
MAXIMUM HEIGHT  
PODIUM 15m  
TOWER AS PER SCHEDULE 9, TPS 14
- MINIMUM HEIGHT  
PODIUM 6m OR 2 STOREYS  
TOWER 15m AND 3 STOREYS  
MAXIMUM HEIGHT  
PODIUM 15m OR 3 STOREYS  
TOWER 30m AND 9 STOREYS
- TO BE DETERMINED THROUGH  
DETAILED AREA PLANNING

## PRECINCTS

- 1 HAWKSBURN ROAD
- 2 GREAT EASTERN HIGHWAY
- 3 HIGHWAY PENINSULA
- 4 RIVERSDALE ROAD - NORTH
- 5 RIVERSDALE ROAD - SOUTH
- 6 ROWE AVENUE - EAST RESIDENTIAL
- 7 ROWE AVENUE - EAST MIXED USE
- 8 ROWE AVENUE - WEST RESIDENTIAL TOWERS

STRUCTURE PLAN AREA

# THE SPRINGS STRUCTURE PLAN, RIVERVALE BUILDING HEIGHTS



PLAN  
3



## 6.2 SPECIAL PROVISIONS

### 6.2.1 DEVELOPMENT

In addition to the Precinct Development Table, the following provisions apply:

- i) The RCode/densities are to be read as numerically proportional to dwellings and not floor space.
- ii) For the whole structure plan area, in respect of single bedroom dwellings that are multiple dwellings, sub-Clause 6.1.3 A3 (i) of the Residential Design Codes (Variation 1) is varied by substituting the words “the minimum site area may be reduced by up to one third” with “the minimum site area per dwelling may be reduced by up to one half”. This density bonus of 50% can be achieved on the basis that the additional dwellings will be less than or equal to 60 m<sup>2</sup>.
- iii) Within each of the Precincts 2, 3, 4, 7 and 8, a minimum of 15% of the total number of dwellings developed shall be a maximum of 60 m<sup>2</sup> in plot ratio area and a further 15% of the total number of dwellings shall be a maximum of 90 m<sup>2</sup> in plot ratio area, the number as calculated being rounded up or down as appropriate.
- iv) This table is to be read in conjunction with the more detailed provisions of The Springs built form guidelines, regarding requirements for laneway/rear setbacks, facades, articulation, projections, fenestration and general built form character.





### 6.2.2 RETAIL FLOORSPEACE

Retail floorspace within The Springs shall not exceed 400 m<sup>2</sup> and shall be generally distributed in the locations as identified on Plan 2 Land Use and in accordance with Part 2, Section 6.3.4 of this report.








### 6.2.3 DETAILED AREA PLANS

Detailed Area Plans are required to be prepared prior to subdivision and/or development (except demolition of existing structures) in accordance with Clause 10.18.16 of the Scheme in the following circumstances:

1. For those lots adjacent to Cracknell Park and the Rowe Avenue Amphitheatre to address interface issues. The Detailed Area Plans are to address:

-  Minimum and maximum setbacks from the public open space;
-  Requirement for habitable rooms to overlook the public open space;
-  Visually permeable fencing; and
-  Acceptable intrusions into the setback area.

2. Riversdale Road North precinct. The Detailed Area Plan must address the following:

-  The whole precinct or if the City of Belmont and WAPC agree, a portion of the precinct;
-  Creation and preservation of significant sight lines (or view corridors) to and from the Swan River;
-  Overshadowing;
-  Control of building bulk via setbacks;
-  Response to topography;
-  Articulation of podium and tower elements;
-  Address to street and public realm.

In addition to Clause 10.18.16 of the Scheme requiring City of Belmont adoption, a Detailed Area Plan within the Riversdale North Precinct, or portion of the precinct as agreed to above, must be endorsed by the WAPC.

### 6.2.4 DESIGN GUIDELINES

The Springs Design Guidelines should be prepared and adopted as a Local Planning Policy pursuant to Clause 2.3 of the Scheme. The Guidelines should not be regarded as prescriptively as the Structure Plan, with the underlying intent being as important as the stated provisions. In cases where it can be demonstrated that the intent of the Guidelines can be more effectively achieved in a different way, then Council should have sufficient flexibility to consider such cases on their merit.

All subdivision and development should be generally in accordance with the Design Guidelines Policy.

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#### 6.2.5 TRANSPORT PLANNING

A Transport, Access and Parking report is to be prepared and adopted by the City of Belmont and the WAPC to support The Springs Structure Plan.

The report will be prepared based on the guiding principles mentioned in Section 6.3.7.1 of Part 2 of this report.

The appropriate provision of footpaths and shared paths is integral to The Springs development and shall be provided in accordance with Figure 21 of Part 2 of this report.

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#### 6.2.6 LANDSCAPING OF POS AND STREETS

No subdivision or development shall occur unless satisfactory arrangements have been made with the Council for the landscaping of adjacent streets and, where appropriate, POS, generally in accordance with Part 2, Sections 6.3.6.3-6.3.6.7.

---

#### 6.2.7 DEVELOPER CONTRIBUTIONS

With the exception of demolition, no development or subdivision to create a lot shall occur in the Structure Plan Area until Amendment No. 53 is gazetted or an arrangement suitable to the WAPC and the Council is approved that would permit developer contributions towards shared costs.

ADOPTION OF STRUCTURE PLAN

THE SPRINGS STRUCTURE PLAN WAS ADOPTED BY RESOLUTION OF THE COUNCIL OF THE CITY OF BELMONT ON

..... (DATE)

AND THE SEAL OF THE MUNICIPALITY WAS PURSUANT TO THE COUNCIL'S RESOLUTION HEREUNTO AFFIXED IN THE PRESENCE OF:

.....

Mayor, City of Belmont

.....

Chief Executive Officer, City of Belmont

..... (DATE)

AND 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 S.16 of Planning & Development Act 2005 for that purpose,  
in the presence of:

..... Witness

..... Date



PART TWO  
EXPLANATORY REPORT

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## APPENDICES

### APPENDIX A Arboricultural Report

## 1 INTRODUCTION

In 1993, the City of Belmont commenced investigations pertaining to the proposed redevelopment of the dilapidated inner urban area colloquially known as The Springs. The City commenced preparation of Town Planning Scheme No. 13, a Guided Development Scheme, to facilitate the redevelopment. However, a lack of landowner support for the scheme resulted in the then Minister for Planning, on advice from the Western Australian Planning Commission (WAPC), rejecting the scheme in November 2003.

The Minister subsequently instructed the then Department for Planning and Infrastructure (DPI) to review the planning of The Springs and prepare a new scheme to be duly presented back to the Minister. The DPI, in turn, commissioned LandCorp to assume the role of project manager for The Springs redevelopment scheme, with a strict emphasis on ensuring that a coordinated approach be taken towards the master planning of the area, with close consultation with the DPI, City of Belmont (the City) and the site's landowners.

Since then, the project has been the subject of substantial negotiation, consultation, research and design, in an endeavour to deliver a Master Plan vision and implementation framework that optimises the unique and varied attributes of the site and its location, meets with the approval of the majority of the landowners, and satisfies the statutory and policy expectations of the City and the DPI.

This process has culminated in the preparation of a final Master Plan and Structure Plan which are presented in this report. The Master Plan is intended to visually convey the development vision for The Springs, to help provide the community with a clear understanding of the underlying intent of the formal Structure Plan. The Structure Plan will ultimately provide the regulatory guiding framework for the redevelopment of The Springs into a vibrant medium to high-density residential mixed-use development. The report represents the work of various consultants on all aspects of the proposal, the outcomes from the landowner workshops and consultation with the City, the DPI, and the broader community.

The Structure Plan has been prepared in accordance with the *Liveable Neighbourhoods Community Design Code*, and other relevant State and Local planning policies.

## 1.1 LOCATION

The Springs comprises approximately 13.6 ha of land, in fragmented ownership, bounded by Graham Farmer Freeway, Great Eastern Highway, Brighton Road and the Swan River foreshore, as shown in **Figure 1**.

The site is strategically located approximately 4 km east of the Perth CBD and 700-750 metres north-east of the Burswood Train Station. It is also approximately 700 metres from the Burswood Resort and Casino.

The main road access into the precinct is via the signal controlled intersection at Great Eastern Highway and Brighton Road, with secondary access available by Riversdale Road via a bridge over the Graham Farmer Freeway.

The precinct enjoys direct interface with the Swan River foreshore, and direct frontage onto Great Eastern Highway, albeit with limited vehicle access. Whilst the site directly abuts the Graham Farmer Freeway, there is a significant level differential over much of this frontage limiting any visual relationship.

## 1.2 STUDY TEAM

In order to achieve the most successful outcomes for the project, a multi-disciplinary consultant team was compiled, comprising:

<b>LandCorp</b>	Principal Developers/Project Director
<b>NS Projects</b>	Project Managers
<b>Taylor Burrell Barnett</b>	Town Planning and Urban Design
<b>Hassell</b>	Architecture/Urban Design
<b>Plan E</b>	Landscape Architects
<b>Cossill &amp; Webley</b>	Civil Engineers
<b>Estill &amp; Associates</b>	Community Consultation
<b>Riley Consulting</b>	Traffic Engineers
<b>Colliers International</b>	Valuations
<b>Sinclair Knight Merz</b>	Traffic Engineers



 STRUCTURE PLAN AREA

# LOCALITY PLAN

## THE SPRINGS REDEVELOPMENT AREA, RIVERVALE

january 2007 | 04/101

FIGURE  
1





### 1.3 PROJECT BACKGROUND

#### 1.3.1 SITE HISTORY

The land is zoned 'Special Development Precinct' under the City of Belmont Town Planning Scheme No. 14 (TPS 14).

Prior to the land's current zoning, a number of zonings and reservations have existed within the precinct. In particular, under Council's previous Town Planning Scheme No 11, the main zonings included Residential R80B and Business Enterprise Zone.

An amendment to the Metropolitan Region Scheme was undertaken in the early 1990's to allow for the relocation of the original Burswood Bridge reservation further east towards the Bunbury Rail Bridge. This effectively removed the divisive Controlled Access Highway reservation, which was positioned centrally through the subject site. The Controlled Access Highway reservation was subsequently relocated northwest of Orrong Road, and now forms the Graham Farmer Freeway.

As a result of the shift in the Controlled Access Highway reservation, The Springs urban precinct remained intact. The area was heavily blighted, and therefore offered significant redevelopment opportunities.

To promote an integrated approach to the area's redevelopment Council initiated Scheme Amendment No. 78 to its then Town Planning Scheme No. 11 in March 1995. The amendment sought to delete all existing zonings and reservations within the precinct (apart from three large strata unit complexes) and prescribe a blanket zoning entitled 'Special Development Precinct'.

Amendment No. 78 was gazetted on 4 April 1996.

The 'Special Development Precinct' zoning still remains under the current Town Planning Scheme No. 14. Further amendments have been undertaken by the City to introduce Development Areas and Structure Plan provisions, and these are discussed in more detail in Section 2.1.2 of the report.

#### 1.3.2 CITY OF BELMONT TOWN PLANNING SCHEME NO. 13

In 1993 the City of Belmont advised the WAPC that a Guided Development Scheme was proposed over the subject site to assist in the redevelopment of the area in the most orderly planning manner.

To assist in the composition and development the Scheme, the City engaged the services of a private Scheme Manager.

The City instructed the manager that the redevelopment scheme could only proceed if a suitable participatory arrangement could be reached with all landowners within the precinct. The participatory arrangement was required due to the significant subdivision and scheme headworks costs involved in the development of the land.

In 1996, the City of Belmont progressed with the preparation of Town Planning Scheme No. 13, as a Guided Development Scheme.

The Scheme was prepared and initiated by the City as a means of facilitating the orderly and proper planning of the precinct and addressing issues regarding headworks and subdivisional costs associated with the sites redevelopment.

The aim of the Scheme, which was expressed in the Springs Precinct Development Plan (**Figure 2**) was to create an Urban Village, accommodating upwards of 850 people, consisting of a mix of high quality residential (R40-R100), office, resort and associated land uses. This development was proposed to be complemented by parkland, new roads, service infrastructure and other facilities. The plan is further discussed in Section 1.3.2.1.

The premise of the development plan was to allow for a mix of uses, high quality development, land-use compatibility, viable development, and achievement of the highest return.

In 2001 the City forwarded Scheme No. 13 to the Commission for final approval. However, there was significant landowner opposition, and opposition from Main Roads WA, to the proposed scheme. This opposition related to matters including the following:



The requirement for a Planning Scheme, in particular one that required payment of contributions by landowners;





## PREVIOUS SPRINGS PRECINCT DEVELOPMENT PLAN THE SPRINGS REDEVELOPMENT AREA, RIVERVALE

20m 0m 20 40 60m  
 january 2007 | 04/101 | scale 1:3000@A4

FIGURE  
2



-  The lack of certainty or guarantee for participating landowners in relation to the cost of, and return from, development; and
-  That the proposed development plan did not identify the 'optimum' land use and any deficiencies that might occur as a result of the Scheme process.

As a result of these uncertainties and concerns regarding the proposed Scheme, a number of landowners indicated that they would not make their land available for development as stipulated under the Scheme.

In October 2003 The Commission considered final approval of Town Planning Scheme 13 and recommended that the Minister not approve the Scheme, due to the lack of support indicated from landowners and the unlikelihood of the Scheme being able to be implemented.

## 1.3.2.1 THE SPRINGS PRECINCT DEVELOPMENT PLAN

The Springs Precinct Development Plan, shown in **Figure 2** was prepared to be used, in conjunction with the proposed Town Planning Scheme No. 13, in the assessment of development proposals within the precinct.

Proposed Town Planning Scheme No. 13 stated that "the proposals for the Scheme Area are that it be redeveloped in accordance with 'The Springs Precinct Development Plan'.

The plan proposed a mix of land uses, whilst incorporating as many of the existing features and infrastructure as possible.

The plan was never implemented given that the main vehicle for its implementation, Town Planning Scheme No. 13, was never promulgated.

## 1.4 PUBLIC CONSULTATION

Following the rejection of Town Planning Scheme No. 13 in 2003, it is understood that the subsequent direction of the Minister to prepare a new proposal emphasised the importance of attaining stronger community/stakeholder support through an effective consultation process, and the establishment of a working group involving the City and the DPI. Consequently, the strategy for producing a new development scheme for The Springs was structured around a process involving substantial

consultation by the proponent with authorities and the precinct's private landowners, and continuous engagement between LandCorp, the City and the DPI through the working group.

Consultation for The Springs Rivervale recommenced in October 2004, and has been managed in two stages. In Stage One of the consultation a working group was established, comprising DPI, LandCorp, City of Belmont and private landowners, to coordinate the preparation of a concept plan and implementation strategy for the redevelopment. Stage Two of the consultation involved the development of the formal Structure Plan that would be used to facilitate development and determine landowner contributions.

The consultation has allowed the proponent to receive and consider a wide variety of viewpoints in the design process. LandCorp has worked collaboratively with the stakeholders in an endeavour to resolve all issues relating to the final design of the plan and the cost sharing arrangement.

## 1.4.1 LANDOWNER WORKSHOPS

The proponent issued an invitation to the private landowners of the precinct, as well as representatives from the City and the DPI, to be involved in the planning and design process for the redevelopment through a series of landowner workshops. The workshop structure was such that the workshops were designed to, firstly, inform the participants of the nature of the project, the government agreements etc. and secondly, to gain some broad indication of community expectations, concerns and desires in terms of the development vision.

Several individual meetings have been held with landowners to discuss their specific issues and circumstances.

A further landowner briefing was undertaken on the 13<sup>th</sup> February 2006. The purpose of this meeting is to introduce the landowners to the Structure Plan and to seek feedback on the proposal, prior to embarking on the next stage of defining development costs.

During the course of the workshops, a range of alternative development concepts were formulated as a result of the various outcomes reflecting both the diversity of community views and the parameters of the project team's vision and objectives.

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The significance of the community workshop exercise was that it enabled the proponent, the project team and Council representatives to gain a first hand appreciation of the concerns and expectations of the community in relation to The Springs redevelopment.

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#### 1.4.2 PUBLIC MEETING/WORKSHOP

One informal public meeting/workshop was held with the wider community to seek feedback on the draft Structure Plan for The Springs.

The presentation of the draft Structure Plan was followed by a workshop whereby each table was able to review the plan in detail and provide feedback to a member of the project team.

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#### 1.4.3 CONSULTATION WITH THE CITY OF BELMONT

The City of Belmont was identified as a key stakeholder in the planning process and was regularly consulted throughout the course of the planning. Representatives of both the City and the then DPI met in Project Steering Committee meetings and participated in some of the project team meetings.




The City of Belmont was represented on the Belmont Springs Project Team by the Manager Planning and the Director Community and Statutory Services. The Project Team met throughout the consultation period to co-ordinate and plan the consultation process. The City's representatives provided considerable input into the consultative process and statutory planning processes and provided progressive updates to the elected members.

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#### 1.4.4 COMMUNITY ISSUES

Whilst the plan was designed within the normally required technical parameters concerning road design, servicing, urban design principles, etc, several matters were raised by the landowners in the Precinct during the consultation process. In particular, the ongoing key concerns were:

#### PLANNING ISSUES

-  Public Open Space (including Clinic Park); whether or not any additional contribution should be required.
-  Acceptable height and density throughout the area.
-  Traffic management.

#### IMPLEMENTATION ISSUES

-  Neglect of the area; the City should pay for upgrade works that should already have been undertaken through normal maintenance.
-  Strata block involvement and equity; the extent to which owners in strata units will benefit from the scheme, which properties should contribute and how much.
-  Cost apportionment and high headworks costs.
-  Previous power up grade; landowners have already paid for underground power upgrade, why should they now be paying extra.

It was agreed by the project team that a final design review was required to respond to the planning concerns, and that a final review of the contribution scheme principles should be undertaken to address the implementation issues. The design review considered a range of alternative design options which were discussed by the project team, with the involvement of technical officers from the City and the DPI.

The review ultimately led to creation of the current Structure Plan.

The review of implementation issues was still in progress at the time of preparing this report.



## 2.1 STATUTORY PLANNING CONTEXT

### 2.1.1 FORMER METROPOLITAN REGION SCHEME

The subject site abuts a 'Parks and Recreation' reserve, which extends along the northern boundary of the site, and a 'Primary Regional Roads' reserve for Great Eastern Highway and Graham Farmer Freeway along the south-eastern and south-western edges of the redevelopment area.

[illegible]

#### 2.1.1.1 METROPOLITAN REGION SCHEME

The existing MRS zoning is illustrated within **Figure 4** below.



17 | Page



### 2.1.2 CITY OF BELMONT TOWN PLANNING SCHEME NO. 14

The subject land is currently zoned 'Special Development Precinct', pursuant to Clause 10.8 of the City of Belmont TPS 14 (refer **Figure 5**).



Figure 5: Current Town Planning Scheme Zoning

Clause 10.2.4 of the Scheme states that The Springs is one of four Special Development Precincts, with the other three being Ascot Waters, Nulsen Haven, and Belgravia Parklands.

Under the current zoning, all development, including single houses require Planning Approval of the Council. The provisions of the Residential Development Codes relating to front and rear setbacks, car parking and open space within this zone may be varied at the discretion of the Council provided a Local Planning Policy is adopted pursuant to Clause 2.3 of the Scheme.

During the processing of the Structure Plan, the City has introduced Development Areas. The Springs has now also been included within Schedule 14 – Development

Areas DA11, which requires an Approved Structure Plan to guide subdivision and development.

## 2.2 STRATEGIC PLANNING CONTEXT

### 2.2.1 STATE GOVERNMENT LEVEL










#### 2.2.1.1 LIVEABLE NEIGHBOURHOODS

Liveable Neighbourhoods sets out policies and practices that encourage a sustainable urban structure of walkable neighbourhoods clustering to support town centres with compactness of form, compatibility of mixed uses, reduced car dependence and ease of access to employment, retail and community facilities.

The principle aims of Liveable Neighbourhoods are listed as follows:

- To foster a sense of community and strong local identity in neighbourhoods and towns;
- To provide access generally by way of an interconnected network of streets;
- To ensure an active street-land use interface;
- To facilitate new development that supports efficiency of public transport systems and safe direct access to the system for residents;
- To facilitate mixed use development which is robust and can change over time;
- To provide a variety of lot sizes and housing types;
- Protection of environmental areas and the inclusion of significant cultural and physical features into designs;
- To provide a comprehensive open space and urban water management network; and
- To facilitate cost effective and resource efficient development.

The vital ingredients of neighbourhood design relevant to The Springs includes:

-  Compactness so most people can walk to local centres and public transport in five minutes;
-  Build streets where people are encouraged to walk, cycle or take public transport rather than drive;
-  Connect the streets in a simple pattern so people can choose different routes and make short trips to local facilities;
-  Locate windows and verandas overlooking streets to deter crime;
-  Provide opportunities for local employment in shops and businesses close to people's homes;
-  Offer a wide choice of housing and lot sizes and use a flexible layout so the area can be changed to meet future needs;
-  Respond to physical characteristics of the site to reinforce local character and protect natural features;
-  Provide neighbourhood parks of different sizes and types for a variety of uses and within a five-minute walk for most people; and
-  Streets are laid out on a modified grid or connected network, so that there are alternate routes to every destination. This permits most streets to be of human scale, with slower traffic in a permeable and legible network. Streets become equitable for both vehicle and pedestrians.

Liveable Neighbourhoods requires detailed context and site analysis and compliance with Code requirements to enable proposals to be considered under the Code.

#### 2.2.1.2 DC POLICY 1.6 PLANNING TO SUPPORT TRANSIT USE AND TRANSIT ORIENTED DEVELOPMENT (2005)

This policy seeks to maximise the benefits to the community of an effective and well used public transit system by promoting planning and development outcomes that will support and sustain public transport use, and which will achieve the more effective integration of land use and public transport infrastructure.

Amendments to the policy were adopted by the WAPC in 2005 to reflect the Government's vision for a sustainable future as outlined in Network City and the State Sustainability Strategy.




Within existing developed areas, there are clear opportunities to intensify existing activities and to promote new uses that will make better use of transit facilities and services. There are obvious benefits of a planning policy that encourages the integration of land use and transit facilities. High residential densities and mixed use development in the walkable catchments of transit facilities have the potential to reduce car dependence; to increase accessibility for those without access to private cars; to reduce congestion on the road network and the demand for new road space; to reduce fuel consumption and air pollution and to provide quality, diverse and affordable forms of housing and development. These benefits combine to produce an attractive and viable alternative to car-based suburban and urban fringe development.

The policy is an integral part of a range of policies directed towards greater sustainability, in accordance with the State Planning Strategy and Statement of Planning Policy 3 Urban Growth and Settlements (SPP3).

The policy contains the following main policy measures relevant to the subject land:

#### TRANSIT-SUPPORTIVE DEVELOPMENT PATTERNS

Urban structure is the foundation of a transit supportive environment. Effective transit is fostered by a more compact urban form, mixed uses, higher development densities and activity levels, and especially by spatial patterns of development that make it easier to plan and efficiently operate transit services, and for users to access those services once they are in place.

-  Street pattern to be designed to enhance walkability and to facilitate pedestrian access to transit facilities;
-  Street patterns should facilitate direct pedestrian connections;
-  A diversity of lot sizes in subdivisions within transit precincts, together with a robust street layout, is encouraged as it provides greater flexibility of development options, and enhance the robustness of the urban structure, making it easier for the precinct to evolve over time through a progressive intensification of activities and changes to uses that will more effectively support transit uses; and



A grid based street pattern is supported because it disperses general traffic more effectively to limit congestion that can impede bus services and provides permeability.

## LAND USE TO SUPPORT TRANSIT

The level of transit patronage is closely linked to the quality and frequency of the service provided and, in turn, the service able to be provided is a function of the density and mix of land uses that generate potential transit users. An appropriate mix and balance of land uses can be a major contributor to the use and effectiveness of transit facilities. Within transit-oriented precincts, the emphasis should be on uses which are likely to promote transit use and which will benefit by being accessible to, and by, transit facilities. Key land use elements include:



Residential development should be encouraged close to transit facilities to assist in creating a sense of place that makes a transit orientated development (TOD) precinct more than just a place where transit is available;



Higher density residential development, places greater numbers of residents close to transit services, which correlates to an increase in transit patronage;



Densities should be increased through a subdivision pattern which allows for the progressive intensification of activities;



Other uses that are likely to be significant generators of transit trips should also be located close to transit facilities whenever possible. Relevant uses include offices and other higher density employment generating activities, intensive leisure facilities and retailing. Similar considerations apply to aged persons, schools and tertiary education uses, hospitals, community facilities and social services;



Locating educational buildings within TOD precincts is appropriate where they include more intensive elements of the institution such as teaching facilities and indoor recreation facilities, however more land extensive/low intensity elements of schools and other similar public uses, i.e. playing field should not be dominant elements within the walkable catchment of transit facilities; and



Desirable to locate major civic buildings in TOD precincts, where they can actively contribute to the amenity of the area and act as significant generators of transit use.

## THE PUBLIC DOMAIN IN TOD PRECINCTS

Almost all transit users are pedestrians for at least part of their journey, even if it is only for a short walk. The amenity, quality and safety of the public domain within transit oriented precincts are therefore important factors in establishing and maintaining an environment that will encourage people to access transit facilities on foot, as well as promoting walking generally within these neighbourhoods.

## TRANSIT SUPPORTIVE DESIGN

A key policy requirement is the importance of an appropriate framing urban structure in transit oriented precincts. Land use that promotes interest, interaction and activity should be used to animate frontages along the principal pedestrian routes leading to and from the transit facility.

## INTEGRATING TRANSIT INFRASTRUCTURE

The design and operation of transit infrastructure should assist in integrating transit facilities with their surroundings.

### 2.2.1.3 WAPC DC 2.3 PUBLIC OPEN SPACE IN RESIDENTIAL AREAS (1998)



WAPC Policy DC 2.3, 'Public Open Space in Residential Areas', states that 10% of the gross subdivisible area of a subdivision shall be given up free of cost by the subdivider for public open space, which is consistent with Section 20A of the former Town Planning and Development Act 1928. DC 2.3 has been the basis of open space policy in the State for many years and emanates from the recommendations of the Metropolitan Region Scheme.

The policy outlines that the WAPC "is aware of the continuing debate about the validity of certain aspects of this policy in the light of such matters as restraints on local government expenditure (with consequent limiting effects upon its ability to develop and maintain open space), the need to ensure adequate open space in existing urban areas and the balance between passive and active recreational areas. This policy is subject to a comprehensive review."

The policy's main objectives are:



Ensure adequate and well located areas of public open space that will enhance the amenity of the area;

-  Facilitate the provision of community facilities in conjunction with land ceded for public open space; and
-  Protect and conserve wetlands, water courses and foreshores adjacent to residential development.

This Policy has since been superseded by Liveable Neighbourhoods, the objectives are however consistent with Liveable Neighbourhoods.

## 2.2.2 LOCAL GOVERNMENT LEVEL

### 2.2.2.1 CITY OF BELMONT LOCAL PLANNING POLICY NO. 9 – BUILDING HEIGHT AND BULK ALONG GREAT EASTERN HIGHWAY

Pursuant to Clause 2.5 of TPS 14, the City of Belmont Local Planning Policy No. 9 was adopted to “*control the height and bulk of buildings on land abutting Great Eastern Highway within the City of Belmont*”. All land abutting Great Eastern Highway within the City of Belmont is subject to this policy, including The Springs.

The policy’s principal objective is to “ensure that the amenity of existing and future development along the highway is not compromised by the approval of development that is inappropriate in respect of its height and bulk”.

### 2.2.2.2 CITY OF BELMONT LOCAL PLANNING POLICY NO. 17 – PUBLIC OPEN SPACE POLICY

The City of Belmont Local Planning Policy No. 17 outlines the requirements for the provision of public open space in residential areas.

The policy was prepared as a means of coordinating the provision of public open space within the City to reduce the number of unusable areas of open space being created as a result of small-lot subdivisions.

The policy allows Council to choose the most suitable option in relation to the provision of public open space arising from subdivisions, which may include the request for physical open space, a cash contribution in lieu of land, or a combination of a cash contribution and land in a ratio to be determined by the Council.

## 2.3 CURRENT PROVISION OF PUBLIC OPEN SPACE

### 2.3.1 HISTORY OF OPEN SPACE PROVISION WITHIN THE SPRINGS AND THE CITY OF BELMONT

Two areas of public open space were created subsequent to the original subdivision of the area, prior to 1956. These were:

1. Cracknell Park, acquired by the then Belmont Park Roads Board in 1927; and
2. Clinic Park, acquired by the Roads Board between 1933 and 1945.

No foreshore reserve existed along the northern boundary of the site until land was compulsorily acquired by the WAPC between 1982 and 2001 under the Metropolitan Region Scheme Act.

The land that was compulsorily acquired is now reserved as ‘Parks and Recreation’ under the Metropolitan Region Scheme.

An additional area of foreshore reserve, that has not been acquired by the WAPC, is the northern (foreshore) section of Cracknell Park. This land still remains primarily as freehold land in the City’s ownership; however it sits within the Parks and Recreation Reserve that denotes the foreshore reserve for the purpose of the MRS. This is further explained in Section 2.3.2.

**Figure 6** shows the location of the areas described above.

The history and current status of the two areas of POS and existing foreshore reserve are described below.





Figure 6: Existing and Former Park Areas

### 2.3.1.1 CRACKNELL PARK

Although not shown as part of the 'Special Development Precinct' Cracknell Park is encompassed by the redevelopment area and, for the purpose of the report, will be included within the redevelopment area.

Cracknell Park comprises Lots 27, 28 and Crown Reserve 45534 Riversdale Road, with a total area (excluding the foreshore reserve) of 0.6259 ha.

Cracknell Park abuts the foreshore reserve and is located along Riversdale Road. The Park was acquired by the City and created subsequent to the original subdivision of the area.

Portion of the lots that form Cracknell Park are situated within the foreshore recreation area as defined by the MRS Parks and Recreation Reserve. The portion of these lots within the foreshore reserve comprises 0.2765 ha.

Cracknell Park is currently reserved 'Parks and Recreation' under the City of Belmont Town Planning Scheme No. 14, is allocated as public parkland and is proposed to remain as this use in the future.

The park enjoys direct access to the Swan River and associated River Foreshore reserve and is well connected to the precinct.

Cracknell Park was originally purchased by the then Belmont Park Roads Board on 10 June 1927 from the 'Belmont Young Men's Club' for the purpose of a public park.

The land was purchased as part of a contract with the Club, stating that should the 'Belmont Young Men's Club' sell the land to the 'Belmont Park Road Board', that all debts owed by the Club must be relinquished.

Currently, Cracknell Park is well used for passive recreational uses by residents of the precinct, as well as workers whose businesses are located within, or in close proximity of, the precinct (refer to **Photos 1, 2 and 3**).



Photo 1



Photo 2



Photo 3



## 2.3.1.2 CLINIC PARK

Lots 100, 101, 102, 103 Gt Eastern Highway are located within The Springs precinct. They comprise a total area of 0.4013 ha and were, in the past, collectively referred to as Clinic Park (presumably referring to the infant health clinic that previously operated on the land).

Lot 100 was purchased by the City of Belmont on 14 March 1933 and Lots 101, 102, & 103 were resumed compulsorily by the City on 27 June 1945, for the purpose of creating a public park, under the Public Works Act.

The land was zoned 'Highway Development' under the City's earlier Town Planning Scheme, TPS No. 6. However, the land was effectively being used for the purpose of a public park and, as a consequence, was rezoned in 1988 to 'Parks and Recreation' under the City's Town Planning Scheme No. 11.

The land was subsequently rezoned to 'Special Development Precinct' as part of Amendment No. 78 on 13 March 1995. This zone embodied the entire Springs precinct.

The City has resolved to dispose of the land as the clinic no longer operates and the land is not well located for recreational use. The recent rezoning of the land now offers the opportunity to consider alternative development possibilities consistent with the overall precinct development objectives.

## 2.3.1.3 FORESHORE RESERVE

A portion of all privately owned lots fronting the Swan River was compulsorily acquired by the WAPC for the purpose of creating a foreshore reserve. This land is now reserved 'Parks and Recreation' under the Metropolitan Region Scheme.

The reserve is currently in a generally good condition and contains a dual use path and recently planted vegetation (refer to **Photos 4, 5, 6 and 7**). A more detailed description of the vegetation characteristics of the foreshore reserve is provided in Section 5.2.2.



Photo 4



Photo 5



Photo 6



Photo 7

The section of foreshore reserve directly abutting Cracknell Park is a smaller grassed area that contains several tables and chairs suitable for passive recreational use. (Refer to **Photos 8 and 9**).



Photo 8



Photo 9

## 3 SITE ANALYSIS

### 3.1 PHYSICAL DESCRIPTION

The subject site gently rises from Great Eastern Highway to an east-west ridge running centrally through the site; the land then gently falls northward towards Riversdale Road, and, north of Riversdale Road, slopes steeply towards the river. Site levels are described more specifically in Section 5.1.

Those lots located north of Riversdale Road enjoy extensive river views. Several view corridors also exist within the site created by the current road layout.

The site has contained a variety of land uses since its original subdivision, with the predominant land use being low-density single residential. Various other land uses still operate within the precinct and include a place of worship and various commercial land uses, which predominantly front Great Eastern Highway.

Much of the area is now severely degraded with a significant portion of the precinct comprising vacant land. The majority of dilapidated housing was demolished in 2005.

A plan outlining the existing land uses located on site is included at **Figure 7**.

### 3.2 EXISTING TENURE

The site currently comprises 93 separate allotments. LandCorp currently owns over 67% of the land. At the time of writing this report, there are 22 lots remaining in private ownership.

### 3.3 CONTEXT ANALYSIS

The Springs Precinct is positioned as a prime 'Gateway' development site to the Perth CBD, and to the City of Belmont, located at the axis of two major arterial transport routes; the Graham Farmer Freeway & Great Eastern Highway.

The site is located approximately 700-750 metres walk from the Burswood rail station, and provides good connectivity for pedestrians, cyclists and vehicles to the

Station, via an existing bridge between The Springs and the neighbouring light industrial area to the west of Graham Farmer Freeway.

An existing pedestrian underpass is located at the southern corner of the site which allows pedestrians/cyclists direct access to existing retail facilities and other operational commercial land uses located along Great Eastern Highway.

The Burswood redevelopment area is located approximately 350 metres west of the subject site and the Casino/Hotel is located approximately 700 metres away.

Perth City is approximately 5 km west of the subject site, via the Graham Farmer Freeway.

The context analysis is depicted in **Figure 8**.

### 3.4 OPPORTUNITIES AND CONSTRAINTS

The sites key opportunities and constraints are depicted on **Figure 9**.

#### 3.4.1 OPPORTUNITIES

Various opportunities were identified and, where possible, integrated into the design of the Structure Plan. Some of the identified opportunities are beyond the scope of this Structure Plan to fulfil; however, they should be recorded as possible future initiatives for Government consideration. The identified opportunities include:



Good connectivity between the subject site to adjoining residential developments and arterial roads.



Potential for a future bus route through the proposed development along Riversdale Road.

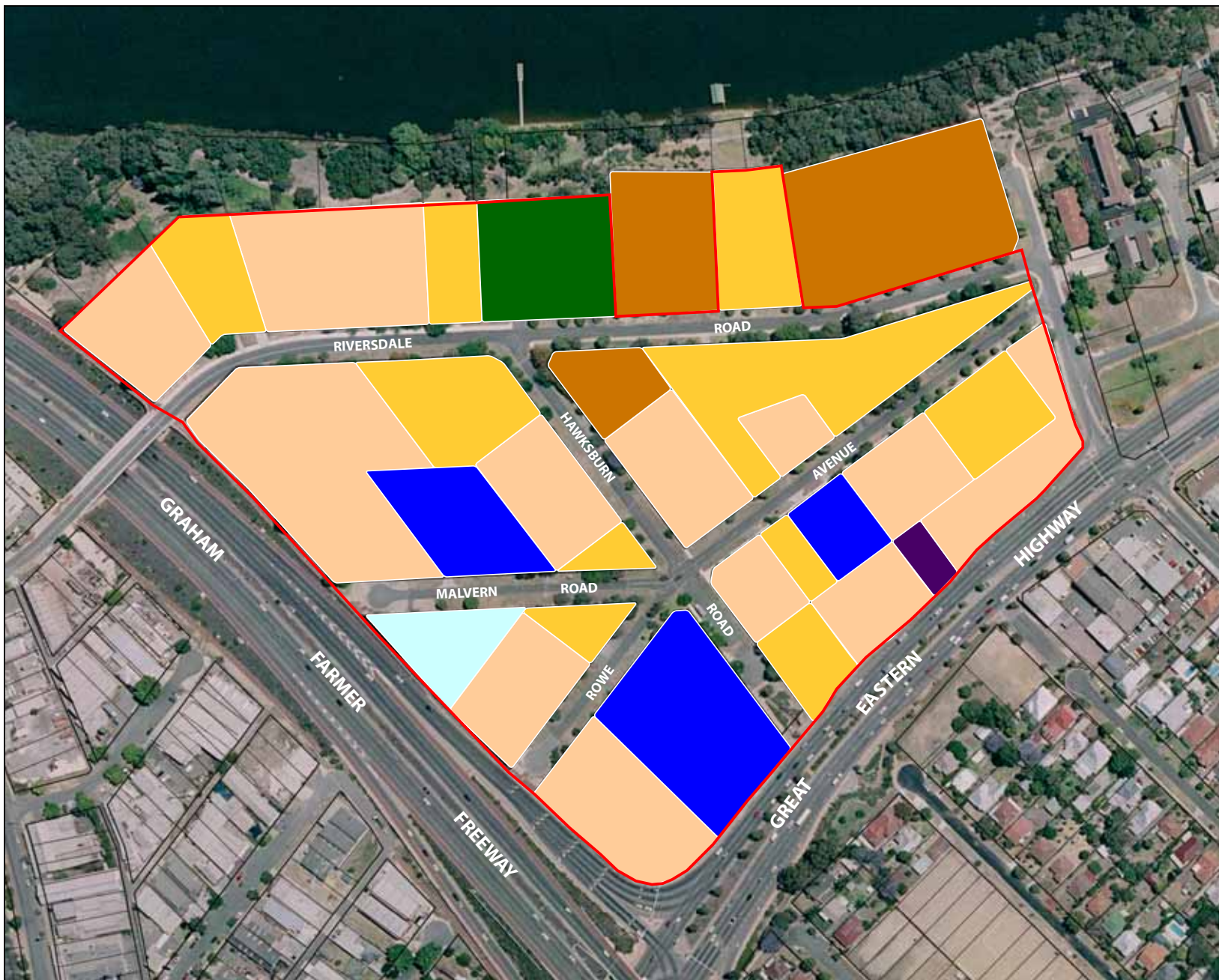


Direct access to the Swan River and associated foreshore reserve via Cracknell Park and Brighton Road.



An existing pedestrian connection (shared path) is located through foreshore reserve north of subject site.





LEGEND

CRACKNELL PARK

PLACE OF WORSHIP

COMMERCIAL

PUBLIC PURPOSE

LOW DENSITY RESIDENTIAL

HIGH DENSITY RESIDENTIAL

VACANT LAND

STRUCTURE PLAN AREA

# EXISTING LAND USE THE SPRINGS REDEVELOPMENT AREA, RIVERVALE



FIGURE  
7

