

Gnangara Rural Community Local Structure Plan No. 99

PART 2

City of Wanneroo



June 2014

Gnangara Rural Community Structure Plan

TABLE OF CONTENTS

Part 2 – Explanatory Report

- 1.0 INTRODUCTION
 - 1.1 Background/Historic Context
 - 1.2 Site Description
 - 1.2.1 Legal Description and Ownership
 - 1.2.2 Land Description

- 2.0 STATUTORY AND STRATEGIC PLANNING CONTEXT
 - 2.1 Metropolitan Region Scheme
 - 2.2 City of Wanneroo District Planning Scheme No. 2
 - 2.3 SPP 2.5 ‘Land Use Planning in Rural Areas’ & Rural Planning Guidelines
 - 2.4 SPP 2.8 ‘Bushland Policy for the Perth Metropolitan Region’
 - 2.5 East Wanneroo Structure Plan
 - 2.6 Planning for Bushfire Protection Guidelines (Edition 2)

- 3.0 LOCAL STRUCTURE PLAN
 - 3.1 Overview
 - 3.2 Elements of the Gnangara Rural Community Local Structure Plan
 - 3.2.1 Area A – Conservation Precinct
 - 3.2.2 Area B – Community Precinct

- 4.0 ENVIRONMENTAL AND BUSH FIRE MANAGEMENT
 - 4.1 Bush Forever Rehabilitation and Management
 - 4.2 Bushfire Management

- 5.0 IMPLEMENTATION OF THE LOCAL STRUCTURE PLAN
 - 5.1 Adoption of the Local Structure Plan
 - 5.2 Development

- 6.0 CONCLUSION

FIGURES

Gnangara Rural Community Structure Plan – Plan A

Figure 1 – Location Plan

Figure 2 – Aerial Plan

Figure 3 – Cadastral Plan

Figure 4 – MRS zoning

Figure 5 – DPS No. 2 zoning

1.0 INTRODUCTION

1.1 Background/Historic Context

The Gngangara Rural Community Local Structure Plan (LSP) progresses the planning over Lot 6, and portions of Lot 9000 (formerly Lot 50) and Lot 10 Sydney and Ocean Reef Roads, Gngangara ('subject land'). The subject land is situated near the intersection of Ocean Reef Road, Mirrabooka Avenue and Sydney Road in Gngangara, with vehicle access provided from a private driveway accessed via Sydney Road (refer Figure 1 – Location Plan).

Amendment Number 123 to the City of Wanneroo District Planning Scheme No. 2 (DPS 2) rezoned the subject land from 'General Rural' to 'Rural Community' zone (RC2) and introduced a number of special provisions within Schedule 15 of DPS 2. The Rural Community zone DPS 2 provisions provide for the preparation of a structure plan to guide the use, development and subdivision of the land. This LSP addresses this requirement.

The subject land has historically been utilised by the Gngangara Aboriginal community and in the past supported approximately 12-15 residential dwellings, a non-government school and associated administration buildings, a small community church building, a private cemetery, a small workshop, an oval, ancillary infrastructure and internal private roads. A small number of these facilities have been retained or replaced within the subject site, including the aboriginal cemetery, two dwellings and the small workshop (refer Figure 2 – Aerial Photo). The Rural Community zone contains elements of Aboriginal cultural and local significance which will be protected on site.

A significant portion of the subject land comprises remnant Banksia woodland which is identified as 'Bush Forever Site No. 463' and which is protected by a Department of Protection and Wildlife (DPaW) conservation covenant, registered on the title of the subject land. The conservation covenant is supported by management guidelines and a DPaW approved Bush Forever Rehabilitation and Management Plan which set out how the Bush Forever area is to be rehabilitated and managed. The Bush Forever area also acts as a buffer to separate the industrial development to the south and the Rural Community from the Special Rural lots to the north and west. This area is identified as Area A – Conservation Precinct on the LSP Map (Plan A).

The balance of the site will continue to be utilised for a range of existing and historic rural community purposes. This area is identified as Area B Community Precinct on the LSP Map (Plan A).

A Bushfire Management Plan has been prepared which demonstrates a balanced approach between maintaining the biodiversity conservation objectives of the Bush Forever area and appropriate bushfire risk management measures.

1.2 Site Description

1.2.1 Legal Description and Ownership

The cadastral lots comprising the subject land have an area of 24.1 hectares (refer Figure 3 Cadastral Plan). The Rural Community zone comprises Lot 6, and portions of Lot 9000 (formerly Lot 50) and Lot 10 Sydney and Ocean Reef Roads, Gngangara. It is noted that two portions of unconstructed road reserve are also included within this structure plan area. The Certificate of Title details for the 3 lots are summarized in Table 1.

Table 1. Rural Community Lot Details

Lot Details	Certificate of Title details	Lot area (within Rural Community zone)
Lot 6 Sydney Road, Gngangara	Vol 2775, Fol 79 on Diagram 40305	18.99Ha
Portion of Lot 10 Sydney Road, Gngangara	Vol 1968, Fol 62 on Diagram 83662	1.94Ha
Portion of Lot 9000 (formerly Lot 50) Ocean Reef Road, Gngangara	Vol 2828, Fol 334 on Diagram 400352	3.17Ha
Lot Land Area (approx.)		24.11Ha

The above lots are all within a single ownership. An amalgamation process is proposed to combine Lot 6 with the portions of Lots 10 and 9000, comprising the Bush Forever area, into a single lot.

1.2.2 Land Description

Approximately 5.75ha of the subject land, within predominantly cleared/parkland cleared areas and containing the existing infrastructure, will continue to be utilised for community purposes and is identified as Area B – Community Precinct. The balance of the site is to be rehabilitated for conservation and/or protected as Bush Forever Area No. 463 and is identified as Area A – Conservation Precinct.

The condition of the vegetation within the Bush Forever site ranges from Degraded to Excellent based on the scale of Keighery (Government of Western Australia 2000), with the majority of vegetation mapped in good condition characterised by low weed frequency. Site investigations identified some plant species under stress particularly at the elevated areas in the north-west of the site. This is considered to be a combination of concurrent dryer than average winters and the depth to the water table in this location. The vegetation community has been identified as potential Carnaby's black-cockatoo habitat. The protection and ongoing management, including

rehabilitation, of the Bush Forever area and adjacent 'conservation purpose' areas will ensure that this habitat function is retained in perpetuity.

The general landform is a remnant dune system with an elevation that varies from approximately RL70m in the north west, to approximately RL66m near Ocean Reef Road and to approximately RL 46m along Sydney Road. Soils across the majority of the site are predominantly yellow to pale sands derived from Tamala Limestone with some light grey to yellow Bassendean sand on the eastern fringe of the subject land.

Groundwater monitoring has confirmed that groundwater flow is in a south westerly direction and, as such, the Rural Community site is located hydraulically and topographically up-gradient from the adjacent industrial area. Groundwater is at approximately 40 - 41m AHD and this equates to a depth of between 4 – 30m across the Bush Forever site depending on local topography.

2.0 STATUTORY AND STRATEGIC PLANNING CONTEXT

2.1 Metropolitan Region Scheme

The majority of the subject land is zoned 'Rural' under the Metropolitan Region Scheme (MRS) with the Aboriginal cemetery reserved as 'Public Purpose – Special Use'. MRS amendment (1216/57), gazetted on 30 March 2012, as it relates to the subject land, modified the MRS Bush Forever overlay to be consistent with the DPaW conservation covenant boundary (refer Figure 4 – MRS zoning).

Generally, the land to the north and west of the subject land is also zoned 'Rural' in the MRS, the land to the south is zoned 'Industrial' and the land directly to the east associated with Lake Gnangara is reserved for 'Parks and Recreation'.

2.2 City of Wanneroo District Planning Scheme No. 2

The subject land is zoned 'Rural Community (RC2) in the City of Wanneroo District Planning Scheme No. 2 (DPS 2) and also reflects the 'Public Purpose - Special Purpose' MRS reserve over a portion of the site (refer Figure 5 – DPS2 zoning). DPS2 Amendment No. 123 introduced Schedule 15 special provisions that identify requirements to protect the Bush Forever area and also set out matters which are addressed in the LSP.

The land to the south of the subject site is zoned 'General Industrial' and 'Industrial Development' in DPS2 whilst the land to the north is zoned 'Special Rural' with a small portion zoned 'Park and Recreation' corresponding with 'Tuscan Park'.

2.3 State Planning Policy 2.5 'Land Use Planning in Rural Areas' (SPP 2.5) and Rural Planning Guidelines

The Rural Community zone and the subject Local Structure Plan is consistent with, and provides a more detailed framework for the implementation of, SPP 2.5 and the related Rural Planning Guidelines. SPP 2.5 identifies that rural land contains areas that are important for conservation, cultural and recreation purposes and it has an objective of protecting and improving environmental and landscape assets. SPP2.5 supports and promotes private conservation areas and the establishment of environmental corridors, consistent with what is being delivered through the Rural Community zone and subject LSP.

The LSP recognizes the environmental significance of the Bush Forever area and the cultural significance of the Aboriginal cemetery and provides for limited rural living opportunities outside of these areas in a manner that will protect these assets. This includes ensuring building envelopes and related building protection zones are sited outside of the boundaries of the Bush Forever area as demonstrated in LSP Plan A. Further details are provided in Sections 3 and 4 of this report.

2.4 State Planning Policy 2.8 'Bushland Policy for the Perth Metropolitan Region' (SPP 2.8)

The aim of this policy is to provide for bushland protection and management in the Perth metropolitan area. A number of areas of conservation value have been identified, and these include sites identified as Bush Forever. The policy supports private land conservation initiatives through government programs and measures, such as conservation covenants, assessments and funding assistance.

During the recent MRS and DPS 2 amendment processes relating to the subject land and associated Bush Forever negotiated planning solution, the boundaries of the Bush Forever area were established, reflected in the MRS Bush Forever overlay (Refer Figure 4 – MRS zoning) and a Department of Parks and Wildlife (DPaW) (formerly Department of Environment and Conservation) Conservation Covenant established to ensure protection and management of the agreed Bush Forever area consistent with the policy objectives of SPP 2.8. As the Bush Forever area is to be managed in private ownership, a DPaW approved Bush Forever Rehabilitation and Management Plan is to be implemented by the landowner and administered by DPaW.

2.5 East Wanneroo Structure Plan

The site is identified in the East Wanneroo Structure Plan (EWSP) for industrial investigation and Bush Forever purposes with confirmation of the ultimate landuse to be determined subject to further detailed planning. This detailed planning has now been effected with i) rezoning of the subject land for Rural Community purpose and the land to the south for industrial landuse; ii) modification of the MRS Bush Forever overlay and introduction of the DPaW Conservation Covenant; and iii) approval of local structure plans for the adjacent industrial development. The LSP is consistent with the EWSP which promotes the protection of areas of environmental significance and an appropriate interface with surrounding landuses.

2.6 Planning for Bushfire Protection Guidelines (Edition 2)

The Planning for Bushfire Protection Guidelines outline a range of matters to provide an appropriate level of protection from bush fires. In accordance with these Guidelines, a Bushfire Management Plan has been prepared for the subject land to identify fire prevention measures and to define building construction standards for proposed dwellings. The Bushfire Management Plan has been reviewed and is compliant with the Draft SPP 3.7 'Planning for Bushfire Risk Management' (2014) and associated draft 'Planning for Bushfire Risk Management Guidelines.

The Bushfire Management Plan identifies the requirements for dwellings to be constructed to Bushfire Attack Level (BAL) 19 as set out in Australian Standards AS3959 'Construction of Buildings in Bushfire-Prone Areas'. The Bushfire Management Plan also identifies a Building Protection Zone adjacent to the Bush Forever boundary to create a dwelling exclusion zone. This ensures no clearing is required within the Bush Forever area to manage bushfire risk.

3.0 LOCAL STRUCTURE PLAN

3.1 Overview

The intention of the Rural Community zone and this LSP is to protect and enhance the areas of environmental and cultural significance and to maintain a sustainable small-scale community presence that recognises the historical and Aboriginal significance of the site.

3.2 Elements of the Gngangara Rural Community Local Structure Plan

The design of the structure plan recognises and incorporates the unique environmental, cultural and historical elements of the subject site. The key elements of the LSP are further outlined below.

3.2.1 Area A – Conservation Precinct

Portions of Lots 6, 10 and 9000 (formerly Lot 50) Sydney Road, Gngangara contain the Starlight Grove Bush Forever site (No. 463). The Bush Forever site is to remain as freehold land and will be retained and managed in the long term by the landowner in accordance with an existing Conservation Covenant and associated Management Guidelines and a Rehabilitation Management Plan supervised by the DPaW. The Conservation Covenant and Guidelines set out the management actions that will facilitate the conservation, preservation, rehabilitation and management of the Bush Forever area. A number of areas for rehabilitation are proposed within the site, and will establish an environmental corridor between the core Bush Forever area and Lake Gngangara. This will also enhance the buffer to the Special Rural estate to the north.

In addition to the Bush Forever site, an area of Carnaby Black Cockatoo habitat will be established in the 'Conservation Precinct' area located adjacent to the Bush Forever area. This area provides contiguous planting enhances the buffer by providing additional vegetation screening between the rural community and industrial zones and effectively increases the Bush Forever core conservation area. The area will be established in Winter 2014 and will be monitored for a period of two years to achieve local foraging species for Black Cockatoos. It will be maintained thereafter by the landowner in a manner consistent with the conservation covenant guidelines which apply to the adjoining Bush Forever area.

3.2.2 Area B – Community Precinct

This precinct will contain the existing community uses with provision for limited additional uses.

Public Purpose – Special Use

The Gnangara Aboriginal Cemetery is registered by the Department of Aboriginal Affairs as Aboriginal Heritage Site No 1017. The cemetery has approximately 13 graves within a fenced area within a natural bush setting which is proposed to be retained. The cemetery is to be excised as a crown land reserve which can then be vested with an appropriate management authority to ensure its cultural heritage values are protected, commensurate with its Aboriginal heritage listing.

Civic and Cultural zone

An existing workshop and compound is to be retained on site. This is intermittently used by members of the community for limited workshop and training activities.

A small scale community building, previously located on Lot 10, will reestablish a facility which can be used to hold Directors meetings and maintain records to ensure governance matters are undertaken in accordance with the Commonwealth Office of the Registrar of Indigenous Corporations (ORIC) requirements.

Dwellings

It is understood that historically there were up to 12-15 dwellings as well as other associated community infrastructure (previously noted) located at the site, however, at the time of the DPS 2 rezoning the number of dwellings had approximately halved. Two of the dwellings were recently replaced in the Rural Community zone and are located within 2 of the building envelopes depicted on the LSP Plan A. The LSP makes provision for up to a further 2 dwellings and ancillary structures within designated building envelopes on the site. Occupancy of each dwelling is to be limited and will be managed through a formal lease overseen by an independent external property manager. The two possible future dwelling locations are identified on the LSP by building envelopes and Part 1 provisions require that buildings comply with the Bushfire Management Plan, including higher construction standards.

While the number of dwellings identified is significantly less than what has historically existed at the site, this outcome is considered consistent with the vision of retaining a small-scale community presence at the site and maintain community links to the cemetery, bushland and other sites of cultural significance. The proposed average dwelling density of 1 dwelling/6ha over the structure plan area is significantly less than the surrounding Special Rural lots.

Site Access

Access to the site will be via an internal driveway accessed from Sydney Road. This vehicle access and service corridor will serve as a firebreak and hard edge interface to the Bush Forever area along this section of the site.

The structure plan design promotes passive surveillance and dwelling separation to promote low-density rural amenity. Fencing and gates will be

located at key points with access appropriately managed. Access to the dwellings is intended to be controlled via a security gate and security cameras will be installed in key locations to manage access to the site by non-residents.

4.0 ENVIRONMENTAL AND BUSH FIRE MANAGEMENT

4.1 Bush Forever Rehabilitation and Management

The landowner has commenced the implementation of a DPaW approved Bush Forever Rehabilitation and Management Plan (BFRMP), which identifies the initial rehabilitation and associated management works that are required to be completed to ensure the Bush Forever site can be managed by the landowner thereafter in accordance with the Conservation Covenant and Nature Conservation Covenant Program Management (NCCPM) Guidelines. Site preparation, including weed control, has commenced with rehabilitation planting scheduled for winter 2014.

This BFRMP outlines a process for the rehabilitation of areas which were identified for such in the Conservation Covenant and proposes a number of mitigation and management measures to ensure the Bush Forever site is retained and its habitat functions are enhanced in a manner which will facilitate ongoing management by the landowner. This BFRMP is not intended to duplicate or supersede the NCCPM Guidelines, but rather to set out the rehabilitation and management activities which will be implemented on the site and as such, it is intended to be consistent with and be read in conjunction with the Conservation Covenant and associated NCCPM Guidelines. Accordingly DPaW, as the approval authority for this document, will ensure consistency between the objectives of the BFRMP and the existing Nature Conservation Covenant and related auditing processes.

The BFRMP is not intended to be administered by the City of Wanneroo, however, is included as a Part 3 Technical Appendix to inform the environmental outcomes and demonstrate that appropriate environmental rehabilitation measures are in place as required by the DPS 2 Schedule 15 provisions.

Specifically, the BFRMP comprises:

- Bush Forever site description;
- Identification of the general management actions required to delineate the boundaries and facilitate ongoing management of the Bush Forever site by the landowner (e.g. weed control, fencing, signage and any fire management requirements);
- Identification of rehabilitation areas and objectives for rehabilitation, including any site specific characteristics and requirements;
- Description of the relationship of the rehabilitation and general management actions with the subdivision development works associated with the adjacent industrial estate (i.e. seed collection and topsoil salvage); and
- Monitoring and reporting requirements up until the point whereby the BFRMP requirements are addressed and then ongoing management requirements commence in accordance with the Conservation Covenant.

4.2 Bushfire Management

A Bushfire Management Plan (BMP) has been prepared for the Rural Community zone and is contained as a technical appendix in Part 3 of this LSP. Vegetation within the areas identified for community uses, including dwellings, has been modified and generally represents 'low' to 'moderate' bushfire risk. The BMP requires that dwellings are required to be constructed to Australian Standard 3959 'Construction of Buildings in Bushfire-Prone Areas (AS 3959) and building envelopes have been sited to achieve the Bushfire Protection Zone separation distances identified in the BMP. The BMP identifies the required existing fire access tracks which will be maintained as firebreaks within the subject land.

The BMP demonstrates that bushfire risk can be minimised and appropriately managed without adversely affecting the natural environment, particularly the Bush Forever area. Due to the proximity of the Special Rural dwellings to the north and west of the subject land, it is also important that precautionary measures are put in place to aid in the prevention of future fires.

Bushfire management and protection of the Bush Forever area are intrinsically linked. For example, management of grass weeds, such as perennial veldt grass, is important to reduce the fire fuel load in the Bush Forever area, and is consistent with the objectives of the BFRMP to control invasive weed species. The City of Wanneroo has commenced an annual program of mosaic burns within the subject site which is intended to reduce fuel loads in key identified areas of the site. The program will be staged over a number of years to ensure that the integrity of the conservation area is protected.

5.0 IMPLEMENTATION OF THE LOCAL STRUCTURE PLAN

5.1 Adoption of the Local Structure Plan

This LSP, comprising Part 1 – Statutory Provisions, Part 2 – Explanatory Report and Part 3 – Technical Appendices, has been prepared in accordance with the requirements of DPS 2 and is submitted under clause 9.4 for advertising by Council. The formal adoption of the LSP by Council following consideration of submissions and then by the Western Australian Planning Commission will follow.

5.2 Development

The LSP will be implemented through the development process. The Part 1 provisions identify those specific matters which relate to the LSP area and will require further consideration during the subsequent development processes.

6.0 CONCLUSION

The Rural Community Zone serves a number of important functions:

- It identifies the conservation significance and environmental values of Bush Forever Area No. 463 and is consistent with and will support the implementation of the DPaW Bush Forever conservation covenant, related guidelines and the Rehabilitation and Management Plan ensuring appropriate development occurs outside of this conservation area.
- It recognises and protects the Aboriginal cultural and heritage values of the site including the Aboriginal cemetery and guides the ongoing use of the land by the Noongar Community Aboriginal Corporation, albeit on a much reduced scale.
- It operates as a buffer between the existing 'Special Rural' development to the north and west and the future industrial development to the south and east.
- It formalises the nature and limits the extent of landuses on the site.
- It demonstrates that Bushfire criteria requirements can be achieved without compromising biodiversity conservation objectives and bushfire risk management measures.

In conclusion, the LSP demonstrates the appropriate landuse and integration of the key elements of the Gnaragara Rural Community and confirms that relevant planning matters have either been addressed through separate planning and environmental processes or can otherwise be addressed and delivered in accordance with this LSP through the subsequent development processes.

FIGURES

Gnangara Rural Community Structure Plan – Plan A

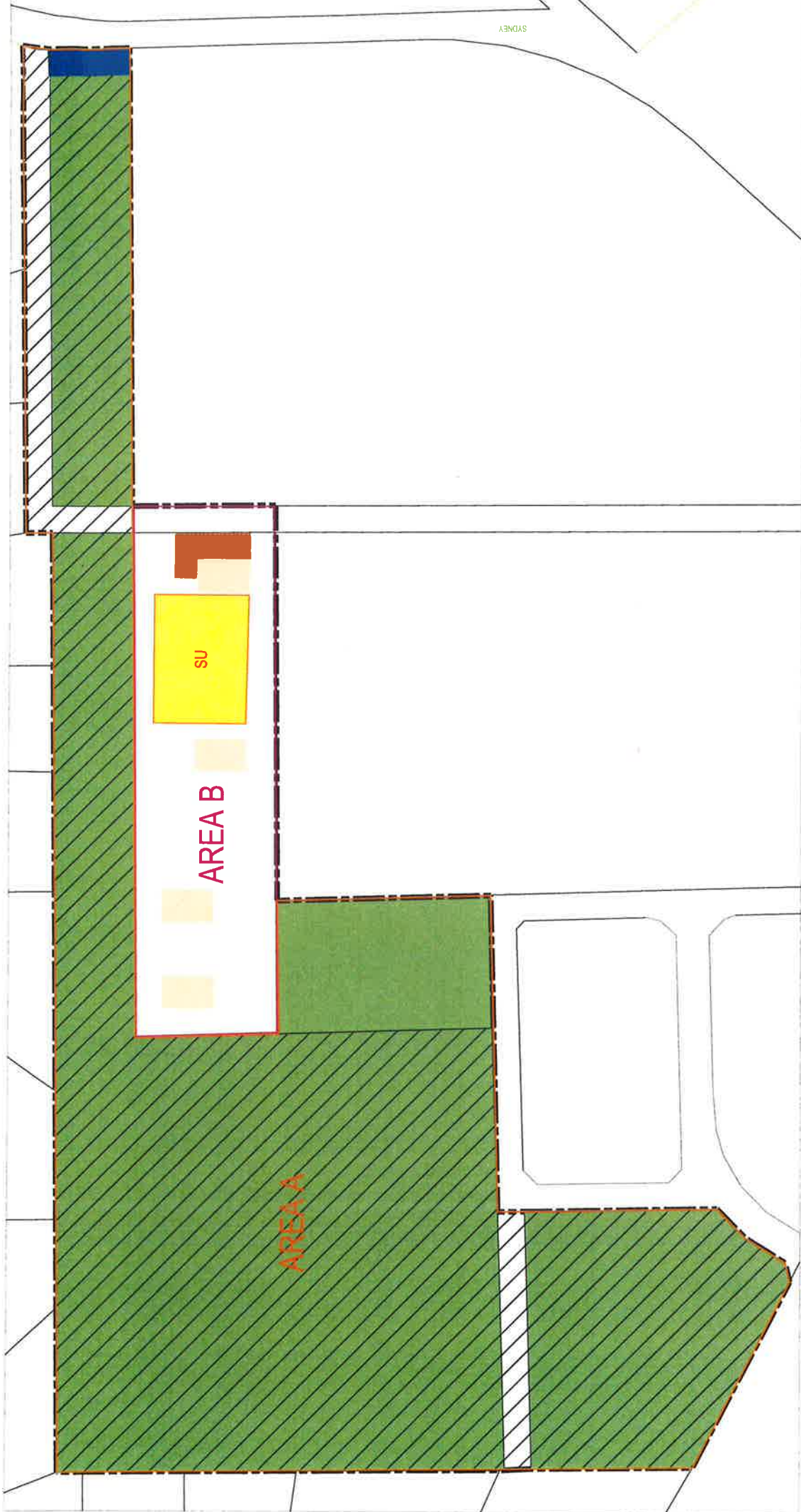
Figure 1 – Location Plan

Figure 2 – Aerial Plan

Figure 3 – Cadastral Plan

Figure 4 – MRS zoning

Figure 5 – DPS No. 2 zoning



LEGEND

- AREA A - Conservation Precinct
- Building Envelope
- Sydney Road Widening
- Public Purpose - Special Use
(Aboriginal Cemetery - Registered Aboriginal
Heritage Site no. 1017)
- SU
- Civic and Cultural
- AREA B - Community Precinct
- Bush Forever - Area 463
- Structure Plan Boundary



GNANGARA RURAL COMMUNITY LOCAL STRUCTURE PLAN (PLAN A)

Lot 6 and portions of Lots 9000 & 10 Sydney and Ocean Reef Roads,
Gnanagara - City of Wanneroo

DISCLAIMER: AREA SUBJECT TO APPLICATION. CARTRIDGEWAYS DIAGRAMMATIC ONLY. ALL AREAS AND DIMENSIONS ARE APPROXIMATE ONLY AND ARE SUBJECT TO FURTHER SURVEY ENGINEERING AND DETAIL DESIGN.

date: 15/01/2017 scale at A2 ref: ref revised



FIGURE 1: LOCATION PLAN

Lot 6 and portions of Lot 9000 and 10 Sydney and Ocean Reef Roads, Gwangalara City of Wanneroo





FIGURE 2: SUBJECT AREA - AERIAL

Lot 6 and portions of Lot 9000 and 10 Sydney and Ocean Reef Roads, Gnangara
City of Wanneroo



DISCLAIMER: AREA SUBJECT TO APPLICATION. CARPARKWAYS DIAGRAMMATIC ONLY. ALL AREAS AND DIMENSIONS ARE APPROXIMATE ONLY AND ARE SUBJECT TO FURTHER SURVEY ENGINEERING AND DETAIL DESIGN.

date 17.03.24 | scale at A3 1:2000 | ref A_3551-CONV01-B004 | revised

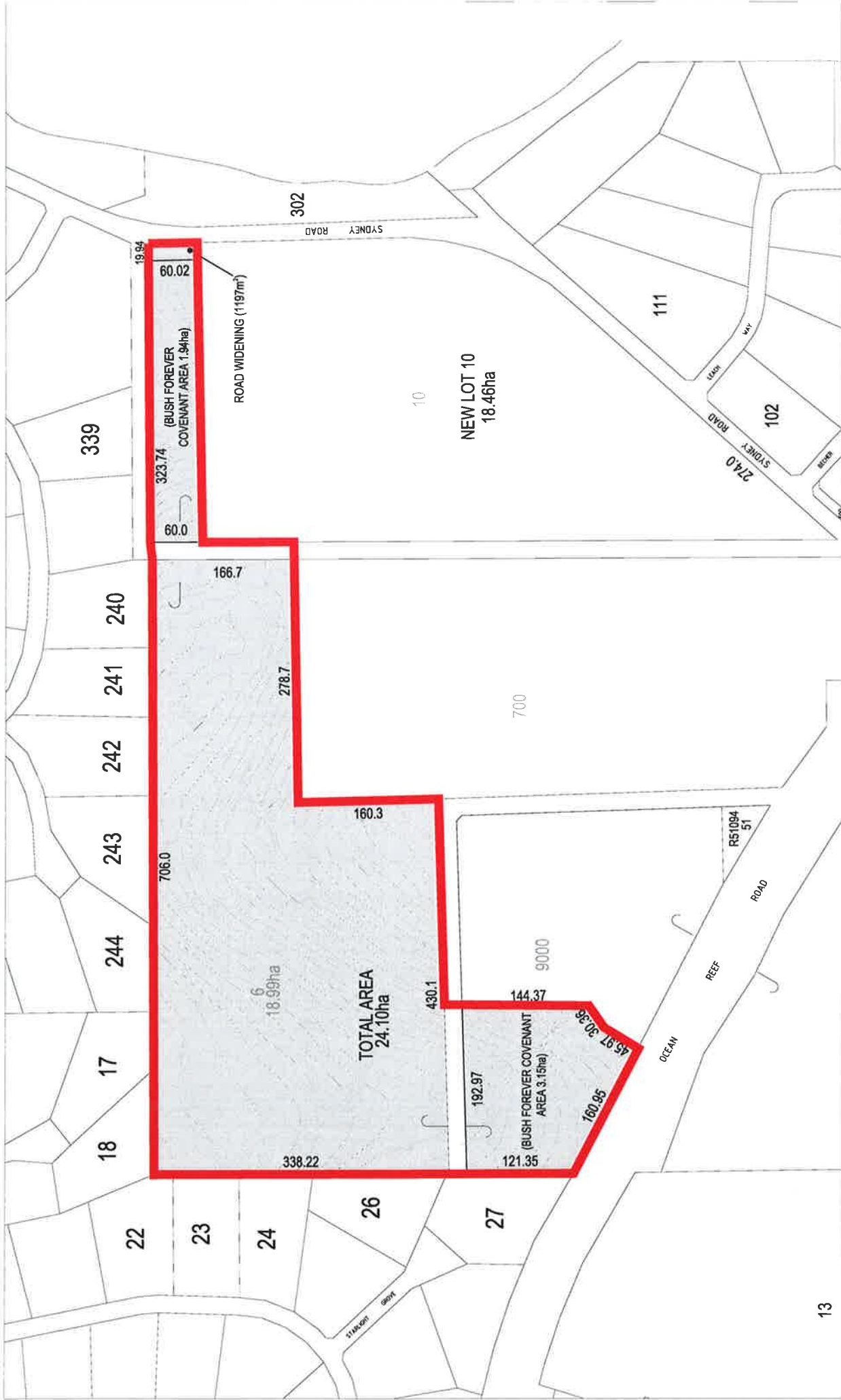


FIGURE 3: CADASTRAL PLAN

Lot 6 and portions of Lot 9000 and 10 Sydney and Ocean Reef Roads, Gnangara
City of Wanneroo

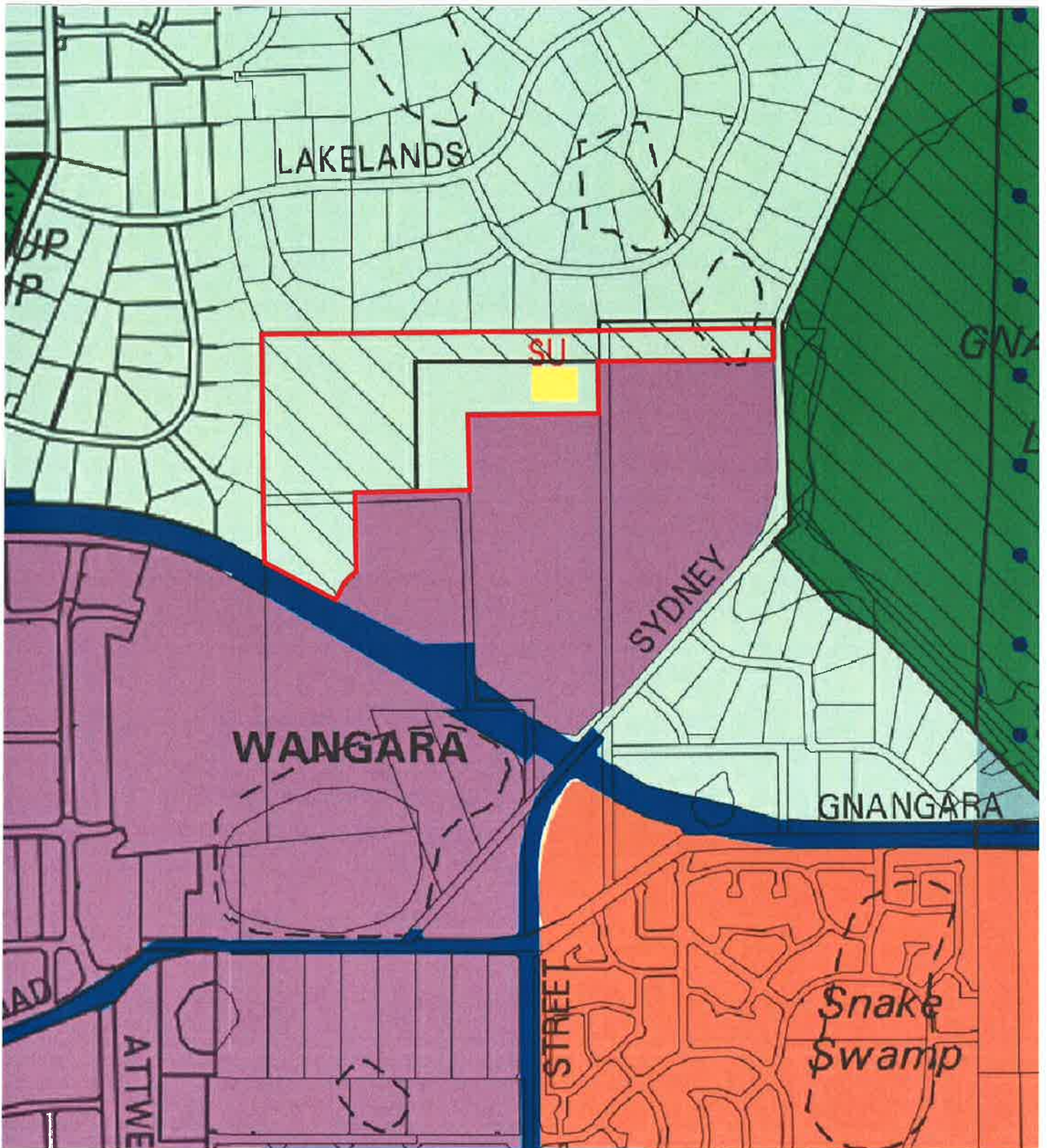


0m 50m 100m

date 18.11.10 scale at A3 ref 1354-D000101-01-06 revised



masterplan



Legend

Reserved lands

-  parks and recreation
-  water catchments
-  primary regional roads

-  other regional roads
-  public purposes
denoted as follows:
 special uses

Zones

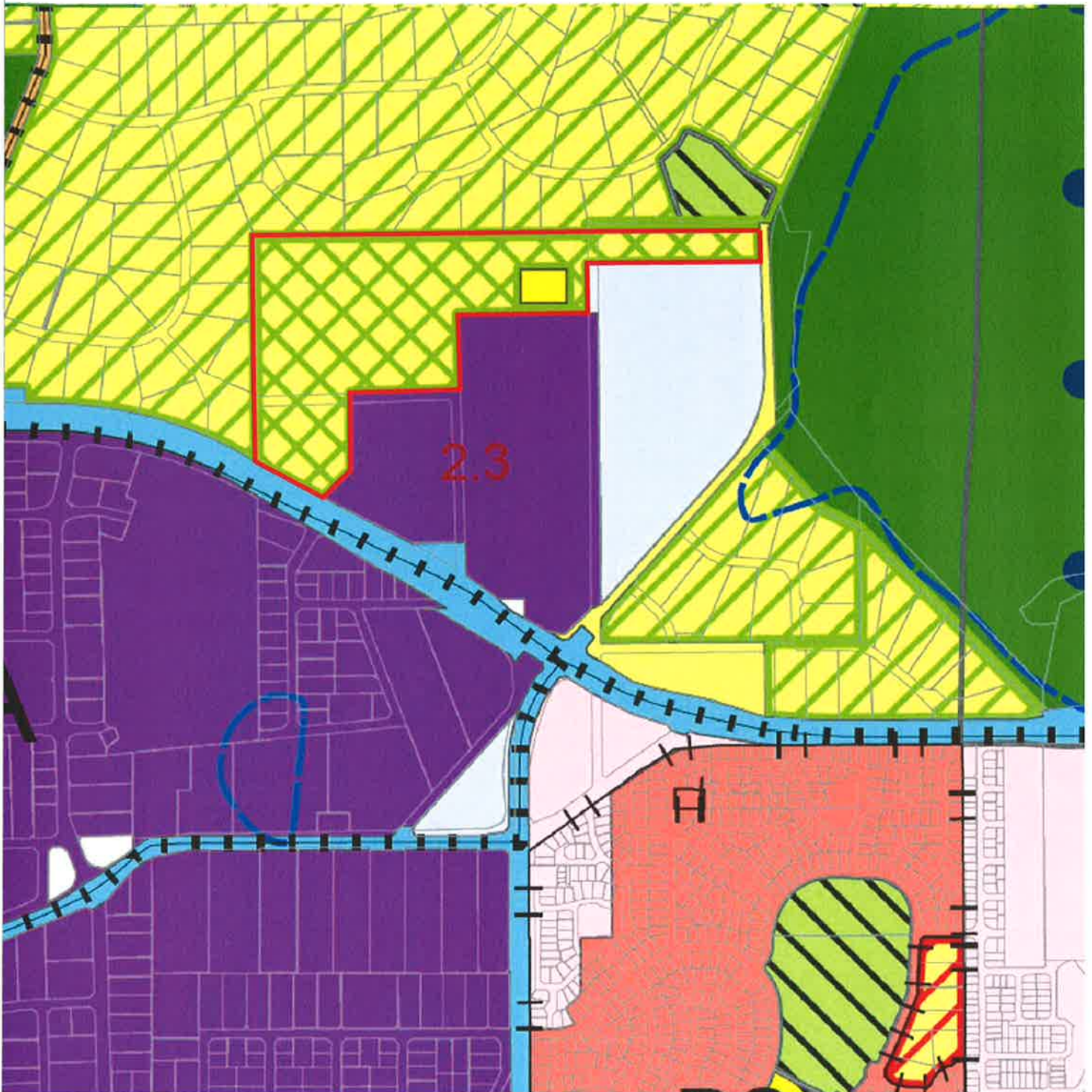
-  urban
-  urban deferred
-  industrial
-  rural

Notice of delegation

-  bush forager area

FIGURE 4: MRS

Lot 6 and portions of Lot 9000 and 10 Sydney and Ocean Reef Roads, Gnangara
City of Wanneroo



LEGEND

METROPOLITAN REGION SCHEME RESERVES

- PARKS & RECREATION
- WATER CATCHMENT
- CIVIC AND CULTURAL
- OTHER REGIONAL ROADS
- PUBLIC PURPOSE
- DEVOTED AS FOLLOWS:
- SU SPECIAL USES

LOCAL SCHEME RESERVES

- PARKS & RECREATION
- PUBLIC USE
- DEVOTED AS FOLLOWS:
- HS HIGH SCHOOL
- PS PRIMARY SCHOOL

ZONES

- RESIDENTIAL
- SPECIAL RESIDENTIAL
- MIXED USE
- COMMERCIAL
- SERVICE INDUSTRIAL
- GENERAL INDUSTRIAL
- CENTRE
- URBAN DEVELOPMENT
- INDUSTRIAL DEVELOPMENT
- RURAL RESOURCE
- SPECIAL RURAL
- RURAL COMMUNITY
- SPECIAL
- CIVIC & CULTURAL

FIGURE 5: City of Wanneroo District Planning Scheme no.2

Lot 6 and portions of Lot 9000 and 10 Sydney and Ocean Reef Roads, Ghangara
City of Wanneroo