

11th December 2024

Aaron Cook
Acting Chief Executive Officer
Shire of Coolgardie
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Dear Aaron

**DEVELOPMENT APPLICATION: REDEVELOPMENT OF WIDGIEMOOLTHA ROADHOUSE AND TAVERN:
LOT 124 ON DEPOSITED PLAN 181366 KINGSWOOD STREET, WIDGIEMOOLTHA**

1. INTRODUCTION

Edge Planning & Property act on behalf of IOR Property Group Pty Ltd (IOR) who are seeking development approval regarding the above.

This correspondence outlines the site's context and characteristics, the planning framework, the redevelopment proposal and sets out planning considerations and planning justification. This correspondence demonstrates that the proposed redevelopment is consistent with the planning framework and the principles of orderly and proper planning.

2. THE SITE AND ITS CONTEXT

2.1 Overview

The application site (to be called the 'site') is Lot 124 Kingswood Street, Widgiemooltha.

Relevant information relating to the site includes:

- It is legally described as Lot 124 on Deposited Plan 181366 and has an area of 6069m²;
- It is located on the corner of Kingswood Street and the Coolgardie-Esperance Highway in the Widgiemooltha townsite. Both of these roads are sealed;
- The site adjoins and is surrounded by vacant (unallocated) Crown land;
- The site contains the existing Widgiemooltha roadhouse and tavern plus contains workforce accommodation and supporting facilities;
- It is predominantly cleared;
- All required services are available including that it is connected to the reticulated water system;
- Vehicle access to Coolgardie-Esperance Highway is informal and is not controlled by kerbing;
- Most of it is gently sloping with a height of around 320 metres Australian Height Datum (AHD);
- It is not classified as a registered contaminated site;
- Part of the roadhouse extends into the road reserve. Additionally, various improvements (including tanks) are located in the Kingswood Street reserve (this Development Application proposes to move the tanks from the road reserve); and
- The site's physical features present no constraints to the Development Application.

The submitted plans include an existing conditions plan showing existing buildings and improvements.

The site forms an important meeting place in Widgiemooltha along with providing essential fuel, food and accommodation. The site is strategically located which optimises its exposure for local, state and national traffic.

The site's context, the planning framework (section 3), Shire and Main Roads Western Australia (MRWA) advice plus technical investigations have contributed to the design summarised in section 4 and outlined in the submitted plans.

2.2 Heritage

The Department of Planning, Lands and Heritage's Aboriginal Heritage Inquiry System reveals there are no Registered Aboriginal Sites applying to the subject land. While noting this, land developers have an obligation under the *Aboriginal Heritage Act 1972* to protect places and objects in Western Australia that are important to Aboriginal people because of the connections to their culture.

The site does not contain any structure or place of non-indigenous heritage significance on the *Shire of Coolgardie Heritage Survey* or on the Shire's Heritage List. The Widgiemooltha town is identified as Place 07388 on inHerit. The townsite is classified as Category 4 in the Municipal Inventory (survey). The statement of significance is the town is 'An important site worth marking.'

3. PLANNING FRAMEWORK

3.1 Overview

The Development Application is consistent with the planning framework including State, regional and local plans. This includes consistency with the *Shire of Coolgardie Local Planning Scheme No. 5*. There are also several Department of Water and Environmental Regulation publications of relevance including WQPN 52: *Stormwater management in industrial sites*.

3.2 State and regional planning framework

The following legislation, strategies and policies are of relevance to the Development Application:

- *Planning and Development (Local Planning Schemes) Regulations 2015*;
- *State Planning Strategy 2050* - sets a broad strategic plan for Western Australia built on sustained growth and prosperity. The Strategy highlights the importance of job creation, economic diversity and supports developing strong and resilient regions;
- *State Planning Policy 1 State Planning Framework Policy*;
- *State Planning Policy 2 Environment and Natural Resources*;
- *State Planning Policy No. 2.9 Water Resources*;
- *State Planning Policy 5.4 Bushfire* - the site is classified as bushfire prone at <https://maps.slip.wa.gov.au/landgate/bushfireprone/>;
- *State Planning Policy No. 7.0 Design of the Built Environment*;
- *Government Sewerage Policy* - the site is not within a sewage sensitive area;
- *Planning for Bushfire Guidelines*;
- *Workforce Accommodation Position Statement*;
- *Goldfields-Esperance Regional Planning and Infrastructure Framework*; and
- *Goldfields-Esperance Regional Investment Blueprint*.

3.3 Local planning framework

3.3.1 Shire of Coolgardie Local Planning Scheme No. 5

The site is zoned 'Rural Townsite' in the *Shire of Coolgardie Local Planning Scheme No. 5* (LPS5). There are various sections of LPS5 text which are relevant to the Development Application. Section 5.13 of this correspondence outlines key sections and assesses how the proposed redevelopment addresses LPS5. The proposed development complies with LPS5 requirements, including it is consistent with Rural Townsite zone objectives, other than parking provision.

Relevant sections from LPS5 that influence this Development Application include:

- Clause 16 states the objectives for the Rural Townsite zone are 'to provide for a range of land uses that would typically be found in a small country town';
- The proposed redevelopment is best described as proposing the uses of service station, tavern and workforce accommodation. Clause 38 sets out the definitions;
- The Zoning Table (Table 3) sets out that service station is a 'D' (discretionary) use, tavern is a 'D' use and workforce accommodation is an 'A' use in the Rural Townsite zone. This means the Shire has the statutory power to consider the proposed redevelopment;
- Schedule 2 – minimum setbacks from boundaries. This sets out the Council has discretion for all development setbacks in the Rural Townsite zone; and
- Schedule 3 – Parking Requirements sets out car parking requirements for service station and tavern. No standard is set for workforce accommodation.

Coolgardie-Esperance Highway is a Primary Distributor Road reserve.

3.3.2 Shire of Coolgardie Local Planning Strategy

The Local Planning Strategy states, in relation to Widgiemooltha, to 'Allocate 'Townsite Zone' to parts of Widgiemooltha'. The Strategy supports economic development if relevant planning considerations are appropriately addressed.

3.3.3 Local Planning Policies

There are no Local Planning Policies of direct relevance to this application.

3.3.4 Shire of Coolgardie Community Strategic Plan 2018 - 2028

The Community Strategic Plan sets the community's vision for the future and it is the principal strategic guide for the Council's future planning and activities. The plan supports the growth and diversification of the local economy. The Plan incorporates ESG (environment, social and governance) which commits the Shire to integrate ESG into its internal functions.

3.3.5 Other strategies

There are various other strategies and documents of relevance. This includes the Shire's Strategic Tourism Plan. These documents seek a broadening of the visitor and tourist accommodation offering and promoting tourism to diversify, grow and sustain the economy.

3.4 Planning framework implications for the Development Application

Common themes of the legislation, policies, strategies, plans and LPS5 and their implications for the Development Application include:

- Addressing land use compatibility and effective management;
- Built form/design;

- Addressing traffic impacts and traffic safety;
- Appropriate servicing;
- Addressing bushfire risks;
- Promoting tourism and community development; and
- Supporting sustained growth, job creation and economic development.

Based on the above, the Development Application is consistent with the planning framework and is consistent with the principles of orderly and proper planning.

4. PROPOSED DEVELOPMENT

4.1 Overview

The Development Application seeks development approval to redevelop the Widgiemooltha roadhouse and tavern. In particular, development approval is sought for the following:

- A service station (unmanned truck facility plus a light vehicle fuel station);
- Demolition of the existing roadhouse and tavern;
- Ancillary works (includes toilets);
- Various signs including a pylon sign, business ID sign and entry/exit signs;
- Relocating the existing amenities and laundry building and relocating the smaller workforce accommodation building; and
- Relocating existing tanks from the Kingswood Street reserve onto the IOR site.

Details are provided with the submitted plans.

IOR are committed to substantial investment on the site.

4.2 Service station

The service station consists of two components:

- An unmanned truck facility which will operate 7 days a week and 24 hours a day; and
- A light vehicle fuel station which will operate 7 days a week and 24 hours a day.

The design separates light vehicle traffic from large vehicle traffic.

The southern part of the site is dedicated to refuelling larger vehicles. In accordance with the existing situation, there will be two crossovers onto Kingswood Street. The western crossover is entry only while the eastern crossover is exit only.

The combination fuel tanks will incorporate the storage of diesel fuel and AdBlue. The tanks will be below ground, self-bunded double wall designed tanks for the storage of diesel (combustible and non-flammable) and AdBlue. Specifications of the combination fuel tanks are provided with the application.

Fuel dispensing will allow for multiple heavy vehicles to refuel at any time. The redevelopment will increase the safety capacity and efficiency of the facility.

The unmanned truck facility is designed accommodate road trains. Based on the current restricted access vehicle (RAV) rating, the facility will accommodate road trains (Type 1 road train combinations) that are up to 36.5 metres in length.

The light vehicle fuel station will be modest in scale and will be overseen by the staff in the tavern. There will also be scope to pay at the bowser through card system or similar.

Subject to obtaining Shire support, IOR can also contribute to the costs of widening Kingswood Street to an unsealed standard on the southern side adjoining the IOR site. This provides Widgiemooltha with conveniently located longer stay large vehicle parking.

4.3 Tavern

The redevelopment includes establishing a new tavern. The tavern is single storey and has an internal floor area of approximately 129m². Additionally, a covered outdoor area is provided.

The new tavern is intended to continue to provide an important meeting place for locals and visitors. It will include a commercial kitchen, freezer, cool room, amenities, bar and dining.

The modular construction and building materials are sympathetic to and complement the site's setting and also address the LPS5 provisions applicable to the Rural Townsite zone.

The redeveloped tavern is expected to have an occupancy similar to the existing tavern.

In support of the application, a site plan, floor plan and elevations are provided to illustrate the proposed development.

4.4 Workforce accommodation

The existing workforce accommodation is retained including the larger building in the north-west section. To increase site efficiencies and lower bushfire risks, minor relocation is proposed of the existing smaller workers accommodation building plus the relocation of the existing amenities and laundry.

The landscaping plan shows enhanced landscaping for the workforce accommodation precinct.

4.5 Signage

IOR seek approval for relevant signage including signs on buildings, business ID sign, entry/exit signs close to the crossovers and a pylon sign.

4.6 Access and carparking

A single crossover/accessway is proposed to connect the development to the Coolgardie- Esperance Highway. This will assist to promote safety for road users travelling on Coolgardie- Esperance Highway. Internal accessways will service the site and will provide convenient carparking and loading areas.

Heavy vehicles will enter and leave the site from Kingswood Street in a forward gear and exit the site in a forward gear onto Kingswood Street. A vehicle swept path movement plan is provided.

As outlined on the site plan, a mix of site finishes are proposed for access and parking with concrete pavement and bitumen. The proposed widening of Kingswood Street, to provide Widgiemooltha with conveniently located longer stay large vehicle parking, will be unsealed.

4.7 Stormwater

Submitted plans and the engineering report set out stormwater drainage works, including addressing oil/water separator and on-site detention areas. Further details will be progressed at the detailed design stage.

4.8 Landscaping

The site contains informal landscaping. Based on the landscape plan prepared by H+H Architects, IOR intend to enhance landscaping through the redevelopment.

4.9 Operating hours

Given the location of the site, which is well removed from sensitive uses, it would be preferable if there is no Shire imposed operating times. IOR recognises the need to be a 'good neighbour' and address the *Environmental Protection (Noise) Regulations 1997*.

In terms of tavern operating hours, IOR and the tavern manager will need to consider matters including availability of staff, trading conditions, and customer expectations. Trading hours will be approved by Liquor Licencing.

4.10 Development conditions and detailed design

It is suggested that details relating to matters including stormwater management, on-site sewage disposal/trade waste and a detailed landscaping plan can be addressed through development conditions as part of detailed design.

5.0 PLANNING CONSIDERATIONS AND PLANNING JUSTIFICATION

5.1 Overview

This section brings together an assessment of the site's attributes and the planning framework in considering key planning matters and justifying the Development Application.

In addition to matters already set out in this correspondence, the planning justification for the redevelopment of the Widgiemooltha Roadhouse and Tavern are outlined below. In summary, the site is suitable and capable for the proposed development which includes associated access by large vehicles including RAVs. The application is consistent with the planning framework and the requirements of orderly and proper planning.

5.2 Site context and design response

Based on various considerations, including the site context, site characteristics, planning framework, and IOR requirements, the design response includes:

- The site has convenient access to the State road network. The Coolgardie-Esperance Highway is a road train route;
- To enhance the safety of motorists, the redevelopment responds to site conditions and the upgraded Coolgardie-Esperance Road/Kingswood Street intersection. There is no direct RAV access between the property and Coolgardie-Esperance Highway;
- The Traffic Impact Statement prepared by Donald Veal Consultants considers the current situation, proposed development, traffic assessment and sustainable transport, and road safety;
- The Traffic Impact Statement sets out:
 - The existing road network and associated intersections have sufficient capacity to address traffic generation from the development;
 - Vehicles will enter and leave the site in a forward gear and all loading/unloading will be on-site;
 - The design of the crossovers and vehicle manoeuvring areas will facilitate the safe and efficient movement of traffic including heavy vehicles; and
 - Parking provision is appropriate;

- Site access and on-site manoeuvrability in the southern section of the site will cater for road trains. Swept path analysis has been undertaken to demonstrate how heavy vehicles can suitably enter and leave the site in a forward gear;
- Vehicular access to and from the unmanned truck facility is via Kingswood Street via upgraded crossovers. Kingswood Street is sealed and appropriately designed to allow for safe and efficient manoeuvring by both as-of-right vehicles and RAV vehicles;
- A single crossover is proposed on Coolgardie-Esperance Highway for light traffic to service the tavern, light vehicle service station and the workforce accommodation;
- All crossovers, turning areas and parking will be sealed. It is proposed that long vehicle parking be provided to an unsealed standard in the Kingswood Street reserve;
- Existing tanks within the Kingswood Street reserve to be relocated to the site;
- The existing informal access and crossovers between the site and Coolgardie-Esperance Highway will be formalised with safety enhanced through one crossover now proposed to Coolgardie-Esperance Highway along with proposed kerbing;
- Parking is contained within the site;
- Increases the number of fuel bowsers compared to the existing development;
- Retains a meeting place, stopping point and amenities for locals and visitors (tavern) with enhanced amenity;
- Retains workforce accommodation;
- Retains but relocates the Golden Eagle Nugget replica; and
- Enhances landscaping.

5.3 Planning suitability for the redevelopment

The site is suitable for the redevelopment for reasons including:

- The uses are consistent with the planning framework. This includes the redevelopment is consistent with LPS5 requirements for the Rural Townsite Zone including objectives, standards and land use permissibility (see section 5.14 of this correspondence);
- The redevelopment is complementary to adjoining and surrounding uses;
- All impacts associated with the redevelopment will be contained on site;
- The redevelopment is located on cleared land and key environmental assets, including water resources, will be suitably addressed. The redevelopment will not create adverse environmental impacts;
- Based on the Traffic Impact Statement, traffic impacts will be modest, and traffic can readily be accommodated on local roads. MRWA have provided their support to the submitted site layout;
- Vehicles will enter and leave the site in a forward gear and parking and vehicle manoeuvring will be contained on-site;
- The redevelopment will be appropriately serviced;
- There are minimal landscape considerations noting the location and character of the existing development;
- The proposal will complement Widgiemooltha and the district, increasing its overall prosperity;
- Bushfire protection measures comply with *Planning for Bushfire Guidelines* as set out in the Bushfire Management Plan;
- The site is not subject to heritage constraints;
- The proposed design respects the site's context and features;
- It continues to support the provision of value for money workforce accommodation; and
- The development will provide various benefits to the district and the local community.

Further details relating to the site's suitability for the redevelopment are outlined in this section.

5.4 Compatibility with adjoining and nearby development

The existing Widgiemooltha Roadhouse and Tavern have operated for decades. Given the local context and that the site is surrounded by vacant (unallocated) Crown land, there are no off-site impacts with the proposed redevelopment which is compatible with adjoining and nearby land uses. The reasons include:

- The site is well separated from off-site dwellings and sensitive uses. There will be no noise issues from the redevelopment;
- There is a requirement for operators to appropriately manage their operation and control their impacts on their own property in accordance with standard practice and legal principles;
- Lighting and light spill can be controlled to the satisfaction of the Shire;
- Conditions imposed by the Shire, through the development approval, will assist to control the impacts of the development; and
- Implementing rules, which all workforce accommodation occupants are required to abide by, including behaviour standards.

Given the above, the redevelopment will provide for the amenity of surrounding land uses. Accordingly, the site is suitable and capable of the redevelopment based on the context, zoning and site characteristics.

5.5 Environmental impacts

It is expected there will be no or minimal off-site environmental impacts associated with the proposed redevelopment. For instance:

- The site has been previously cleared of native vegetation and there is existing development;
- There are appropriate buffers to sensitive land uses which address noise impacts;
- The scale of the redevelopment is similar to the existing development;
- The site is appropriately serviced;
- The anticipated wastewater volumes can be accommodated on-site in the land application areas;
- Oily water will be treated through the oil/water separators. This will remove oil and other hydrocarbons prior to disposal to the satisfaction of the Shire;
- Noise, dust and stormwater can be effectively managed;
- The design has considered AS1940 and AS60079 regarding separation distances to infrastructure including fuel dispensers; and
- There is a separate requirement for a Dangerous Goods Permit.

5.6 Bushfire management

All of the site is classified as 'bushfire prone' as set out at <https://maps.slip.wa.gov.au/landgate/bushfireprone/>.

Bio Diverse Solutions have prepared a Bushfire Management Plan (BMP) incorporating a BAL Contour Plan and a Bushfire Emergency Evacuation Plan. The BMP concludes by setting out the redevelopment will meet the acceptable solutions in *Planning for Bushfire Guidelines*. The BMP details fire mitigation and control measures to be implemented and clearly sets out the responsibilities of the landowner.

It is highlighted the existing larger workforce accommodation building in the north-west section is being retained in the existing location.

Additionally, it is noted:

- There will be a low-fuel area around the fuel tanks;
- The site is serviced by reticulated water, with fire extinguishers to be provided by IOR;
- The fuel tanks will be subject to a Dangerous Goods Permit from the Department of Mines, Industry Regulation and Safety; and
- The landowner will comply with the relevant requirements of the Shire's Annual Fire Break Notice.

5.7 Landscape and design built form

The Widgiemooltha townsite is characterised by a range of building designs of different construction standards that largely adopt rural/outback vernacular.

The proposed tavern is sympathetic to the area and landscape. This includes location, scale, height, building materials and colour.

Kingswood Street is a local road and is not classified as a tourist route. Coolgardie-Esperance Highway is a State road that accommodates a range of traffic including tourists. The existing development is visible from the Coolgardie-Esperance Highway.

The local planning framework enables modular buildings to be considered on their merits if relevant matters are suitably addressed. The proposed new tavern will have an enhanced aesthetic compared to the current roadhouse/tavern.

A landscape plan has been prepared by H+H Architects. The proposed landscaping will improve the existing situation and will improve the comfort for those using facilities and for occupants. The landscaping plan proposes drought tolerant and low-fuel species which are endemic to the area.

The redevelopment will enhance the existing character and amenity of the area.

5.8 Stormwater management

Civil engineering drawings and a report are provided with this application including the oil/water separator specifications.

The site has sufficient space to accommodate on-site stormwater detention to address Shire requirements as outlined in the engineering report.

There is a requirement that stormwater from the redevelopment (buildings, carparking and vehicle access) is effectively designed, constructed and managed. There is a need to ensure that stormwater is designed to ensure that post development run-off rates are no greater than pre-development run-off rates. For major rainfall events, overflow drainage will connect to the Shire's drainage system. It is expected that the Shire will impose a development condition requiring preparation and implementation of a stormwater management plan.

As part of preparing a detailed stormwater management plan, IOR will have regard to relevant DWER publications including *WQPN 52: Stormwater management in industrial sites*.

5.9 On-site sewage disposal and waste management

There is no reticulated sewerage in Widgiemooltha.

The site is located outside of the sewage sensitive area as outlined at <https://espatial.dplh.wa.gov.au/PlanWA/Index.html?viewer=PlanWA>.

The hydrologic loading of the redevelopment will be similar to the existing development.

An engineering report is provided with the application. This sets out that the site is capable of on-site sewage disposal. Sewage disposal will be appropriately located, designed and treated via systems approved by the Department of Health and the Shire.

5.10 Servicing

The site is already serviced. The redevelopment has a similar scale and requirement for services as the existing development. The redevelopment does however, provide an opportunity to review and as relevant enhance relevant services. This includes examining the potential for solar generation and batteries.

5.11 Traffic and carparking

IOR and the project team have liaised with MRWA to work through and address various matters. This concluded with MRWA being supportive of the site layout plan.

Details relating to traffic and parking are outlined in the Traffic Impact Statement prepared by Donald Veal Consultants.

All parking will be contained on site. The site plan shows 19 bays which is shared for the tavern and workforce accommodation. Long vehicle parking is also proposed in Kingswood Street.

5.12 Recycling and waste management

It is expected that waste management will be addressed via a development condition to prepare and implement a Waste Management Plan.

5.13 Shire of Coolgardie Local Planning Scheme No. 5

The Development Application is consistent with LPS5 requirements for the Rural Townsite zone including LPS5 objectives, land use permissibility and standards.

As outlined in section 3.3.1, the site is zoned 'Rural Townsite' in LPS5. The redevelopment is compatible with LPS5 aims, objectives and provisions. In summary, the redevelopment is consistent with LPS5. This includes:

- Clause 9 – Aims of Scheme;
- Table 2 – Zone Objectives;
- Table 3 – Zoning Table – service station, tavern and workforce accommodation are all uses that can be considered on their merits;
- Table 6 – includes setbacks and parking; and
- Schedule 2 – minimum setbacks from boundaries – sets out that all setbacks in the Rural Townsite zone are at the discretion of Council.

A requested variation to LPS5 standards relates to the number of carparking bays. While there is a need to finalise detailed plans and floor area for the bar and lounge area, the number of car bays provided is lower than set out in Schedule 3 of LPS5. This is justified through the parking provision being similar to the existing informal parking provision, reciprocal use (including workforce accommodation occupants will use the tavern), the timing and demand for parking, and the proposed longer stay larger vehicle parking in Kingswood Street. Further details are set out in the Traffic Impact Statement.

5.14 Economic and community benefits

The development closely aligns to the Shire's economic strategy to facilitate sustainable economic development. The Shire promotes employment and economic growth as outlined in publications such as the Community Strategic Plan, LPS5 and in economic development strategies.

Approval and implementation of the redevelopment will have various economic and community benefits including:

- Supporting local employment (direct and indirect jobs);
- Assisting in a more sustainable local economy;
- Supporting the provision of cost-effective diesel, AdBlue and petrol to the locality, to freight operators and to the travelling public;
- Continuing to provide a meeting place for locals and visitors; and
- Continuing to provide affordable/value-for-money workforce accommodation.

5.15 Planning justification

The proposed redevelopment is suitable and capable for reasons including:

- The development is consistent with the planning framework;
- Traffic impacts and safety are suitably addressed;
- Large vehicles can enter and leave the site in a forward gear and unloading/loading will occur on-site;
- The site is well-buffered to sensitive uses and the redevelopment will not conflict with nearby land uses;
- The site is appropriately serviced;
- Sewage will be treated on site;
- Stormwater will be effectively managed onsite;
- The site contains no environmental assets and the development will not create any adverse environmental impacts;
- The site is not subject to heritage or landscape constraints;
- The redevelopment will complement Widgiemooltha including supporting job creation; and
- It will support the provision of cost-effective diesel and fuel to Widgiemooltha and to the freight industry.

5.16 Other approvals

There is a requirement to obtain various separate approvals including a Building Permit, sewerage disposal and treatment, and obtaining a Dangerous Goods Site Licence from the Department of Mines, Industry Regulation and Safety.

Based on the *Environmental Protection Regulations 1987*, a service station is not a Prescribed Premise. There is accordingly no requirement to obtain a Works Approval or operating licence from the Department of Water and Environmental Regulation.

6. CONCLUSION

IOR seek the Shire's development approval for the redevelopment of the Widgiemooltha Roadhouse and Tavern. This correspondence confirms that the application is consistent with the planning framework and the site is both suitable and capable of accommodating the redevelopment.

7. NEXT STEPS

We trust that the above and other submitted information provides sufficient information to assess this application. Please contact me on 0409107336 or steve@edgeplanning.com.au should you have any questions, seek clarification or require additional information.

On behalf of IOR, Edge Planning & Property trust the Shire will positively consider this Development Application and we look forward to receiving conditional approval at your earliest possible convenience.

Yours sincerely



Steve Thompson
SENIOR PARTNER



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