

## 13.7 Draft Kent St Sand Pit Design

<b>Location</b>	Town-wide
<b>Reporting officer</b>	Environmental Officer
<b>Responsible officer</b>	Chief Operations Officer
<b>Voting requirement</b>	Simple majority
<b>Attachments</b>	<ol style="list-style-type: none"><li>1. Kent St Sand Pit Site Investigations Outcomes Summary [<b>13.7.1</b> - 3 pages]</li><li>2. Kent St Sand Pit Opinion of Probable Cost [<b>13.7.2</b> - 1 page]</li><li>3. A 3 Kent Street Sand Pit Concept and Context 211207 [<b>13.7.3</b> - 2 pages]</li></ol>

### Recommendation

That Council:

1. Receives the draft Kent St Sand Pit concept design.
2. Approves that the reviewed concept design be released for community consultation in January 2022.

### Purpose

To seek approval for the reviewed Kent St Sand Pit design to be released for community consultation in January 2022.

### In brief

- In February 2021 Council approved the development of a Kent St Sand Pit Concept Plan.
- The Kent St Sand Pit Concept Options' first draft was developed and presented to Council at the 15 June OCM.
- At the June OCM Council requested that the Administration undertake some site surveys and a geotechnical report, and also seek advice on restoration and revegetation of banksia woodland.
- The outcome of the surveys and expert advice sought have informed the draft design.
- The draft design is presented to Council, and the Administration requests that Council approve the release of the draft Kent St Sand Pit design for community consultation.

### Background

1. In December 2020 Council received the Opportunities and Considerations (O&C) Report for Kent St and Pit. Remaining within the boundaries of the current planning framework (Parks and Recreation Reserve) and following the direction set by previous recommendations and decisions about the site, this report provided information on design options for rehabilitation of the site to inform future site planning.
2. Building on this O&C report, at its meeting of 15 December 2020, Council approved - amongst other items - the development of a concept plan for Kent St Sand Pit
3. The Town sought feedback from the community regarding how they would like the Kent St Sand Pit to be used. The informing staff and community survey and workshop feedback indicated a greater appetite to use the site for revegetation and for passive recreational and cultural purposes.
4. Building on this community feedback, the first draft Kent St Sand Pit Concept Options were developed and presented to Council at the 15 June 2021 OCM. These options were categorised into Bronze, Silver

and Gold options. These options had revegetation at their core but escalated in the level of infrastructure proposed in each higher level option.

5. On 15 June OCM Council made the resolutions below:

*Requests the Chief Executive Officer to:*

- a) undertake detailed site surveys of the flora, fauna, water mains connections, stormwater and groundwater capacity, and obtain a geotechnical report;*
- b) consider whether to hold discussions or obtain advice from the WA Department of Biodiversity Conservation and Attractions, Water Corporation, SERCUL or any other professional advisers, and if so, to undertake those discussions or obtain that advice before September 2021;*
- c) seek advice and promote discussion with Curtin University and the Town's Mindeera Advisory Group in relation to the Kent St Sand Pit site, around culturally appropriate revegetation, and creation of a natural learning space for Noongar culture.*
- d) list for consideration in the 2021/22 budget sufficient funds to undertake the surveys and report referred to in 2(a), and any advice referred to in 2(b).*

- 6. The Town then embarked on several site investigations and stakeholder and agency consultations in accordance with the above Council resolution.
- 7. The outcome of the detailed site surveys and the geotechnical reports can be found in the attachments to this report (Site Investigations Outcomes Summary) and in the Minutes of the 21 September 2021 OCM (Kent St Sand Pit Concept Options – Response to Council).
- 8. The Town also sought advice from various agencies, seeking their expertise regarding any potential issues with the proposed design elements being integrated into the site or any broader considerations of which the Town should be aware. The feedback received has been outlined in the 'Other Engagement' section.
- 9. The Town has been engaging with Curtin University - which included elder Professor Simon Forrest and Professor Dixon - and the Town's Mindeera Advisory Group concerning the Kent St Sand Pit around appropriate revegetation and creation of a natural learning space for Noongar culture. The summarised learnings from respective parties are outlined below.
  - a. Simon Forrest:
    - i. Pathways are suitable for community access.
    - ii. The revegetation proposed is supported. There is a need to ensure that this revegetation blends with Kensington Bushland rather than two distinct areas.
    - iii. Ensure that the perimeter embankments have a more gentle, natural look.
    - iv. Remove all fencing to the site. This will let the land breathe.
    - v. Allow access and open interaction with the bush.
    - vi. Make the site's design reflective of Noongar culture, i.e. with a view to "Cultural Restoration". This could include the integration of:
      - 1st. the six Noongar seasons referenced in the design
      - 2nd. culturally significant fauna in symbolism
      - 3rd. yarning circles (circles for learning). If located and designed with elders, yarning circles for knowledge exchange would be more culturally appropriate than, for instance, an amphitheatre. A small shelter could integrate with the yarning circle, but the shelter itself should not be the focal point.
    - vii. Curtin University worked with elders to find the Noongar energy spot that became the Yarning circle site. The yarning circle should be centred around the Noongar energy spot. Simon offered help to locate this appropriately.
  - b. Kingsley Dixon:

- i. Could plant pecans and almonds on the verges to create a fast-growing food source for Black Cockatoos.
- ii. The focus should be restoration rather than revegetation, as a Banksia woodland can be restored (which should be the aim as this is the shared vision of the Traditional Owner's).
- iii. Understory – this is where the biodiversity is in Banksia woodland. There are challenges such as those associated with seed propagation capability, but the Town can partner with Curtin University and others to generate a best practice restoration effort.

c. Mindeera Advisory Group:

- i. Mindeera Advisory Group visited the site in September and met with Town officers on 11 August and 3 November 2021. The Group was supportive of the learnings provided by Professor Forrest and Professor Dixon, as well as the latest indicative or concept design attached to this report.

10. Based on the feedback received and the survey findings at the 21 September OCM, the following resolution was passed:

1. *Receives the reported outcomes for 15 June 2021 Ordinary Council Meeting resolutions.*
2. *Requests the Chief Executive Officer to seek further input from Professor Kingsley Dixon and/or Curtin University, the Mindeera Advisory Group and the Friends of Jirdarup Bushland into the draft design for the Bronze Option presented to Council on 15 June 2021 to inform any adjustments to the draft design.*
3. *Approves the Administration to adjust the draft design for the Bronze Option in accordance with the survey findings and feedback received, to create a best practice restoration effort with a focus on:*
  1. *ecological restoration of the banksia woodland and development of the understory;*
  2. *Noongar cultural restoration and considerations.*
4. *Requests that the reviewed design for the Bronze Option be presented to Council by the December 2021 Ordinary Council Meeting.*

11. The Administration has subsequently developed an indicative adjusted draft design (concept design) for the Kent St Sand Pit. See the Analysis section of this report for details.

## Strategic alignment

Environment	
Strategic outcome	Intended public value outcome or impact
EN06 - Appropriate, inviting and sustainable green spaces for everyone that are well maintained and well managed.	The conversion of the site to public open space for recreational and cultural purposes, with revegetation being the prime focus, would not only protect and enhance the adjacent precious remnant Kensington Bushland but also potentially create an excellent amenity for the Town's community and visitors from the wider community.
EN07 - Increased vegetation and tree canopy.	Given the size of the site, the revegetation of Kent St Sand Pit would contribute significantly to the Town's canopy cover.

## Engagement

### Internal engagement

Stakeholder	Comments
Staff	<p>Representatives from Parks, Place Planning, Engineering, Natural Areas and Environment were included in a working group to oversee the development of the Kent St Sand Pit Opportunities and Considerations Report and the Concept Plan.</p> <p>8 March - 22 March 2021 – all staff were invited to provide feedback via the Your Thoughts survey on what they would like to see included in future planning for the Kent St Sand Pit.</p> <p>24 April 2021 – 15 staff were engaged in a workshop to explore future use options for the Kent St Sand Pit.</p>
Elected members	<p>25 May Concept Forum</p> <p>Elected Members raised considerations such as:</p> <ul style="list-style-type: none"> <li>• Greater proportion of site revegetation relative to passive recreation space.</li> <li>• Universal access for all of the proposed entry points.</li> <li>• Path materiality.</li> <li>• Site surveys to feed into the design (e.g. flora and fauna surveys, geotechnical) and eventual on-ground implementation (e.g. appropriateness of plant types within certain areas of the site relative to prevailing site conditions, potential competition with other species etc.).</li> </ul> <p>NOTE: This feedback was considered within the broader community consultation feedback regarding the initial draft concepts proposed.</p> <p>26 October Concept Forum</p> <p>Elected Members raised the following considerations (corresponding response from the Administration also provided):</p> <ul style="list-style-type: none"> <li>• Provide a design and cost estimate of the accessibility of entry for all</li> </ul> <p>Administration response: An additional universal access entry point has been proposed for the corner of Baron-Hay Crt and Kent St. The combined cost of the universal access ramps is estimated at \$585,000 (see Opinion of Probable Cost attached to this report).</p> <ul style="list-style-type: none"> <li>• Look into the possibility of filter water drink fountain</li> </ul> <p>Administration response: According to the Utility Providers Code of Practice for Western Australia (March 2019), the depth to which Drinking and Non-Drinking Water piping needs to be sunk is between 600mm and 750mm. Given that the excavation depth is not significant and we can plumb water mains into a connection point on Kent St, installing a water fountain on site is feasible.</p> <ul style="list-style-type: none"> <li>• Talk to the City of Wanneroo regarding their issues with antisocial behaviour,</li> </ul>

dumping, fires and having to corner off parts of their reserves for biodiversity reasons.

**Administration response:**

The Conservation Officer at the City of Wanneroo indicated that there had been a few problematic parks and reserves without fencing that have been regularly vandalised. As a result, the City has erected signage, and the sites are regularly monitored through Ranger and Parks patrols.

However, other sites that have passive surveillance and some level of ownership of the community (i.e. Friends groups) have thrived.

In general, the City prefers to use conservation fencing around revegetation areas, particularly where they are adjacent to high traffic areas, schools and easy access from the general public. The City use of conservation fencing helps to assist the success of the rehabilitation, resulting in the persistence of higher biological values and efficient use of financial and other resources. Conservation fencing also assists in ensuring that the rehabilitation is not trampled by passive recreation users (walkers, dogs, bikes) and allows the vegetation to establish more successfully. Our experience is that areas adjacent to paths and public areas are often subject to illegal dumping and unauthorised access when they are not fenced. This often results in the loss of vegetation and a reduction in fauna habitat.

It is the view of the Town of Victoria Park Administration that we should retain a perimeter fence at least during the establishment period of revegetation. Beyond that, given the polarising views, the Town will need to consult with respective parties further to reach a definitive stance on fencing at the site.

## External engagement

Stakeholders	The whole of the Town community.
Period of engagement	8 March - 22 March 2021 – community survey 24 March 2021 – a community workshop
Level of engagement	4. Collaborate
Methods of engagement	Community survey, community workshop, Concept Forum.
Advertising	Newspaper advertisement, Town website, posters, social media.
Submission summary	132 submissions were received. For a summary of the submissions, please see the Minutes of the 21 September 2021 OCM (Kent St Sand Pit Concept Options – Response to Council).
Key findings	From March community engagement: 74 of the 132 submitters voted 'revegetation' as the most important thing to be included within the Kent St Sand Pit area; 18 for 'walking trails'; 15 for 'places to play'; 10 for 'universal access'; 12 for 'gathering spaces'.

12. Following the 15 June 2021 OCM resolution of Council, the Town contacted each of the following organisations, inviting commentary on whether they foresaw any issues with the proposed design elements being integrated into the site, or any broader considerations that the Town should be cognisant of.

Other engagement	
Stakeholder	Comments
Mindeera Advisory Group	See paragraph 9, above.
Department of Primary Industries and Regional Development	The South Perth office of the Department of Primary Industries and Regional Development (DPIRD) is located next to the Kent Street Sand Pit (Tip Site) as well as the Kensington Bushland. DPIRD supports the revegetation planned for the area and the development of walking trails to match that in Kensington Bushland.
Department of Water and Environmental Regulation	<p>Based on the information provided, the majority of the design components would be consistent with the restrictions on use, noting that any ground disturbing works would have to be undertaken/managed in accordance with the Town's site management plan (SMP). I also note that more intensive use of the site places greater importance on adhering to the general provisions of the SMP, such as maintaining the site cover, and inspections to assess the cover and remove any asbestos-containing material that may become visible due to erosion.</p> <p>The proposed construction of a 'Central structure acting as educational space' may require an assessment for landfill gas risk, as noted in the restrictions on use:</p> <p><i>Due to the presence of buried waste beneath the site generating landfill gas (such as carbon dioxide) the construction of buildings with enclosed spaces or large areas of impermeable surfaces (such as asphalt car parks or sporting courts) is not permitted without further assessment of landfill gas.</i></p> <p>The Town should also be aware of the referral requirements under section 58(6) of the CS Act that require a 'responsible authority' to seek and consider the advice of the CEO of DWER as to the suitability of the land for development prior to granting approval 'under a scheme' for any proposed development of that land. Given the preliminary nature of the proposal, please note that this written feedback is not purporting to be formal advice provided by a delegate of the CEO under section 58(6).</p> <p>It is recommended that finalised plans are provided to DWER for comment in due course.</p>
Curtin University	Professor Kingsley Dixon (John Curtin Distinguished Professor - who specialises in ecological restoration (particularly restoration of Banksia Jarrah woodlands) – has suggested that restoration of Banksia woodlands be a focus for the site, and fast growing plants, (such as macadamia and pecan trees) be integrated into the site (e.g. verges) to provide a food source for Black Cockatoos.

Water Corporation	Water Corporation informed the Town that there is a possibility of a water mains connection (e.g. for irrigation or drinking fountains) on the corner of Kent Street and Etwell Street.  If desired, the Town simply needs to apply for a service connection.
Department of Biodiversity, Conservation and Attractions	No comment.
CSIRO	No comment.
Birdlife Australia	No comment.
Kaarakin	No comment.
South East Regional Centre for Urban Landcare (SERCUL)	No comment.

## Legal compliance

Not applicable.

## Risk management consideration

Risk impact category	Risk event description	Consequence rating	Likelihood rating	Overall risk level score	Council's risk appetite	Risk treatment option and rationale for actions
Financial	As the land is owned by the Town under a 999-year lease and was gifted to provide financial endowment, there is the potential for loss of alternative revenue and other social benefits as a result of not exploring options outside of the current Parks and Recreation Zoning.	Major	Possible	High	Medium	Seek the preference of the Town's community in terms of potential revenue generation and social outcome opportunities to offset a portion of the rates revenue.
Financial	Precedent for the State Government to take back endowment land as they required.	Major	Possible	High	Medium	Liaison and negotiation with State and Federal Government regarding future plans for the site.
Environmental	Not applicable.					
Health and Safety	Not applicable.					



Infrastructure/ICT Systems/ Utilities	Not applicable.
Legislative Compliance	Not applicable.
Reputation	Not applicable.

## Financial implications

<b>Current budget impact</b>	<p>Sufficient funds exist within the annual budget to address this recommendation.</p> <p>Pending approval of the future concept, detailed design phase will be undertaken.</p> <p>In preparation for future revegetation efforts, seed collection will start during 2021/22. After discussions with our seed collection contractors Tranen and other nurseries representatives, it is anticipated that at least two-fold increase in current collections to set up a Best Practice Restoration Model. The Town's Natural Areas team has indicated that funds will be derived from the following cost codes:</p> <table> <tr> <td>2021 Seed collecting Kensington</td><td>\$9900 = W444 Drainage Maintenance</td></tr> <tr> <td>Hillview Restoration</td><td>\$990 = W561 Hillview Maintenance</td></tr> <tr> <td>UFS seed collection</td><td>\$990 = W4345 UFS</td></tr> <tr> <td>Seed management fee</td><td>\$200 = W4345 UFS</td></tr> </table>	2021 Seed collecting Kensington	\$9900 = W444 Drainage Maintenance	Hillview Restoration	\$990 = W561 Hillview Maintenance	UFS seed collection	\$990 = W4345 UFS	Seed management fee	\$200 = W4345 UFS
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<b>Future budget impact</b>	<p>Pending Council endorsement of the design, funding for construction works will be required.</p> <p>Preliminary estimates are that the works will cost \$1.578M (see Opinion of Probable Cost attached to this report).</p> <p>The construction cost may be able to be supplemented through grant funding (e.g. Lotterywest).</p> <p>The second round of seed collection in 2022/23 will be funded by the Natural Areas Maintenance budget. This will also encompass annual propagation research and development, estimated at \$5,000/year.</p>								

## Analysis

13. The below (paragraph 15 and 16) responds in accordance with the Council 21 September OCM resolutions:
14. Seek further input from Professor Kingsley Dixon and/or Curtin University, the Mindeera Advisory Group and the Friends of Jirdarup Bushland into the draft design for the Bronze Option presented to Council on 15 June 2021 to inform any adjustments to the draft design.

- a. Professor Simon Forrest
  - i. Since September, the Town been working closely with Professor Forrest to map the energy spots on the site. These energy spots have determined the potential location(s) for a yarning space on the site.
  - ii. NOTE: The energy mapping of the site is almost complete. The exact proposed location of the yarning space will be informed by the finalised map. At this stage, the location of the yarning space is indicative, based on the energy mapping completed at the time of writing this report.
- b. Mindeera Advisory Group
  - i. Mindeera Advisory Group visited the site in September and were met by Town officers on 11 August and 3 November 2021. The Group were supportive of the learnings from Professor Forrest and Professor Dixon (see paragraph 9), as well as the latest indicative design.
- c. Friends of Jirdarup Bushland
  - i. The Town met with the Friends of Jirdarup Bushland on 7 (with attendance with Professor Dixon) and 25 October 2021.

Consideration	Response
Exclude Bush Forever site from redevelopment "proper" on plans	<p>This delineation of Bush Forever will be included in a site context overview that will be released with the draft design. The Administration is also happy to include on a subsequent iteration of the design.</p> <p>Re: exclusion of Bush Forever from development, the Administration is aware that universal site access (such as at the corner of Kent St and Baron-Hay Crt) is an important consideration, but we need to balance this against minimizing disturbance to the bushland.</p> <p>For instance, the Administration believes that the alignment of the abovementioned access can be altered to run closer to Kent St, avoiding the Bush Forever fringe. This will be considered a subsequent iteration of the draft design.</p>
<p>Include connection from existing Kensington Bushland to Sandpit – i.e. linkage from track near bird waterer to new Sandpit (NE/SW orientation) - with a path location that does not have a lasting impact on existing bush forever site flora and fauna AND takes into account design criteria such as accessibility requirements.</p> <p>FoJB would like raised boardwalks to be considered to minimise impact on bushland and existing grade (approx. 65m of ramp required to get down to grade and maintain accessibility).</p>	<p>Emerge to review options for footings that offer minimal disturbance and note use of low-impact materials to the bushland. e.g. material used in pathways in Hillview Bushland. This will be considered in detail at the Detailed Design phase.</p>
Fire access – width of paths to comply with emergency requirements.	<p>Agreed. Will ensure this consideration is integrated in the Detailed Design phase.</p>

Show full map (full Jirdarup Bushland Precinct) for overall context and for community feedback.	Agreed. Can include map of surrounding precinct with documents to be released for community consultation.
Infill around the batters – still trying to see how to marry the two aspirations together - may be better to reduce the grade of the batters (will sacrifice existing vegetation). Need to review in conjunction with nesting site location. May need further vegetation and bee eater surveys dependent on the timeframe for their breeding. Rainbow bee-eater nesting sites are not confirmed but their presence has been. This is the right period to do the survey for the nesting sites; even if only to exclude areas that they won't use.	<p>Town of Victoria Park to review with Kingsley Dixon for potential areas to smooth batters.</p> <p>Response from Professor Dixon: It is possible but maybe we can walk the site or, see an aerial with the areas of significant veg and batter overlay. I'm sure there can be compromise with retaining some steep batters while others of less value are reduced in grade.</p>
Perimeter fencing still being discussed but the FoJB have a concern with the motorbikes accessing the bushland. FoJB also wish to try and deter goat tracks. Perimeter fencing may still be used but internal fencing may be removed.	<p>Town of Victoria Park to check with Professor Forrest and Professor Dixon re: the fencing and clarify their thoughts for conservation purposes.</p> <p>Response from Professor Forrest: Perimeter fencing of some sort could still be needed to deter entry to the site by motorbikes and vehicles.</p> <p>Response from Professor Dixon: Doubt trail bikes would be an issue in this inner urban area. if no evidence why not trial no fencing and instead intensify the planting. Internal space should be open and available for viewing without fencing.</p> <p>Administration response: Based on the above and the commentary from City of Wanneroo, it is the view of the Town of Victoria Park Administration that we should retain a perimeter fence, at least during the establishment period of revegetation. Beyond that, given the polarising views, the Town will need to consult with respective parties further to reach a definitive stance on fencing at the site.</p>
FoJB ok to remove the fencing between the Bushland and Sandpit (perhaps retain initially with a staged and planned removal after an establishment period).	Agreed.
Additional design elements such as the limestone boulders to be retained and relocated within the Sandpit	To consider inclusion at the Detailed Design phase.
Restoration requirements and Indigenous input should inform the landscaping considerations in a secondary step.	Agreed. The Town has been liaising with Mindeera Advisory Group and Professor Forrest on design elements.
Should the mounding locations be informed by the Indigenous' energy spots' and contribute to the restoration requirements?	Agreed. The location of the energy spots – and therefore indicative location of the yarning space – has informed the proposed mounding.

	<p>Response from Professor Dixon: Some undulation might be ok subject to overall site landscape – banksia woodland is generally very subdued with gentle rises and falls over some distance.</p> <p>The mounding proposed is gentle, at most a rise of 500mm.</p>
Should the Restoration Plan include digging mammals (e.g. bandicoots, bettongs, potoroos and bilbies) for soil improvement?	<p>Response from Professor Dixon:</p> <p>STAGE 1: revegetation and reinstatement of the appropriate species.</p> <p>STAGE 2: investigate with great caution reintroduction of mammals. Need to be mindful that contained animals without predators will tend to over-use a site.</p>

15. Approves the Administration to adjust the draft design for the Bronze Option in accordance with the survey findings and feedback received, to create a best practice restoration effort with a focus on:
  1. ecological restoration of the banksia woodland and development of the understory;
  2. Noongar cultural restoration and considerations
  - a. Draft Design for Kent St Sand Pit - Based on the survey results and consultations, below are the major elements incorporated into the draft design for Kent St Sand Pit:
    - i. Focus on revegetation and restoration of the site.
    - ii. Universal accessibility - ramp access (including connection to Kensington Bushland)
    - iii. Universal accessibility primary perimeter path and secondary connecting pathway. This allows access to the visitors whilst minimising the volume of impermeable surfaces.
    - iv. Reviewed the path to ensure that this avoids the priority flora species *Dodonaea hackettiana* that were found in part of the site near Baron-Hay Court;
    - v. Earth mounding to create interest
    - vi. Protection of Rainbow Bee-eater nesting sites\*.
    - vii. Ensure that the perimeter embankments have a more gentle undulation;
    - viii. Consider no fencing within the site (no conservation-style fencing).
    - ix. Interpretive signage and wayfinding
    - x. Boot cleaning station
    - xi. Incorporation of Noongar cultural considerations i.e. with a view to "Cultural Restoration". This includes the integration a yarning space on the site. Other elements include signage on the site (e.g. potentially the six Noongar seasons and culturally significant fauna referenced\*\*).

\* The Town will liaise with Curtin University to undertake further analysis of batters and nesting sites. The outcomes of this will be reflected in a further iteration of the design.

\*\* This will be explored further as part of the subsequent Detailed Design phase of the project.
16. The draft design itself can be found as an attachment to this report. See *A3\_Kent Street Sand Pit Concept and Context 211207*.
17. The Administration requests that Council approve the release of the draft Kent St Sand Pit design for community consultation from January 2022.

## Relevant documents

Nil.

## Further Consideration

18. The Friends of Jirdarup Bushland made a deputation on this item at the Agenda Briefing Forum on 30 November 2021. Based on the questions asked and the feedback given at the meeting, the administration has made the following changes to the design:
  - a. Inclusion of the Bush Forever bushland boundary in the drawing and marked in the legend.
  - b. The second shorter path has been shown more clearly in the design (i.e. extent of path).
19. Attachment 3 has been updated to reflect these changes.