



City of Belmont

Attachments

Special Electors' Meeting

Held
26 April 2016





Special Electors' Meeting 26/04/2016

Item 4.1 refers

Attachment 1

**Report Item – Final Adoption of
Draft Local Planning Policy No. 14
'Development Area 6 – Vision Plan
and Implementation Strategy'
Following Public Advertising**

12.1 FINAL ADOPTION OF DRAFT LOCAL PLANNING POLICY NO. 14 'DEVELOPMENT AREA 6 – VISION PLAN AND IMPLEMENTATION STRATEGY' FOLLOWING PUBLIC ADVERTISING

BUILT BELMONT

ATTACHMENT DETAILS

<u>Attachment No</u>	<u>Details</u>
Attachment 1 – Item 12.1 refers	Public Advertising Submissions Table
Attachment 2 – Item 12.1 refers	Community Open Day Feedback Forms Summary
Attachment 3 – Item 12.1 refers	Belmont Connect Comments Summary
Attachment 4 – Item 12.1 refers	Revised Local Planning Policy No. 14 – Development Area 6 Vision
Attachment 5 ¹ – Item 12.1 refers	Revised Development Area 6 Vision Plan and Implementation Strategy
Attachment 6 – Item 12.1 refers	Traffic and Transport Analysis
Attachment 7 – Item 12.1 refers	Coolgardie Avenue Interim Upgrade Design

(Refer 23 February 2016 Ordinary Council Meeting Minutes for Attachments)

Voting Requirement : Simple Majority
 Subject Index : LPP15/014–LPS15 Local Planning Policy 14
 Location / Property Index : Multiple
 Application Index : N/A
 Disclosure of any Interest : Nil
 Previous Items : 17 December 2013 Ordinary Council Meeting Item 12.1
 27 October 2015 Ordinary Council Meeting Item 10.1
 Applicant : City of Belmont and Perth Airport Pty Ltd
 Owner : Various
 Responsible Division : Community and Statutory Services

COUNCIL ROLE

- Advocacy** *When Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.*
- Executive** *The substantial direction setting and oversight role of the Council eg adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.*
- Legislative** *Includes adopting local laws, local planning schemes and policies.*
- Review** *When Council reviews decisions made by Officers.*
- Quasi-Judicial** *When Council determines an application/matter that directly affect a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice. Examples of quasi-judicial authority include local planning applications, building licences, applications for other permits/licences (eg under Health Act, Dog Act or Local Laws) and other decisions that may be appealable to the State Administrative Tribunal.*

¹ Attachment 5 amended. Refer OCM 22/03/16, Item 6.1 for confirmation of amendment.

Item 12.1 Continued

PURPOSE OF REPORT

To consider:

1. The submissions made during the advertising of the Revised Draft Local Planning Policy No. 14 (Development Area 6 Vision) (refer [Attachment 4](#)); and
2. The final adoption of the Policy.

SUMMARY AND KEY ISSUES

Local Planning Policy No.14 - Development Area 6 (DA6) Vision Plan and Implementation Strategy ('LPP14') was initially adopted by Council at the Ordinary Council Meeting on 17 December 2013.

In 2014 the Public Transport Authority (PTA) confirmed the alignment of the proposed Forrestfield Airport Rail Link and the proposed location of the 'Airport West' station within Development Area 6 (DA6).

In response to this the City of Belmont (CoB) initiated a review of LPP14 to accommodate the revised station location.

In consultation with the relevant government agencies and a Community Reference Group (CRG), the CoB has prepared a revised version of LPP14 for consideration of Council.

The revised LPP14 was advertised for a period of 42 days and included two Community Open Days. A number of submissions and feedback forms were received, some of which objected to the closure of Brearley Avenue as well as concerns regarding public open space, densities and road networks within the subject development area.

A number of the concerns raised are matters dealt with at the structure planning stage; however it is recommended that the revised Vision Plan and Implementation Strategy be updated to provide clarity on certain components of the plan.

Item 12.1 Continued

LOCATION

The subject area is identified as 'DA6' in the Local Planning Scheme No. 15 (LPS15) maps, and incorporates areas of Perth Airport and the locality of Redcliffe, with a total area of 174 hectares. The area is generally bounded by Tonkin Highway to the south-west, Great Eastern Highway to the north-west, Fauntleroy Avenue to the north-east and Perth Airport to the south-east, and is outlined in Figure 1.

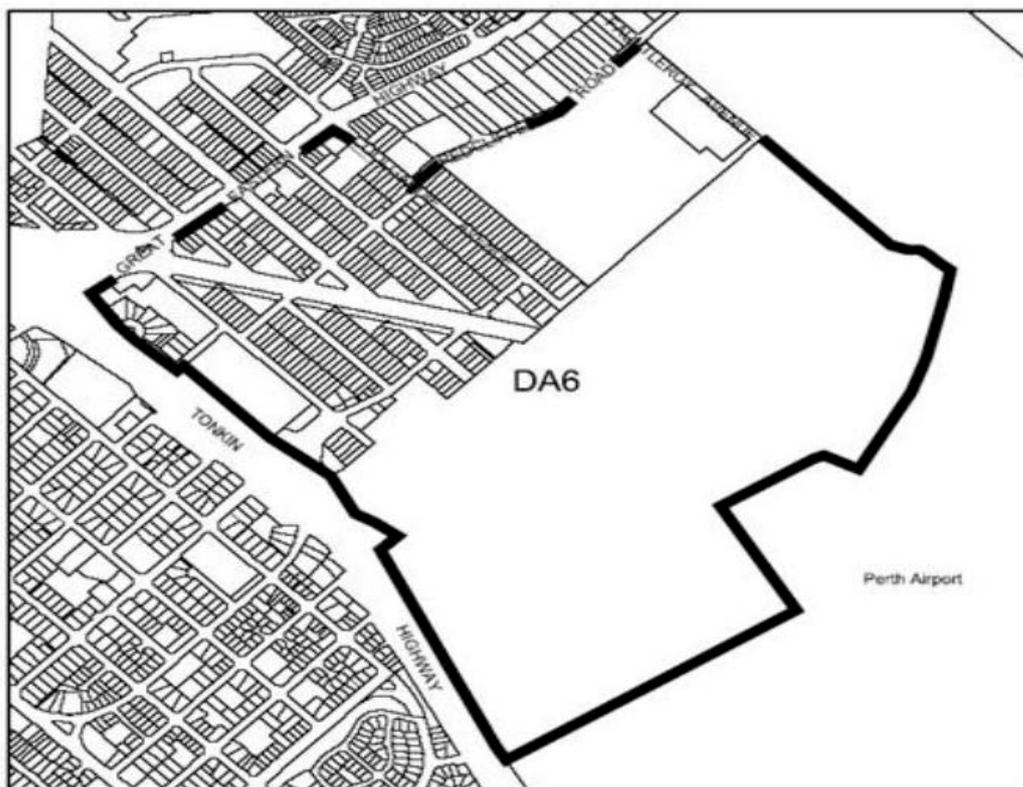


Figure 1: Location Plan

CONSULTATION

Consultation is a statutory process required under Schedule 2, Part 2, Clause 4 of the Planning and Development (Local Planning Schemes) Regulations 2015 (Deemed Provisions for Local Planning Schemes), where a draft local planning policy has been prepared.

The City, in conjunction with the PTA, Perth Airport Pty Ltd (Perth Airports) and the Department of Planning (DoP), has undertaken several additional community engagement and consultation events in the preparation of the proposed revision to LPP14. At the 27 October 2015 Ordinary Council Meeting (OCM), Council granted permission to initiate public advertising under the provisions at the time of LPS15 for the revised LPP14. The extent and details of the public advertising are outlined below.

Public Advertising

In accordance with Schedule 2, Part 2, Clause 4 of the Planning and Development (Local Planning Schemes) Regulations 2015 (Deemed Provisions for Local Planning

Item 12.1 Continued

- Two Community Open Day events were held on Saturday 14 November 2015 (morning) and Wednesday 25 November 2015 (evening);
- A dedicated section of the City's website was created to encourage interested persons to make specific comment about the Policy through online surveys, comment sections and an interactive map; and
- Flyers and hard copy feedback forms and plans were made available at the City's Civic Centre and the Ruth Faulkner Public Library encouraging interested persons to visit the City's website and/or complete a feedback form.

At the conclusion of the advertising period 17 submissions were received, as follows:

- Eleven (11) submissions were either in support of, or provided neutral feedback on draft LPP14 and the DA6 Vision Plan.
- Six (6) submissions provided specific objections to draft LPP14 and/or the DA6 Vision Plan.

The six (6) objections raised a variety of matters that revolve around:

- The closure of Brearley Avenue;
- Road traffic and access concerns;
- Lack of open space and potential shared use of school ovals; and
- Uncertainty on density and zonings.

A detailed summary of the submissions (including a summarised response to the content of the submission) is contained in [Attachment 1](#). Further discussion of the above matters has been undertaken in the Officer Comment sections of this report. Full copies of the submissions made in all forums are available to Councillors on request.

Community Open Days

Two Community Open Day events were held on Saturday 14 November 2015 (morning) and Wednesday 25 November 2015 (evening) with a range of information and plans displayed on the Policy and associated Vision Plan and Implementation Strategy. The Open Days were held at Redcliffe Primary School and attended by 60 and 25 persons respectively. City Officers, the DoP, PTA and Perth Airports were available to explain presented material and answer questions.

In follow up to the Open Days, 11 of the attendees completed feedback forms. The feedback forms asked specific questions and gave opportunities for respondents to make comment on any aspect of the redevelopment area. The summary of the feedback forms and comments made is contained in [Attachment 2](#).

The detail provided from the community via the completed feedback forms during the two Community Open Days has been considered in conjunction with the submissions received during the advertising period.

Item 12.1 Continued

Belmont Connect

Belmont Connect is an online tool the City of Belmont uses to encourage community discussion on key projects. A section for DA6 was created in Belmont Connect which allowed users to view a range of project information, navigate around an interactive map, make comment on the five vision plans, complete online surveys and ask questions. A total of six comments were received during the advertising period, and a summary is provided in [Attachment 3](#). These comments have been considered in conjunction with the submissions received during the advertising period.

STRATEGIC COMMUNITY PLAN IMPLICATIONS

In accordance with the Strategic Community Plan Key Result Area:

Built Belmont

Objective: Achieve a planned City that is safe and meets the needs of the community.

Strategy: Encourage a wide choice and consistent implementation of development approaches.

Objective: Provide and maintain a safe and efficient transport infrastructure.

Strategy: Encourage a broad range of transport alternatives and provide adequate management of traffic density, parking, congestion and safety of the transport network, in and surrounding the City of Belmont.

Business Belmont

Objective: Maximise Business Development Opportunities.

Strategy: In partnership with Perth Airport Corporation support the business development of the airport.

Natural Belmont

Objective: Protect and enhance our natural environment.

Strategy: Develop quality POS in accordance with community needs.

POLICY IMPLICATIONS

The revised version of LPP14 is ultimately intended to be adopted by Council (with or without modification) and will thereafter replace the initial version of LPP14 adopted by Council in December 2013.

Item 12.1 Continued

STATUTORY ENVIRONMENT

The procedure for making and amending a local planning policy was previously done as outlined under Clause 2.4 of LPS15. However, the Planning and Development (Local Planning Schemes) Regulations 2015 now supersede LPS15 in this regard. Clause 2.4 of LPS15 is now superseded by Clauses 4 and 5 from Schedule 2, Part 2 of the Planning and Development (Local Planning Schemes) Regulations 2015 (Deemed Provisions for Local Planning Schemes). Clauses 4 and 5 of the Planning and Development (Local Planning Schemes) Regulations 2015 are as follows:

“4. Procedure for Making Local Planning Policy

- (1) If the local government resolves to prepare a local planning policy the local government must, unless the Commission otherwise agrees, advertise the proposed policy as follows —*
 - (a) publish a notice of the proposed policy in a newspaper circulating in the Scheme area, giving details of —*
 - (i) the subject and nature of the proposed policy; and*
 - (ii) the objectives of the proposed policy; and*
 - (iii) where the proposed policy may be inspected; and*
 - (iv) to whom, in what form and during what period submissions in relation to the proposed policy may be made;*
 - (b) if, in the opinion of the local government, the policy is inconsistent with any State planning policy, give notice of the proposed policy to the Commission;*
 - (c) give notice of the proposed policy in any other way and carry out any other consultation the local government considers appropriate.*
- (2) The period for making submissions in relation to a local planning policy must not be less than a period of 21 days commencing on the day on which the notice of the policy is published under subclause (1)(a).*
- (3) After the expiry of the period within which submissions may be made, the local government must —*
 - (a) review the proposed policy in the light of any submissions made; and*
 - (b) resolve to —*
 - (i) proceed with the policy without modification; or*
 - (ii) proceed with the policy with modification; or*

Item 12.1 Continued

(iii) *not to proceed with the policy.*

(4) *If the local government resolves to proceed with the policy, the local government must publish notice of the policy in a newspaper circulating in the Scheme area.*

(5) *A policy has effect on publication of a notice under Subclause (4).*

(6) *The local government —*

(a) *must ensure that an up-to-date copy of each local planning policy made under this Scheme is kept and made available for public inspection during business hours at the offices of the local government; and*

(b) *may publish a copy of each of those local planning policies on the website of the local government.*

5. Procedure for Amending Local Planning Policy

(1) *Clause 4, with any necessary changes, applies to the amendment to a local planning policy.*

(2) *Despite subclause (1), the local government may make an amendment to a local planning policy without advertising the amendment if, in the opinion of the local government, the amendment is a minor amendment.”*

BACKGROUND

The subject area has been identified as a suitable location for redevelopment that provides for medium to high density residential uses, in addition to strategically located commercial and retail mixed-use development as a component of the ongoing redevelopment of the wider Perth Airport precinct.

In 2013 the City of Belmont, in conjunction with Perth Airports, prepared a ‘Vision Plan and Implementation Strategy’ to guide the redevelopment of DA6. As a component of this plan the Working Group undertook substantial consultation with local residents, businesses and government agencies that were either directly affected by the proposed redevelopment, or had a direct or indirect interest in the redevelopment. The results of these consultation exercises, along with substantial urban design and planning work, provided the basis for the endorsement and publication of the Vision Plan and Implementation Strategy as a local planning policy under Clause 2.4 of LPS15 (refer [Attachment 5](#)).

In early 2014 the PTA progressed with their planning for the Forrestfield Airport Link and an announcement was made by the State Government that:

(a) The alignment would include twin bored tunnels underneath the Brearley Avenue Reserve;

(b) The Airport West Station would be located within the Brearley Avenue reserve; and

Item 12.1 Continued

- (c) Construction would commence in 2017 with the aim to have the Airport West station operational by 2020.

In response to these announcements the CoB proceeded to review the endorsed Vision Plan and Implementation Strategy with a view to accommodating the confirmed rail alignment and station location. This required the establishment of a Project Steering Group and Project Working Group comprising of key Officers from the DoP, Department of Transport (DoT), PTA, Transperth, Main Roads Western Australia (MRWA) and Perth Airports.

The Project Steering Group and Working Group were formulated in late 2014 and have overseen the task of reviewing the Vision Plan and Implementation Strategy and progressing the plans for the railway construction. Working Group meetings are held on a fortnightly basis and are a successful method of achieving collaboration, integration and critical analysis.

In November 2014 the City placed advertisements seeking expressions of interest for community members interested in DA6 to nominate for a Community Reference Group (CRG). The City received a total of 12 nominations and all persons were subsequently appointed to the CRG. The terms of reference for the CRG outlined the function of the Group is to advise on key matters of importance to the local community, and not to act as a decision making body. The Project Steering Group facilitated a total of five meetings with the CRG, including an additional meeting requested by members of the CRG. At all times the Project Steering Group and Working Group members listened to the feedback and input of Reference Group members and advised on technical matters and constraints where relevant.

At the 27 October 2015 OCM, the City adopted the Revised Draft LPP14 for the purpose of initiating public advertising under the provisions of LPS15.

OFFICER COMMENT

The revised Vision Plan and Implementation Strategy maintain the same overall objectives and ideology as the original LPP14 as these continue to be sound principles that should be upheld. However, changes have been made to the Vision Plan largely focused on the four elements of land use, built form, movement network and the public realm.

Of the 746 letters sent out re-advertising the draft LPP14, only six (6) objections were received representing a very small percentage of those consulted. City Officers are of the view that while some objections have been received, most of the submissions received are generally positive, with other comments being constructive suggested modifications the City can take on board in the next stages of the planning process for DA6.

With this in mind, in making a decision on the final adoption of LPP14, Council must also decide whether the revised Vision Plan is acceptable, or whether there are necessary changes that need to be made.

Closure of Brearley Avenue

From the initial Vision Plan for DA6, the most substantial alteration to the movement network is the relocation of the proposed Airport West train station from the domestic

Item 12.1 Continued

airport car-park to the Brearley Avenue Road Reserve where it intersects with Second Street. The revised location, whilst beneficial for a variety of reasons, shifts the focal point of vehicle movements so that they are now split between Perth Airport estate and the surrounding residential areas.

Six submissions received raised concerns regarding the need to close Brearley Avenue and the impact this may have on residents and businesses, and whether there was an alternative solution to the road closure. Over the last 20 years, and again during the Community Open Days and discussions held with residents, the Project Working Group has continually been advised that MRWA, as the responsible authority for Great Eastern Highway and Brearley Avenue, do not support the retention of the Brearley Avenue/Great Eastern Highway intersection in any format. The continued operation of the intersection, even with a reduced number of lanes, will continue to cause congestion on Great Eastern Highway and the Tonkin Highway off-ramp, and will continue to contribute to the traffic safety issues present at this intersection and throughout the regional road network.

The closure of Brearley Avenue is not a result of the Vision Plan for DA 6, although the station has brought the timetable forward. The decision to close Brearley Avenue has been made by MRWA and will be undertaken in late 2016. All lot parcels are entitled to have lawful access to a gazetted road, and this will continue to be provided upon closure of Brearley Avenue. Some landowners may consider that their road access will not be as convenient as it is currently with Brearley Avenue open. However this is not a result of the Vision Plan for DA6, it is as a result of the decision of MRWA to close Brearley Avenue. The Vision Plan recognises this future road closure and makes provision for the best use of that land.

From an implementation viewpoint, it is considered that fully closing Brearley Avenue, rather than keeping Brearley Avenue open or retaining a portion of Brearley Avenue between Great Eastern Highway and First Avenue, is not supported as:

- It will encourage motorists to 'rat run' through the residential area to access the domestic airport;
- It will compromise the ability to deliver a high quality and sizeable portion of public open space (POS) and compromise the ability to redesign and integrate the Southern Main Drain within the public realm;
- Main Roads Western Australia has advised that retention of the intersection will compromise the efficiency of Great Eastern Highway and the associated exit ramps from Tonkin Highway. This is unacceptable from a traffic efficiency and safety perspective and is not supported by MRWA as the responsible agency for Brearley Avenue; and
- Retention of a section of Brearley Avenue and its intersection with Great Eastern Highway would be contrary to preferences expressed by some at community workshops and open days held through 2013 and 2015 to remove the barrier of the road and the volume of traffic and adhoc parking associated with the domestic airport.
- For over 25 years it has been the stated position of MRWA that once there was an alternative access from Tonkin Highway to the Domestic Airport, Brearley Avenue would be closed.

Item 12.1 Continued

Given the above, the City's Officers are of the view that there are strong planning and traffic arguments in support of the closure of Brearley Avenue, as it will ultimately deliver a better design outcome for the entire precinct and will ensure a safe and improved regional road network. A Traffic and Transport Analysis is contained in [Attachment 6](#).

Road Traffic and Access Movement Networks

The primary road traffic and access concerns raised in the submissions were as follows:

- The increased pressure this will create on adjacent streets such as Stanton Road and Coolgardie Avenue;
- Intersection at Coolgardie Avenue and Great Eastern Highway will not be able to cope with additional traffic;
- Potential for 'rat running' on quieter streets; and
- Traffic modelling provided shouldn't be accepted as being accurate by the City, and hasn't taken internal roads into account.

Traffic modelling undertaken on behalf of the project team and used for the Vision Plan does not demonstrate that vehicle movements on Stanton Road and Coolgardie Avenue will exceed reasonable expectations for these roads as a result of the closure of Brearley Avenue. The modelling does indicate however, that traffic flows will increase as a result of the introduction of the railway station and increased development within the precinct. The City will continue to monitor traffic volumes along these streets to ensure that vehicle numbers do not exceed expectations and action can be taken if required in further stages of the project.

In regards to the Coolgardie Avenue/Great Eastern Highway intersection, the traffic modelling undertaken indicates that the Coolgardie Avenue/Great Eastern Highway intersection will have a very poor level of service at 2021, and should be upgraded prior to this occurring. The City has taken the position that the upgrade should occur before the Brearley Avenue closure and in conjunction with the upgrade to Fauntleroy Avenue/Great Eastern Highway intersection. The Minister of Transport and MRWA have confirmed that the Coolgardie Avenue and Great Eastern Highway intersection will undergo an interim upgrade as a result (refer [Attachment 7](#)).

Traffic modelling indicates that movements along Great Eastern Highway and through to the airport via Dunreath Drive will be greatly improved, which will reduce the motivation for cars to use local roads. The comment in some submissions that no modelling has been undertaken for internal DA6 streets is entirely incorrect. The modelling undertaken spanned from Hardey Road in the west to Fauntleroy Avenue in the east, and incorporated the entire project area, inclusive of all local roads. This information and the modelling outcomes were presented to the CRG and made available to the wider community to view and ask questions at the Open Days in late 2015. Extensive data was collated from a number of agencies including, MRWA, Perth Airports, PTA and CoB traffic information as part of this extensive modelling exercise. The resultant traffic model is currently the most comprehensive traffic model available, across all government agencies, relating to the DA6 area. The modelling considered the likely stages or levels of development at 2021 and 2031 to align with MRWA and City modelling programs.

Item 12.1 Continued

The project further proposes to redesign the local road network to ensure that vehicle speeds are reduced and improve pedestrian safety, further reducing motivation to use these streets as a 'rat run'. The Vision Plan proposes 'slow streets' which will be designed to encourage traffic to move slowly and to reduce potential impacts within the neighbourhood, particularly cyclists and pedestrians. The notion of 'slow streets' has been informally supported by the CRG and community discussions at the Open Days held.

It is acknowledged that upgrades would be required to internal roads such as Coolgardie Avenue and Stanton Road, in order for the road network to function in the intended manner. The extent of any upgrades will be dependent on technical analysis that is undertaken at the structure planning stage; however expected works would include aspects such as widening of road carriageways, installation of traffic islands and other calming measures, installation of new footpaths, cycle-lanes, upgraded lighting and tree planting.

On the basis of the above, the definition of a vision for an area permits the commencement of structure planning, which is where technical detail of how the vision can realistically be implemented is analysed and tested. The technical analysis undertaken at the structure planning stage in regards to the traffic and access issues raised above will take into account all factors, including (but not limited to):

- The design, hierarchy and function of the road and movement networks, including street design, traffic movements and traffic volumes, cycleways and footpaths, etc;
- Any required land acquisitions;
- Implementation and funding arrangements; and
- Economic feasibility.

Therefore, the information and details outlined for the road network for DA6, as detailed as part of the Vision Plan and Implementation Strategy is considered acceptable at this stage in the project.

Public Open Space

The amount of POS and the inclusion of the ovals at Redcliffe Primary School as shared POS were two main issues raised.

The Vision Plan identifies an appropriate level of open space for active and passive public use to meet the standards of the City and the State Government. The proposed POS network is conceptual only, and the next stages of design will provide further detail on the retention of mature trees and the high quality spaces that will be created. The amount of space provided is generally consistent with that amount of dedicated open space areas currently available to the local community. The integration of the Southern Main Drain will improve the open space network and ensure that all open space in the area is of a high quality and fit for a wide range of community purposes.

The shared use of school ovals is commonplace throughout the Perth metropolitan area. Sharing facilities for activities such as recreation and events can create a focal point for the community, where families gather and build a sense of community. There

Item 12.1 Continued

is an added benefit of the particular school reducing their maintenance burden, by adopting a more efficient and effective use of their open space resources. City Officers have received positive indications from the Department of Education and Redcliffe Primary School regarding the potential shared usage of the school oval in the future. The potential shared use of school facilities is not included in areas calculated as available for POS within DA6.

It is generally accepted that a minimum of 10% of net developable area within any development precinct or subdivisible area must be made available for the purposes of POS. This can be in the form of active or passive recreation areas, and may include turfed areas, natural areas and 'hardscaped' areas such as piazzas and town squares. However, one of the most critical considerations in planning for POS is to ensure the adequate provision of active open space together with additional land for supporting infrastructure. The POS within DA6 will endeavour to ensure that useable and well-designed areas of POS are provided.

The draft POS strategy for the CoB prepared as part of the supporting documents for LPS15 acknowledged that there are areas where there are under provisions of POS within the City. It was also acknowledged that where there is a shortfall consideration should be given to the quality and functionality of the POS that is provided. If the consequence of delivering a high quality outcome in DA6 is that the WAPC 10 percent POS requirement cannot be achieved, but the POS is designed to accommodate organised sport and active open space, then this is will be of more benefit to the community rather than just delivering an amount of POS to comply with the Planning Policy. Notwithstanding that, more work needs to be carried out as part of the Structure Planning works to ensure that the quantity and quality of POS is appropriate for the future community needs of residents in DA6.

The proposed Vision Plan makes good use of surplus Brearley Avenue land to provide high quality and well located public spaces throughout the redevelopment area. These spaces include a dedicated 'kickabout' area of approximately 1.2 hectares in the central portion of the study area, a public piazza adjacent to the Airport West station to accommodate informal meeting spaces and alfresco dining, and a number of smaller parks to be designed for leisure activities.

The total area of POS to be provided within DA6 will not be known until such time as detailed planning is undertaken, as this calculation requires knowledge of the land area required to accommodate surface water drainage. Additional spaces throughout the area beyond those shown in the Vision Plan may be considered at the detailed planning stages, including any additional surplus government land and the shared use of the Redcliffe Primary School oval. However, area available for public usage within the school site depends on the school's future development plans as well as the size of an oval within the redeveloped site that may or may not be available for shared use.

Density and Zoning

The introduction of the railway station has increased the potential for higher density development radiating throughout the residential areas of DA6. From the consultation process, concerns were raised that the distribution of density throughout the area may not be equitable, with some areas being rezoned for much higher densities than others and potentially some locations not being suitable to cope with high density development. It needs to be reinforced that specific densities are not provided as part of the Vision Plan with only approximate figures in regards to dwelling yields and height

Item 12.1 Continued

provided in addition to the mapping being indicative only. Specific densities will only be confirmed at the point in which a Scheme Amendment under LP15 is finalised.

In addition, some submissions raised concerns regarding the time periods for the Scheme Amendment to take place. The preparation, engagement, revision, endorsement and implementation of a comprehensive planning framework take time to achieve. It is likely that the preparation of this planning framework would take a minimum of 12-18 months to achieve, and is more than likely to be in place by 2018.

The distribution of land uses and interface between commercial and residential land uses is determined at the structure planning stage. It is however accepted that the Structure Plan will need to address interface issues and that the Vision Plan does not explicitly identify this relevant to properties abutting land uses on Great Eastern Highway.

Whilst the predominant intended land uses within DA6 have not changed, the introduction of the railway station within the residential community has increased the potential for higher density development branching out from the station plaza. This density likely provides the opportunity for a greater diversity of land uses to be accommodated within the precinct, as the increased number of residents and employees will improve the viability of retail, commercial and office developments within the local area.

Therefore, while the comments made during the public advertising period are noted, as detailed above, these aspects will be addressed in more detail at the structure planning stage and should not delay the adoption of the Vision Plan and Implementation Strategy.

Options

In making a decision on the revised LPP14 based on the consultation undertaken, Council has three options. These are:

- **Option 1**
Accept the Vision Plan as proposed and grant final adoption to draft LPP14; or
- **Option 2**
Accept the Vision Plan as proposed with additional clarity and modifications included in relation to the submissions received on revised draft LPP14; or
- **Option 3**
Rescind Council's adoption of the Vision Plan and request the Planning Department prepare an alternative Vision Plan.

In making a decision on this matter, Council is reminded that DA6 is a redevelopment area, and strategic planning exercises are required to be forward thinking. In the case of visioning exercises, Council should be assuming a leadership role and promoting best practice urban planning and design principles, which in many cases may be at odds with the existing character and nature of an area.

The DA6 Vision Plan integrates leading practice in urban design to create character and a sense of place with a potential population that would support a mix of facilities and activities, as well as a movement network that facilitates these outcomes. The Vision Plan is considered to represent the highest and best land use and will promote development outcomes that take advantage of the strategic opportunities provided by

Item 12.1 Continued

the future Perth Airport train station. For these reasons, Option 3 would be contrary to Council's strategic objectives and is therefore not recommended.

While the concerns of some local residents and other stakeholders within the DA6 area are noted, it is considered that since the Vision Plan was first adopted by Council at its OCM of 27 August 2013, considerable work has been done by all relevant stakeholders to ensure those initial community concerns have been addressed. Therefore, Option 2 is considered appropriate for a number of reasons:

- It validates and justifies the amount of public consultation undertaken in the form of public advertising and Community Open Days, along with the forming of a CRG to ensure the concerns of the residents and interested stakeholders are identified and addressed;
- It still allows for the Vision Plan to be finalised which gives the ability for the Council and City Officers to progress the initiation of structure planning; and
- It will ensure that decision-making by other agencies gives due regard to the Vision Plan.

On the basis of the above, it is recommended that Council give final adoption to draft LPP14 and make updates to the Vision Plan and Implementation Strategy to reflect some of the questions and comments raised during the consultation process.

FINANCIAL IMPLICATIONS

There were costs associated with the advertising of the draft Policy, including the costs associated with a precinct wide mail out, updating and maintaining the City's website and facilitating the proposed community events.

ENVIRONMENTAL IMPLICATIONS

The proposed Vision Plan is considered to be a high quality method of protecting the natural environment within the precinct area.

SOCIAL IMPLICATIONS

The proposed Vision Plan is considered to be a suitable starting point for improving social interaction and cohesion within the Redcliffe community. For many years the community has largely been divided by the physical barrier of Brearley Avenue and its role as a main road to the airport. The removal of this barrier and enhancement of public streets and public spaces will provide the community with an opportunity to develop a stronger sense of identity and pride of place.

Item 12.1 Continued

OFFICER RECOMMENDATION

That Council:

1. Amend the revised Development Area 6 Vision Plan and Implementation Strategy ([Attachment 5](#)) as follows:
 - (A) In relation to the Vision Plan Report:
 - (i) On pages 13, 32, 34 and 35, reference to 'Villas' being removed as this is inconsistent with the vision for the area;
 - (ii) On page 34, reference to height not being visible from the street to be altered, to better convey the intended built form at a street level;
 - (iii) On page 35, reference to building heights of up to 13 storeys near the train station be modified as Perth Transport Authority have advised of concerns that the Forrestfield-Airport link tunnels will not be able to directly support development with this load;
 - (iv) On page 38, clarify the location and number of layover bays and active bus stands for the station to be consistent with Public Transport Authority and Department of Transport standards;
 - (v) On page 38, deletion of text in relation to feeder bus service plans as this does not accord with the plans of Public Transport Authority;
 - (vi) On page 39, deletion of text in relation to 2031 Public Transport Plan as this plan is no longer current; and
 - (vii) All reference to Swan River Trust should be changed to Department of Parks and Wildlife.
 - (B) In relation to the Implementation Strategy:
 - (i) Where reference is made to the Department of Planning, this should be expanded to include the Western Australian Planning Commission in recognition of its decision-making function;
 - (ii) The Vision Plan should clearly state a Development Contribution Plan will be required and the expected items normally applied in line with State Planning Policy 3.6; and
 - (iii) On page 58, removal of note in relation to additional bus services to be provided prior to the rail station opening, as Department of Transport have advised this is unlikely.
2. Adopt Local Planning Policy No. 14 'Development Area 6 Vision' in accordance with Clauses 4 and 5 of Schedule 2, Part 2 of the Planning and Development (Local Planning Schemes) Regulations 2015 as detailed in [Attachment 5](#), with the proposed amendments to the Vision Plan and Implementation Strategy as detailed in Part 1 of the resolution.

Item 12.1 Continued

Note

Cr Gardner put forward the following Alternative Councillor Motion.

ALTERNATIVE COUNCILLOR MOTION

GARDNER MOVED, CAYOUN SECONDED,

That Council:

1. Defer this item to an Information Forum to obtain further Councillor input regarding the primary issues cited through the submission period.
2. Formally request that the Minister of Transport reconsider the ramifications of closing Brearley Avenue and request more localised traffic modelling based on the future population estimates outlined in the Vision Plan.

LOST 4 VOTES TO 5

*For: Bass, Cayoun, Gardner, Hitt
Against: Marks, Powell, Rossi, Ryan, Wolff*

Reason

To obtain further Councillor input regarding the primary issues cited through the submission period.

Item 12.1 Continued

Note

Cr Wolff foreshadowed the Officer Recommendation.

Cr Rossi suggested an amendment to the Officer Recommendation which was agreed to by Cr Wolff and Cr Powell.

AMENDED FORSHADOWED MOTION

WOLFF MOVED, POWELL SECONDED,

That Council:

1. Amend the revised Development Area 6 Vision Plan and Implementation Strategy ([Attachment 5](#)) as follows:

(A) In relation to the Vision Plan Report:

- (i) On pages 13, 32, 34 and 35, reference to 'Villas' being removed as this is inconsistent with the vision for the area;**
- (ii) On page 34, reference to height not being visible from the street to be altered, to better convey the intended built form at a street level;**
- (iii) On page 35, reference to building heights of up to 13 storeys near the train station be modified as Perth Transport Authority have advised of concerns that the Forrestfield-Airport link tunnels will not be able to directly support development with this load;**
- (iv) On page 38, clarify the location and number of layover bays and active bus stands for the station to be consistent with Public Transport Authority and Department of Transport standards;**
- (v) On page 38, deletion of text in relation to feeder bus service plans as this does not accord with the plans of Public Transport Authority;**
- (vi) On page 38², deletion of text in relation to 2031 Public Transport Plan as this plan is no longer current; and**
- (vii) All reference to Swan River Trust should be changed to Department of Parks and Wildlife.**

² Reference to page 38 replaces reference to page 39. Refer OCM 22/03/16, Item 6.1 for confirmation of amendment.

Item 12.1 Continued

(B) In relation to the Implementation Strategy:

- (i) Where reference is made to the Department of Planning, this should be expanded to include the Western Australian Planning Commission in recognition of its decision-making function;**
 - (ii) The Vision Plan should clearly state a Development Contribution Plan will be required and the expected items normally applied in line with State Planning Policy 3.6; and**
 - (iii) On page 58, removal of note in relation to additional bus services to be provided prior to the rail station opening, as Department of Transport have advised this is unlikely.**
- 2. Adopt Local Planning Policy No. 14 'Development Area 6 Vision' in accordance with Clauses 4 and 5 of Schedule 2, Part 2 of the Planning and Development (Local Planning Schemes) Regulations 2015 as detailed in [Attachment 5](#), with the proposed amendments to the Vision Plan and Implementation Strategy as detailed in Part 1 of the resolution.**
- 3. Seek further clarification from the Minister for Transport regarding the closure of Brearley Avenue.**

CARRIED 5 VOTES TO 4

*For: Marks, Powell, Rossi, Ryan, Wolff
Against: Bass, Cayoun, Gardner, Hitt*



Special Electors' Meeting 26/04/2016

Item 4.1 refers

Attachment 2

**Letter from Mayor to Minister for
Transport regarding the Closure of
Brearley Avenue**



Office of the Mayor

CITY OF BELMONT
215 Wright Street
(LMB 379) Cloverdale
Western Australia 6105

Ph (08) 9477 7222
TTY (Hearing Impaired)
(08) 9479 5145
Fx (08) 9478 1473

belmont@belmont.wa.gov.au
www.belmont.wa.gov.au

2 March 2016

Hon. Dean Nalder MLA
Minister for Transport
7th Floor, Dumas House
2 Havelock Street
WEST PERTH WA 6005

Dear Minister

CLOSURE OF BREARLEY AVENUE

At the Ordinary Council Meeting of the 23 February 2016, my Council adopted the revised Vision Plan for the area known as Development Area 6 (DA6). This Plan will have statutory significance, as it is adopted as Local Planning Policy No.14, pursuant to Section 2.4 of the City of Belmont Local Planning Scheme No. 15.

The DA6 Vision Plan is based on the permanent closure of Brearley Avenue, which has been a requirement of Main Roads Western Australia (MRWA) for over 25 years, where it has been stated that once there was an alternative access from Tonkin Highway to the Domestic Airport, Brearley Avenue would be closed.

At the Council meeting, there was strong representation from several ratepayers who were convinced that you had not made a final decision on the closure of Brearley Avenue. This is because in correspondence from your Office to particular ratepayers and allegedly in conversation with them, words have been used such as MRWA will still need *"to consider the permanent closure of the intersection of Brearley Avenue at Great Eastern Highway"* (letter dated 8 February 2016 from Darren Mudge, Principal Policy Adviser).

The words *"to consider"* can be interpreted to mean that no final decision has been made on the matter.



Correspondence from MRWA states that “.....Brearley Avenue is required to be terminated at the intersection of Brearley Avenue with Great Eastern Highway to accommodate construction works for the Airport West Railway Station on Brearley Avenue” (letter dated 17 December 2015 to Chief Executive Officer, Stuart Cole from MRWA - Drew Johnson, Project Development Coordinator).

The reason for the closure is given as the construction of the Railway Station, so this invites arguments of possible partial closures of Brearley Avenue, or the reinstatement of Brearley Avenue once the Railway station works are completed. The requirement for the closure has never been driven by the railway station but by the need to alleviate congestion and provide safer traffic movements on Great Eastern Highway at the Tonkin Highway off ramp.

The indecisiveness from the Government on the Brearley Avenue closure was interpreted by those ratepayers opposing the closure that it was the Council that was responsible for this action.

Fortunately, my Council were able to agree that greater benefits are achieved in terms of road planning and redevelopment of the DA6 area by the permanent closure of Brearley Avenue.

Notwithstanding the above, Council resolved as follows.

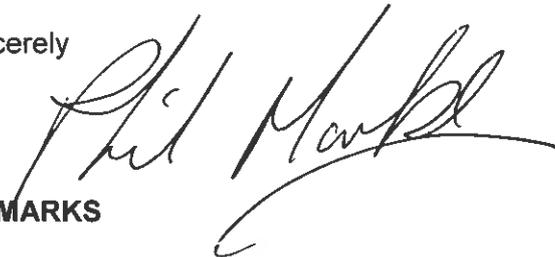
“That Council seek further clarification from the Minister for Transport regarding the closure of Brearley Avenue”.

I therefore seek your confirmation that Brearley Avenue has to be closed at Great Eastern Highway, so that the position of the Government no longer appears in any way ambiguous.

Thank you.

Yours sincerely

**CR PHIL MARKS
MAYOR**

A handwritten signature in black ink, appearing to read 'Phil Marks', written over a horizontal line.