



August 2016

DC Policy 1.10

- Freeway service centres and roadhouses, including signage

Development Control Policy 1.10

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Background

This policy supersedes the Western Australian Planning Commission (WAPC) *Development Control Policy 1.10 - Location and Design of Freeway Service Centres* (August 2001). It reflects the wider freeway network and the changing road user environment including greater general and freight traffic. The policy also includes provisions for service stations, (commonly known as 'roadhouses' in regional areas) on other State roads. The policy does not apply to service stations other than freeway service centres and roadhouses.

Service centres for the convenience and amenity of the travelling public contribute to road safety by providing the opportunity for rest breaks to reduce driver fatigue. This policy provides guidance for decision-making on the location, siting and design of service centres on freeways and roadhouses on other State roads.

Other WAPC planning policies and guidelines may contain relevant provisions or advice and should be read in conjunction with this policy where appropriate (see Appendix 2).

In addition to the provisions of these policies and guidelines, decision-makers should have due regard to the provisions of:

- regional planning schemes, strategies and structure plans; and
- local planning strategies, schemes and policies.

Decision-makers should also have due regard to Main Roads WA legislation, strategies, policies and guidelines that relate to this policy, including:

- *Main Roads Act 1930*
- Main Roads (Control of Advertisements) Regulations 1996
- Policy and guidelines for the provision of freeway service centres 2011
- Freeway service centre strategy 2015
- Policy and application guidelines for advertising signs within and beyond State road reserves 2015
- Rural highways service centre (roadhouse) guidelines 2015

1 Introduction

Perth's freeway network is expanding beyond the Perth metropolitan and Peel regions into adjoining peri-urban and rural areas, where freeway service centres may be located further apart and access may be less convenient. In the State's other regions, the volume of traffic, including freight, has increased as a result of population and economic growth.

Road safety is a major concern with fatigue a large contributor to vehicle crashes and road deaths. Due to the efficiency of modern vehicles, the distance between service stations is dictated more by travellers' needs to address fatigue and personal comfort (toilets and food), than the need to refuel. Fuel remains a factor in trip planning in remote regions.

Freeway service centres are reasonably close to services and facilities available within urban areas and the range of services provided are limited to those specified in the definition of a freeway service centre in this policy.

Roadhouses in regional areas may need to provide services that are generally provided in townsites for local residents, as well as services to meet the needs of travellers.

They may sell a wider variety of goods and provide a full range of automotive services and accommodation; and more extensive ablution facilities for the travelling public and professional drivers, depending on the remoteness of the location. Roadhouses may be located at or near existing settlements, while in remote regions they may be stand-alone centres which function as regional activity nodes.

Throughout this policy, the term 'service centres' refers to both freeway service centres and roadhouses. The term 'signage' refers to signage located at service centres; it does not include signage advertising service centres but located elsewhere along the roadside.

When this policy applies

This policy applies to proposals for freeway service centres and roadhouses, including associated signage, located on State roads.

The WAPC will apply this policy when considering:

- an amendment to a regional or local planning scheme;
- a structure plan;
- a development application.

Applications for development of a freeway service centre or roadhouse, including associated signage, located on land zoned under a region scheme are considered by the WAPC where the local government is of the opinion that the application is of State or regional importance or is in the public interest, or where the local government does not accept the referral advice of the advice agency.

The Department of Planning will apply this policy when responding to referral requests from local government (acting under delegation from the WAPC) regarding development applications for freeway service centres and roadhouses, including associated signage, on land reserved under a region scheme as a regional road, or on zoned land abutting a regional road reservation. Where the local government does not accept the Department of Planning or other advice agencies' recommendations, the WAPC will consider the application and apply this policy.

Where a local government considers an application for a freeway service centre or roadhouse under an instrument of delegation conferred under the *Planning and Development Act 2005*, the local government shall have due regard to this policy as well as to other relevant policies and guidelines of the WAPC and Main Roads WA.

Where proposals for roadhouses on roads other than State roads require an amendment to a local planning scheme, the WAPC may assess the proposal against the objectives of this policy.

Where the Department of Transport (DoT), acting under an instrument of delegation conferred under the *Planning and Development Act 2005*, considers an application for large format digital signage on or abutting land reserved as a Primary Regional Road under the Metropolitan Region Scheme, DoT should have regard to *Development Control Policy 5.4 Advertising on Reserved Land* and refer the application to the relevant local government and Main Roads WA for advice. This policy does not apply.

2 Policy objectives

1. To address the needs of those travelling on Western Australia's freeways and other State roads with respect to safety, convenience, amenity and the provision of tourist information.
2. To ensure that service centres are located and sited in a manner that supports local economies and the movement of State and regional freight.
3. To ensure that service centres are sited to conform to Main Roads WA's standards for safe vehicular entry and exit between the roadway and service centres.
4. To ensure that service centres are sited where they will not have an adverse impact on the environment or landscape.
5. To ensure that service centres, including associated signage, are designed to be compatible with adjoining land uses and landscape.

3 Policy measures for freeway service centres and roadhouses

3.1 Locational measures

- 3.1.1 Sites must be large enough that their operation will not detract from the amenity of existing or proposed sensitive uses, including residential areas.
- 3.1.2 Freeway service centres and roadhouses should not detract from existing or planned settlements and employment areas that are identified in local planning strategies and schemes.
- 3.1.3 Locations must be consistent with Main Roads WA's program for further freeway extensions (see Appendix 1: *Proposed 2031 Freeway Network – Perth and Peel Region*), and highway realignments or reconfiguration.
- 3.1.4 Sites should not be located in environmentally or visually sensitive areas unless potential adverse impacts can be adequately mitigated.
- 3.1.5 Sites should be identified in local planning strategies where possible.
- 3.1.6 Vehicle access to freeway service centres and roadhouses must not be detrimental to the operation of the freeway or other roads, or pose an increased risk to the safety of road users. This will be determined by the Western Australian Planning Commission on the advice of Main Roads WA.
- 3.1.7 Freeway service centres and roadhouses should not generally be located in areas with extreme bushfire hazard level. Bushfire risks should be capable of being managed in accordance with Western Australian Planning Commission policies and guidelines.

Freeway service centres

- 3.1.8 Freeway service centres should be located at interchanges (either one side or both), where they can be directly accessed by both freeway users and local motorists. On proposed freeways where there are long stretches of road with no existing urban areas nearby, freeway service centres may be located between freeway interchanges.
- 3.1.9 Freeway service centres should generally be located a minimum of 40 kilometres from similar existing facilities or approved sites on a freeway, subject to network configuration and traffic volume being satisfied.
- 3.1.10 Where a freeway service centre is to be duplicated on both sides of a freeway, both sites must satisfy all relevant policy measures.
- 3.1.11 Freeway service centres should be integrated with existing or proposed rapid transit systems, cycle or pedestrian paths, and major service infrastructure located within the freeway reserve.

Roadhouses

- 3.1.12 Roadhouses should be located within or adjacent to gazetted townsites wherever possible, to support the local economy.
- 3.1.13 Roadhouses within towns should be located on the periphery of town.
- 3.1.14 Where a town that is bypassed by a State road is unable to support a service station, a roadhouse may be located at the intersection with the town access road, so it can serve both local motorists and those using the bypass route.
- 3.1.15 Roadhouses should be located where they complement any existing facilities provided by State and local agencies.

- 3.1.16 Roadhouses should be located where they have a sustainable supply of potable water.
- 3.1.17 In remote regions, roadhouses should be located strategically where they can support emergency services for travellers and local residents, such as in the vicinity of major river crossings and at major road intersections, and where they may provide economic opportunities for local communities.

3.2 Siting measures

- 3.2.1 Sites should generally be a minimum of two to five hectares in size, although they may be larger, for example if they need to accommodate freight vehicles, tourist coaches and cars towing caravans etc.
- 3.2.2 Sites should be of an appropriate size and configuration to provide safe and efficient traffic circulation, easy access to all facilities, and safe pedestrian movement.
- 3.2.3 Where possible, the development should not be visually prominent, such as at the focal point of an important view or at a higher elevation than surroundings.
- 3.2.4 Sites should be capable of minimising any negative noise, odour, visual and light spill impacts on nearby sensitive land uses including residential and tourist accommodation.
- 3.2.5 Service centres that do not have access to network sewerage should be sited where effluent can be contained onsite, to protect the quality of surface and ground water.

Freeway service centres

- 3.2.6 Freeway service centres located between freeway interchanges must be a safe distance from the closest freeway exit and entry points and only be accessible directly from the freeway, compliant with Main Roads WA's standards.

- 3.2.7 Freeway service centres located on or adjacent to a freeway interchange must not negatively impact on the safe and efficient functioning of the interchange.

3.3 Design measures, including signage

- 3.3.1 Freeway service centres and roadhouses should either be visible from the adjoining roadway or clearly signposted, but they should not be designed to be so prominent that they may be a hazardous distraction for drivers.
- 3.3.2 The design and layout of built facilities and landscape treatment should be of a high standard, although materials used may be inexpensive or recycled. The appearance of structures and the choice of plant species should blend with the local landscape setting, provide adequate sightlines and reflect local character. Aspects to consider include architectural style, the choice and colour of exterior building materials, plant species including their dimension at maturity, and materials used for pavement and edging.
- 3.3.3 Measures must be taken to address noise, odour, visual and light spill impacts, where required. Measures may include screening of appropriate width, height and materials.
- 3.3.4 To assist with integrating freeway service centres and roadhouses into their landscape setting, landscaped areas should be provided at their fronts and sides. The size of the landscaped areas is to be based on site level visual landscape assessment that includes consideration of screening and safety requirements.
- 3.3.5 As a pedestrian safety measure, parking and refuelling facilities for cars, coaches and freight vehicles should be segregated.

- 3.3.6 Service centres should provide shower facilities and dedicated truck driver respite areas.

Signage

- 3.3.7 To avoid visual clutter, there should be a single, multi-tenancy pylon sign that identifies the primary facility and may include individual tenancies. To ensure that the scale of the sign is compatible with the character of the landscape, the overall height of the multi-tenancy pylon sign should be no greater than 12.0m. However, a height up to a maximum of 20.0m may be considered where it can be demonstrated that particular circumstances prevailing at the site, such as visual obstructions caused by vegetation or nearby buildings, warrant an increase.
- 3.3.8 To reduce visual intrusion into drivers' field of view, the multi-tenancy pylon sign should be located a minimum of 10.0m from the boundary of the road reserve and/or positioned outside the clear zone in accordance with Main Roads guidelines, whichever is the greater.
- 3.3.9 Signage located on individual tenancies should not obscure architectural features of buildings and should not be located on or above rooflines, to reduce the visual dominance of signage.
- 3.3.10 Signage should have due regard for the policy and specifications of Main Roads WA and should be generally consistent with the relevant local planning scheme and local planning policies.

Freeway service centres

- 3.3.11 Freeway service centres should generally be open 24 hours a day.
- 3.3.12 Restaurant facilities may accommodate a combined total of up to 150 seated customers and take-away food retailing may be provided contiguously with the service centre. No drive-through facility will be permitted for take-away foods.
- 3.3.13 Convenience shopping may occupy an aggregate retail floor space of up to 300 square metres.
- 3.3.14 Facilities for cyclists should be provided where there is an existing or proposed cycle path in the freeway reserve.

Roadhouses

- 3.3.15 Roadhouses should provide sheltered picnic areas and capitalise on adjoining natural features or town attractions, to encourage motorists to have a rest stop.
- 3.3.16 Convenience shops may occupy an aggregate retail floor space of up to 150 square metres, or greater in special circumstances.
- 3.3.17 Restaurant facilities may accommodate up to 50 seated customers with limited take-away food retailing contained within a single building. No drive-through facility will be permitted for take-away foods.

4 Implementing this policy

The relevant planning instruments for implementing this policy are region schemes, local planning strategies and schemes and structure plans in accordance with the Planning and Development (*Local Planning Schemes*) Regulations 2015, as well as individual subdivisions and development.

- 4.1 Where a region scheme applies, service centres should generally be located on land that is zoned Rural, but may also be located on land zoned Urban, Urban Deferred, Industrial or Industrial Deferred.
- 4.2 A service centre may be located within a Primary Regional Road reserve under a regional or local planning scheme, where the uses are restricted to those that are compatible with the purpose of that reserve.
- 4.3 Where a local planning scheme applies, service centre sites should be zoned 'Special Use - Service Centre' or 'Special Use - Roadhouse', depending on the location. The uses provided for in planning scheme provisions should generally be restricted to those which are provided for in the respective definition. Relevant provisions should be inserted into the local planning scheme, including those based on the provisions outlined in this policy.
- 4.4 The local planning scheme should provide for buffers where necessary to mitigate residual noise, odour and light spill from service centres; for example, where service centres are to be located in or adjacent to sensitive land uses such as residential areas, will operate 24 hours and will provide services for freight vehicles.
- 4.5 A structure plan to co-ordinate the subdivision and/or development of land for a freeway service centre or a roadhouse may be required for orderly and proper planning in accordance with the *Planning and Development (Local Planning Scheme) Regulations 2015*. A structure

plan must demonstrate how the proposed development integrates with development in, and planning for, the locality.

- 4.6 The subdivision of rural land for developing a freeway service centre or roadhouse may be considered under clause 6(e) of *Development Control Policy 3.4 Subdivision of rural land*.
- 4.7 In considering zoning, structure plan, subdivision and development proposals related to service centres, the Western Australian Planning Commission may require technical reports which demonstrate that the applicable policy measures are capable of being satisfied, including:
- traffic and road safety impacts, and proposed management measures;
 - retail sustainability assessment;
 - noise, odour, visual or light spill impacts on road users and any existing or proposed residential areas or other sensitive land uses, and proposed mitigation and management measures such as provision of buffers;
 - a signage strategy that addresses the amenity and visual impacts of signage, including the cumulative impact of all signs in the locality; and
 - environmental impacts (ground and surface water, flora and fauna, air emissions, solid waste etc), and mitigation and management measures.

5 Definitions

Land use terms used shall have the meanings provided in the *Planning and Development (Local Planning Schemes) Regulations 2015*, unless otherwise identified.

Freeway

For the purposes of this policy, a **freeway** is a road reserved as a Primary Regional Road in a regional planning scheme, planned to a freeway standard with grade-separated interchanges and restricted direct access from adjacent property.

State road (also known as *primary distributor road*)

A **State road** provides for major regional and inter-regional traffic movement and carries large volumes of generally fast moving traffic. Some are strategic freight routes and all State roads are managed by Main Roads WA. Primary distributor roads include freeways, highways, national highways and main roads and are collectively known as State roads. (Source: *Main Roads WA, Western Australia Road Hierarchy*)

Service station

Service station means premises other than premises used for a transport depot, panel beating, spray painting, major repairs or wrecking, that are used for -

- (a) the retail sale of petroleum products, motor vehicle accessories and goods of an incidental or convenience nature; or
- (b) the carrying out of greasing, tyre repairs and minor mechanical repairs to motor vehicles.

Note: This policy does not apply to service stations other than *freeway service centres and roadhouses on State roads*.

Freeway service centre

Freeway service centre means premises that has direct access to a freeway and which provides all the following services or facilities and may provide other associated facilities or services but does not provide bulk fuel services -

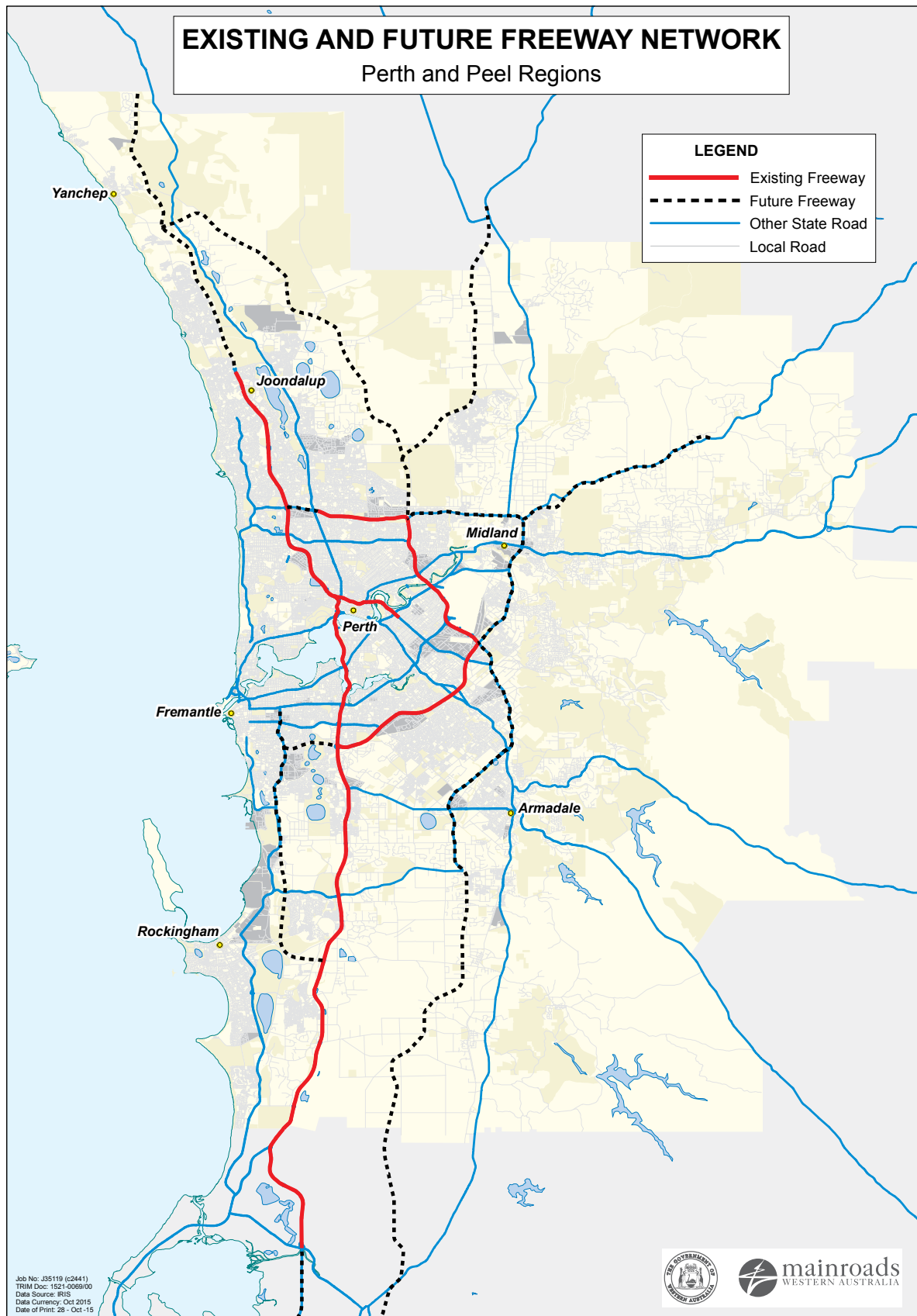
- (a) service station facilities;
- (b) emergency breakdown repair for vehicles;
- (c) charging points for electric vehicles;
- (d) facilities for cyclists;
- (e) restaurant, cafe or fast food services, (excluding the sale or consumption of alcohol under the *Liquor Licensing Act 1988*);
- (f) take-away food retailing, without a drive-through facility;
- (g) public ablution facilities, including provision for truck drivers, disabled access and infant changing rooms;
- (h) parking for passenger and freight vehicles;
- (i) outdoor rest stop facilities such as picnic tables and shade areas;
- (j) dump points to dispose of black and grey water from recreational vehicles.

Roadhouse

Roadhouse means premises that has direct access to a State road other than a freeway and which provides the services or facilities provided by a freeway service centre and may provide any of the following additional facilities or services -

- (a) a full range of automotive repair services;
- (b) wrecking, panel beating and spray painting services;
- (c) transport depot facilities;
- (d) short-term accommodation for guests (including motel and caravan sites, generally in remote locations);
- (e) facilities for being a muster point in response to accidents, natural disasters and other emergencies.

Appendix 1: Proposed 2031 Freeway Network - Perth and Peel Region



Appendix 2: WAPC policies and guidelines to be read in conjunction with Development Control Policy 1.10

- State Planning Strategy and State Planning Policy 1: State Planning Framework (Variation No. 2)
- *State Planning Policy 2: Environment and Natural Resources*
- *State Planning Policy 2.2: Gnamptara Groundwater Protection*
- *State Planning Policy 2.5: Land Use Planning in Rural Areas*
- *State Planning Policy 3.2: Aboriginal Settlements*
- *State Planning Policy 5.4: Road and Rail Transport Noise and Freight Considerations in Land Use Planning*
- *Development Control Policy 1.4: Functional Road Classification for Planning*
- *Development Control Policy 1.7 General Road Planning*
- *Development Control Policy 5.1 Regional Roads (Vehicular Access)*
- *Development Control Policy 5.4 Advertising on Reserved Land*
- *Tourism Planning Guidelines (WAPC, 2014)*
- *Planning Bulletin 83/2013 Planning for Tourism (WAPC, 2013)*
- *Rural Planning Guidelines (WAPC, 2014)*
- *Visual Landscape Planning in Western Australia (WAPC, 2007)*
- *Indian Ocean Drive Planning Guideline (WAPC, 2014)*