Department of **Planning, Lands and Heritage**

GOVERNMENT OF WESTERN AUSTRALIA

Western Australian Planning Commission

January 2018

DRAFT DC Policy 1.7

General road planning

DRAFT Development Control Policy 1.7
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Contents

Published by the
Western Australian Planning Commission
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Published January 2018

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Background notes

1. This policy brings together in one document all those operational planning policies of the Western Australian Planning Commission (WAPC) which apply generally to the planning of roads. The policy refers to the functional road classification system in *Liveable Neighbourhoods* (2009). *Liveable Neighbourhoods* is currently under review and this policy will be modified where appropriate following finalisation of the review.

2. The WAPC previously revised the policy in June 1998.

3. Related Development Control Policies (DCP) and other policy include:

   DCP 1.3 - Strata Titles

   DCP 2.2 - Residential Subdivision

   DCP 4.1 - Industrial Subdivision

   DCP 5.1 - Regional Roads (Vehicular Access)

   Liveable Neighbourhoods (2009)

   SPP 3.1 Residential Design Codes

1. Introduction

The policy establishes requirements for land contributions and the construction of various categories of roads and outlines principles that apply to aspects of the planning and provision of all types of roads. It also clarifies the role of roads as service corridors for public utilities. The policy reflects the WAPC's responsibility for planning and protecting regional road reserves in accordance with the Metropolitan Region Scheme (MRS), Peel Region Scheme (PRS) and Greater Bunbury Region Scheme (GBRS) and providing adequate road access to individual lots via the subdivision process.

2. Policy objectives

- To promote the planning of road networks throughout the State which maximise efficiency, safety and amenity.
- To provide a consistent approach for contributions towards the provision of roads from the subdivision and development of land.

3. Policy measures

3.1 Road widening

3.1.1 The WAPC may require that land for road widening be ceded free of cost as a condition of approval for subdivision/amalgamation in either of the following circumstances:

i) where the subdivision/amalgamation and associated development will result in additional traffic movements, including those by vehicles that may require special access considerations which give rise to the need to widen the road;

ii) where the subdivision creates a number of new individual frontages to a road increasing the potential for turning movements and movements to and from the land.

The WAPC may also require that land for road widening be ceded free of cost as a condition of subdivision/amalgamation where parts (i) and (ii) do not apply, providing it is justified in the particular circumstances.

3.1.2 The WAPC may require that land for road widening be ceded free of cost prior to approving a sketch of strata subdivision by means of a separate application for freehold subdivision where the associated development will result in additional

traffic movements, including those by vehicles that may require special access considerations that give rise to the need to widen the road.

3.1.3 Where the provisions of the MRS, PRS or GBRS require development to be determined by the WAPC, land for road widening may be required where the development will have an impact on regional road planning. Where the development is a significant traffic generator or is serviced by vehicles with special access requirements which give rise to the need to widen the road, the WAPC may impose a condition requiring that land for road widening be ceded free of cost.

3.1.4 Where the provisions of the MRS, PRS or GBRS require development to be determined by the WAPC, there may be circumstances where the WAPC considers it is unreasonable to request land to be ceded free of cost for road widening, particularly where it is not required immediately. In these circumstances a condition may be imposed to require the applicant to execute an agreement with the local government or the Commissioner of Main Roads or WAPC, to effect the sale of the land required for road widening provided that the survey costs additional to those generated by the subdivision or development itself are met by the authority requiring the road widening.

3.1.5 In the case of land required for road reservations under the MRS, PRS or GBRS such land may be required to be set aside as a separate lot pending acquisition by the appropriate authority. This is subject to the WAPC being satisfied that adequate access is maintained to the original lot for vehicles and public utilities.

3.1.6 Provisions relating to road widening may be included in approved town planning schemes and the WAPC will have regard to such provisions when making a decision on subdivision.

3.2 Upgrading and construction of existing roads

3.2.1 Existing roads shall be required to be constructed or upgraded as a condition of subdivision, where the Commission and the road authority agree that the subdivision should not proceed unless the construction or upgrading occurs. In imposing this condition the WAPC and the road authority should be satisfied that the existing roads are either substandard or inadequate to accommodate the additional traffic generated from the subdivision and associated development.

3.2.2 The condition will normally require the applicant to enter into satisfactory arrangements with the road authority for the construction/upgrading of the relevant road. The responsibility for the design and construction of the works is a matter for negotiation between the applicant and the road authority.

3.2.3 If the road authority is not in a position to immediately carry out the construction or upgrading, the subdivider must undertake either of the following to allow the subdivision to proceed:

- carry out the works to the satisfaction of the road authority; or
- contribute to the cost of the works by either cash payment or other means acceptable to the road authority (for example, bank guarantee). The contribution should be based upon an amount equal to the road authority's estimated cost to undertake the works at the date of clearance of the road upgrading/construction condition by the local government.

Alternatively the subdivider may wait until the road authority is able to construct or upgrade the road before proceeding with the subdivision.

3.2.4 Provision exists under Section 159 of the *Planning and Development Act 2005* to enable a subdivider to claim a portion of the cost of providing an existing road from subsequent subdividers that abut the road. This is providing the subsequent subdividers have not already contributed to the cost of providing the road.

3.3 Contributions for Major Roads (Other than Subdivisional Roads)

3.3.1 This section applies to primary distributors and integrator arterials which are not subdivisional roads as determined by the WAPC. These include regional roads reserved in the MRS, PRS and GBRS.

3.3.2 The WAPC will normally require as a condition of subdivision that major subdivisions, particularly in broadacre areas released on the urban fringe, cede land for district distributor roads to the Crown free of cost and contribute to the construction of these roads. This condition will be required where district distributors abut, or are included within, the area of the subdivision. The WAPC may also require this condition to provide for the connection of these district distributor roads with existing major roads outside the immediate area of the subdivision, where the connecting district distributor is necessary to provide adequate access and the road alignment is in the same land holding.

3.3.3 The WAPC may require the ceding of land to the Crown free of cost for primary distributor roads in special circumstances such as where superlots are created on the urban fringe to rationalise land holdings for future residential subdivision.

3.3.4 The construction contributions for district distributor roads will normally include the earthworks for the whole road reserve, the construction of one carriageway (two lanes) and associated drainage facilities. In addition grade separated pedestrian crossings and a dual-use path along one side of the road may be required where these facilities accord with proposals for the overall structure planning for the area.

3.3.5 To achieve equitable land and road construction contributions between landowners the following mechanisms may be used:

- Development agreements between the local government and landowners.
- Private agreements between landowners.
- Town planning development schemes.

3.3.6 Where the land has already been secured for the primary and/or district distributor road system a contribution may be required towards road construction or upgrading in the manner outlined in Section 3.2.

3.4 Rights-of-way

3.4.1 It may be necessary for a subdivider to set aside land for a public right-of-way where it has been identified for a road which is not required immediately and/or cannot be constructed until additional land has been obtained from other land holdings in the locality.

3.4.2 Under such circumstances, a condition of subdivision will be imposed for the required land to be shown on a plan or diagram of survey as a right-of-way to be vested in the Crown under Section 152 of the *Planning and Development Act 2005*.

3.4.3 Where the area of the public right-of-way has been set aside for a future road, the conditions of the subdivision approval will not normally require that it be constructed or that a portion of the cost of its construction be paid by the subdivider. Limited opportunities may exist for claims for reimbursement, to provide for proportional contributions by each subdivider, under Section 159 of the *Planning and Development Act 2005*.

3.5 Closure of private streets

3.5.1 Section 52 of the *Land Administration Act 1997* provides the WAPC with the opportunity of commenting on any proposals to close private streets (commonly known as narrow laneways at the side or rear of lots in established areas).

3.5.2 In commenting on proposals to close private streets, the WAPC will not normally object to such closures except where they are located at the side or rear of lots in the following circumstances:

- in established residential areas particularly where lots have a narrow frontage, they provide an opportunity for urban consolidation by enabling access to infill dwellings at the rear of existing residences. In addition, these private streets avoid the need for vehicle parking in front of the front setback line enabling it to be reduced.
- where they provide an opportunity for alternative access to improve traffic flow and safety for lots that abut primary or district distributor roads, including regional roads reserved in the MRS, PRS and GBRS.

In these circumstances the WAPC may support the construction of private streets and dedication for public use.

3.6 The role of road reserves as service corridors for public utilities

3.6.1 In addition to the transportation function of roads, the WAPC recognises that road reserves are also important for the distribution and protection of public utilities. It is important, therefore, to ensure that road design takes into account the accommodation of such services in the most efficient and cost-effective way. The servicing agencies should be consulted at an early stage so that their requirements can be ascertained before detailed road layouts and designs are prepared.

3.6.2 Residential subdivisions are often planned to incorporate sewers in private lots. The presence of a sewer within a property boundary can create difficulties, particularly for small lot subdivisions, because prospective purchasers are often unaware of the sewer and corresponding development restrictions on the lot. The Water Corporation has also experienced difficulties in obtaining access to sewers in private properties for maintenance and operational purposes.

3.6.3 Current Water Corporation policy requires that, in small lot subdivisions (less than 600m^2), wherever possible sewers should be contained within road reserves. Sewers may, however, be contained within residential lots providing that:

- an easement is recorded on the certificate of title; and
- the net lot area (excluding the easement) is not less than 450m^2 for land coded R20 and below; and, for land coded above R20, is not less than the minimum lot size specified in SPP 3.1 Residential Design Codes.

3.6.4 Providing the location of public utilities will not be compromised the WAPC may require the identification and protection of vegetation within existing or proposed road reserves, where considered necessary by the local government, as a condition of subdivision.

3.7 Truncations

3.7.1 In order to ensure that sight distances at street junctions are adequate and sufficient land is available to accommodate services in the street verge, the WAPC may require that a suitable truncation be ceded free of cost from corner blocks. Such truncations refer to a line joining the points equidistant from the intersection of the street reserve boundaries.

3.7.2 Truncations may be required in the following circumstances:

- where land is proposed to be subdivided in developing areas;
- where existing traffic movements in established areas will be significantly affected and/or where there is a need to improve intersection sight lines as a result of:
  - subdivision/amalgamation of land; or
  - a development which requires determination by the WAPC under the provisions of the MRS, PRS and GBRS.

3.7.3 The functional road classification system provides a basis for the application of flexible performance-based truncation standards for each road category in new areas and in established areas where the road hierarchy can be clearly identified. Where a lower and higher order road in the hierarchy intersect, the truncation requirements of the higher order road shall apply to the intersection.

a) Primary Distributor - Truncation requirements are to be determined by the authority responsible for this category of road (Main Roads Western Australia or local government) based on the design needs in each case.

b) Integrator arterials - An 8.48 metre truncation (6m x 6m) will generally be required for this category of road except in industrial and commercial areas and other areas where large vehicles need to be accommodated. In these situations truncations are to be determined by the authority responsible for this category of road (Main Roads Western Australia or local government) based on design needs in each case. A minimum truncation of 14 metres (10m x 10m) will normally be required in industrial areas.

These truncation standards apply generally to intersections that meet at 90 degrees. More acute or obtuse angles and the need for channelisation and/or traffic control measures may require variation.

3.7.4 To improve vehicle access and safety of private streets which may be required in established areas, a 2.8 metre truncation (2m x 2m) may be required where two private streets intersect or where a private street intersects with a public street. In these circumstances truncations may be required as a condition of subdivision/amalgamation or development in accordance with clause 3.7.2 of this section.

3.7.5 It is recognised that some roads in established urban areas may not clearly fit within the road categories of the functional road classification system. In addition the functional road classification system, except for the primary distributor and arterial road categories, does not apply to non-residential areas (for example, in industrial, commercial and rural areas). In these two situations a truncation of no less than 8.48 metres is generally required unless the local government agrees to a reduced truncation.

3.7.6 The truncation requirements of this policy may be reduced or deleted in established areas in order to retain significant aspects of heritage value or streetscape. This is subject to the authority responsible for the category of road being satisfied that:

- adequate sight distances are provided at the intersection where no regulatory traffic control devices are installed; or
- where regulatory traffic control devices are installed at the intersection, these are adequate to enable safe vehicle movements.

3.8 Pedestrian access ways

3.8.1 The design of new subdivisions should avoid narrow pedestrian access ways between property boundaries. Alternative design solutions should be sought using the road network and public open space linkages to provide direct, pedestrian-friendly connections between residential areas and public facilities such as shops, schools and bus routes.

3.8.2 Where pedestrian links between property boundaries are unavoidable, the design of the pedestrian access way should limit the opportunities for anti-social behaviour. For this reason, the width of the pedestrian access way should not be less than eight metres and the design should be straight and open to view from other residences, street or public open space.

3.9 Controlled Access Places (CAPS)

3.9.1 This option is a modified service road concept which provides a combined driveway and parking facility as well as a cycling surface. It has the following features:

- increased road reserve width which improves noise abatement.
- improved safety for ingress and egress points along the local distributor.
- short lengths between entry and exit points, usually 200 metres or 10 lots maximum.

3.10 Foreshore Access Roads (FARs)

3.10.1 Foreshore access roads (FARs) are a special category of local distributors intended to give access to linear open spaces such as beach, lake and river foreshores and Parks and Recreation reserves.

3.10.2 FARs are different from local distributors in that they carry recreational traffic from outside the neighbourhood to the foreshore strip and also carry some through traffic of the "scenic drive variety". They act as a local distributor for neighbourhood traffic and may serve as bus routes. They are used, where necessary to separate urban development from foreshore reserves in order to provide public and emergency access.

3.10.3 Foreshore access roads (FARs) may carry up to 10,000 vpd near arterial network and up to 5,000 adjacent to the foreshore. These figures are calculated on the basis of either annual average weekday travel or the average of the busiest 12 summer weekend days, whichever is the greater. The design techniques for neighbourhood connectors between 3,000 - 7,000 vpd also apply to FARs. Where traffic volumes are expected to exceed 7,000 vpd direct residential lot access will not be permitted.

3.10.4 Where a recreational destination, such as a marina or significant regional attraction, is likely to attract traffic to the FAR that would result in volumes exceeding the limit of 5,000 vpd adjacent to the foreshore, a road of arterial status is warranted for access.

3.10.5 FARs have a performance criterion of a measured 85 percentile vehicle speed of 50 kmh or less during operation. For guidance on the design and spacing of traffic management measures to achieve this, the designer is referred to AUSTROADS Local Area Traffic Management.

3.11 Cycling facilities

3.11.1 It is recognised that the safety and attractiveness of cycling can be affected by decisions at all levels of the planning process and can form part of general road planning in the context of structure planning, subdivision and development.

3.11.2 A cycle route network plan for a residential precinct should be based on the principles set out in Liveable Neighbourhoods (2009), which depicts the ideal provision of on-road and off-road facilities in a new subdivision.

3.11.3 Detailed engineering design standards for on-road and off-road bicycle facilities should be in accordance with *Liveable Neighbourhoods* and AUSTROADS where *Liveable Neighbourhoods* is not applicable.

3.11.4 The provision of appropriate bicycle facilities through the imposition of development conditions dealing with such matters as the type, number and location of bicycle parking facilities, and the installation of showers and change rooms is supported for locations such as:

- shopping centres
- factories
- offices
- educational establishments
- sport, leisure and entertainment centres
- health centres and hospitals
- libraries and other public buildings
- rail and bus stations
- major places of employment
- parks
- beaches and recreation venues
- tourist attractions.

3.12 Transport Impact Assessments

3.12.1 The design of the road network within a residential neighbourhood should be supported by a transport assessment study which should provide the technical basis for the road design (including traffic management techniques used) and land use framework. This should normally be prepared by the developer as part of the local structure plan and be based on transport studies prepared at the district level.

3.12.2 The WAPC Transport Impact Assessment Guidelines (August 2016) provide guidance for the development of transport impact assessment studies.