

## Appendix C – Detailed Planning Assessment

### State Planning Strategy 2050

The State Planning Strategy 2050 (the Strategy) is the Government's strategic planning response to the challenges Western Australia is likely to face in the future. It contemplates a future in which high standards of living, improved public health and an excellent quality of life are enjoyed by present and future generations of Western Australians. The Strategy proposes that diversity, liveability, connectedness and collaboration must be central to the vision of sustained growth and prosperity.

Railways are identified by the Strategy as a major element of physical infrastructure required to sustain the State's growth. Efficient transport improves productivity and reduces bottlenecks in terms of economic growth. Western Australia's size and distance from global and domestic markets necessitates reliable and effective transport and infrastructure networks.

The VPCLXR project will also create new and connected open spaces, parkland and community infrastructure for the local area, driving activation and urban renewal. The project represents a major investment in public transport infrastructure in Western Australia and will set the precedent and legacy for rail viaduct solutions in the State.

### Perth and Peel @3.5 Million

The Perth and Peel @ 3.5million land use planning and infrastructure frameworks aim to accommodate 3.5 million people by 2050. The frameworks seek to optimise the use of land in close proximity to existing transport infrastructure and key centres of activity and community amenity. To achieve this, a focus for both infill and new urban areas will be the development and evolution of new and existing activity centres into vibrant, mixed-use community hubs that are integrated with high-quality public transport connections.

Plans to extend the Armadale Rail Line to Byford are included in the METRONET strategic plan for the South Metropolitan Peel sub-region to increase connectivity with the southern region. The VPCLXR project is part of the major works expected to the passenger rail line and will enhance the public transport experience for Western Australians and promote urban renewal in areas surrounding the upgraded rail infrastructure.

### Perth and Peel @3.5 Million: Transport Network

The Perth and Peel sub-regional land use planning and infrastructure frameworks were developed by the WAPC, through the Department of Planning, Lands and Heritage in collaboration with other State Government agencies. The frameworks consider a number of important initiatives that aim to improve connectivity through the Perth and Peel Regions.

To accommodate future population growth and ensure efficiency of the transport system is not compromised, the sub-regional frameworks recognise the need to integrate urban and employment nodes with transport infrastructure and services, including upgrading and adding new transport infrastructure to the network. In line with the Perth and Peel @3.5 million document the transport network includes the proposed extension of the Armadale Rail Line to Byford.

The VPCLXR project proposes a major upgrade to the Armadale Rail Line, which will include new modern rail infrastructure, train stations and public amenities and urban realm. The proposed GDA2 will introduce high quality rail technology to Perth and will promote ongoing development and advancement of passenger rail services throughout the Perth and Peel Regions. The VPCLXR project aligns with the plan by reducing congestion and making public transport more attractive whilst facilitating higher capacity trains and providing more accessible new train stations.

## Metropolitan Region Scheme

The Metropolitan Region Scheme (MRS) defines the future use of land and provides the legal basis for planning in the Perth Metropolitan Region, dividing it into broad zones and reservations. The subject site is generally reserved for 'Railways' under the MRS. However, a portion of both lots running parallel to Sevenoaks Street is reserved for the purpose of 'Other Regional Roads' (ORR). The ORR reserve extends into PTA's 40 metre rail corridor by 10 metres in these areas.

Pursuant to the MRS, planning approval is required in the Railways Reserve for the construction or alteration of a railway station, or any related car parks, public transport interchange facilities or associated means of pedestrian or vehicular access.

In the case of the VPCLXR project, the MRS exemptions are overridden by the PCA provisions as outlined below and therefore, approval is sought under s.116 of the PD Act.

*Refer to Figure 27 – MRS overlaid with aerial photography of Beckenham Train Station and car parking areas with cadastral boundaries shown in white*

## Other Regional Roads Reservation

The MRS ORR reserve for Sevenoaks Street was established to allow for potential future road widening to provide an alternative route to Albany Highway for regional traffic movements. Plans for the widening of Sevenoaks Street date as far back as 1992 and indicate that the original intent was for Sevenoaks Street to be widened within a 30 metre wide corridor (which extends into the current rail corridor).

Pursuant to the WAPC's Development Control Policy 1.2 – General Principles (DCP 1.2), the objectives of the WAPC in exercising development control are (among other matters):

- *To control the development of land within the framework of the relevant legislation.*
- *To protect the integrity and purpose of reservations made under the MRS and PRS.*
- *To ensure development is consistent with the provisions of the relevant local government scheme.*

Clauses 4.1.1 and 4.1.2 of DCP 1.2 require that the WAPC is bound to have regard to the purpose of MRS reserves and to also ensure that the use of reserved land is not prejudiced by development as follows:

*4.1.1 In its determination of applications for approval to commence development on land reserved under the MRS, the WAPC is bound to have regard to the purpose for which the land is reserved and, without limiting the generality of the clause, may include conditions limiting the period of its approval and relating to the types of building that may be built on the land, or the removal of buildings...*

*4.1.2 A principal objective in this regard is to ensure that the use of reserved land, its acquisition or any development for its intended purpose is not prejudiced by the development application. The WAPC's decision may be influenced not only by the scale and purpose of the proposal, but also by other matters including its cost, the period of time it is likely to remain and impact upon the reservation.*

Notably there is currently essential operational railway infrastructure, such as parking bays, paved station forecourt areas and bicycle shelters within the ORR reserve adjacent to the Beckenham Train Station.

*Refer to Figure 27 – MRS overlaid with aerial photography of Beckenham Train Station and car parking areas with cadastral boundaries shown in white*

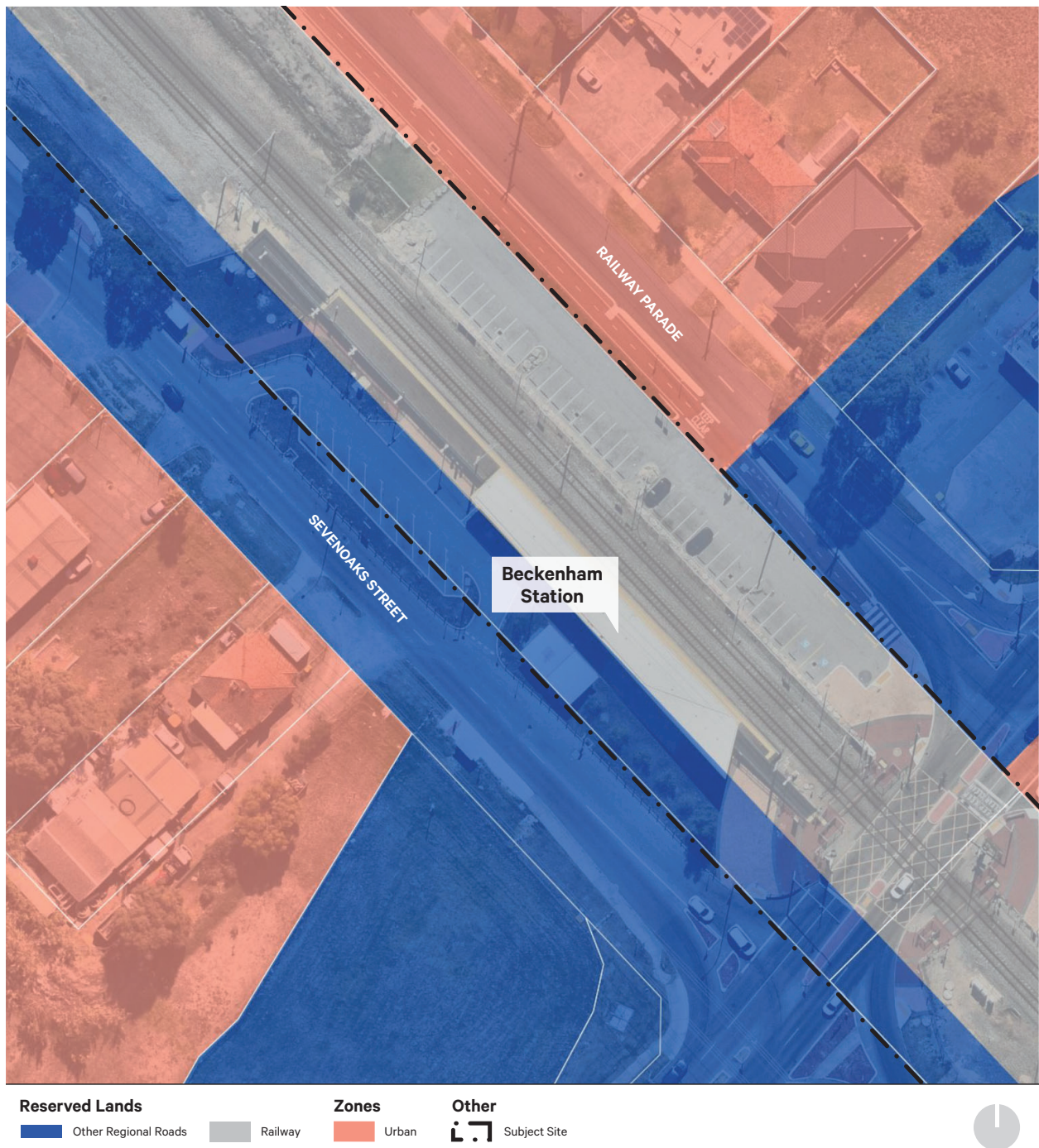


Figure 27. MRS overlaid with aerial photography of Beckenham Train Station and car parking areas

Discussions with the City indicate that there is no intention to widen Sevenoaks Street adjacent to Beckenham Station.

Since the original planning for the widening of Sevenoaks Street in the 90s which resulted in the ORR reserve extending into the rail corridor there has been a significant change in the planning for Perth's Metropolitan rail network. This change has come about as a result of an increased focus on rail as the most sustainable transport option to meet the needs of a growing population and an expanded urban footprint. Strategic rail initiatives include the METRONET project and a recognition that existing railways land may be required to serve future rail provision purposes.

The proposed GDA2 for the VPCLXR project was not a consideration at the time the ORR reservation was extended into the rail corridor and nor were the broader aims of the METRONET project. The proposal includes viaducts which have very specific spatial and engineering requirements which create challenges in confined corridors, with one of the key objectives of the VPCLXR project to also deliver high quality public realm outcomes in and around the viaduct. There is also the strategic need to preserve the eastern side of the rail corridor for future rail line duplication requirements if this is required in the future to meet rail transport needs. Accordingly, a careful balance needs to be struck between the future land needed for widening Sevenoaks Street in the ORR reserve and maximising the availability of rail corridor width for future rail services provision and the establishment of a high quality public realm that benefits the immediate and wider community, including public transport patrons, cyclists and pedestrians.

ALUA has examined the potential for alternative future road widening plans for Sevenoaks Street if ever required in this location. Alternative future road widening plans can meet the functional road requirements for Sevenoaks Street as a dual carriageway road utilising narrower lane (3.5 metres) and verge widths (2.5 metres on the rail corridor side) and with the removal of on street parking. This means that the required ORR reserve encroachment into the rail corridor land only needs to be 5.7 metres in width instead of the currently reserved 10 metres. The proposed alternative, narrower, lane widths will meet relevant Austroads standards and will provide a full width verge on the western side of the street for any servicing requirements (including trunk services). This means that safety and servicing requirements will not be compromised by an alternative future road widening plan. On the eastern side, the proposed alternative future road widening plan relies on a shared landscaped / verge space for pedestrian circulation and landscaping, which whilst not a typical arrangement between the PTA and LGAs, represents an efficient use of constrained urban land with maintenance requirements being able to be readily resolved through typical licencing agreements (as per other areas of shared assets).

Importantly, the MRS ORR reserve for Sevenoaks Street does not need to be 30 metres wide in this location as originally envisaged in the late 1990s, before the need to preserve the future capacity of the rail corridor to meet Perth's emerging transport needs was ever contemplated. It also demonstrates an outcome which is consistent with the requirements of clauses 4.1.1 and 4.1.2 of DCP 1.2 in that:

- The proposed VPCLXR project will not prejudice the future ability to duplicate Sevenoaks Street with an alternative configuration, if and when this duplication is required in the future.
- The proposed VPCLXR project will result in a reduction in rail infrastructure encroaching into the ORR reserve in this location from the existing situation, noting that significant car parking and forecourt paving for Beckenham Station currently exists in the ORR reserve.
- It represents the efficient use of limited available land to support sustainable public transport provision in line with current strategic planning intent without compromising either the future functionality of Sevenoaks Street or the need to preserve the eastern side of the rail corridor for future rail duplication if and when required.
- Any landscaped areas, drainage infrastructure, pedestrian paths or lighting infrastructure that is provided as part of the VPCLXR project in the ORR reserve is relatively flexible in its location and configuration and can readily be relocated and/or reconfigured by the relevant party performing the Sevenoaks Street duplication/widening if or when it occurs in the future.

Given the location of the development in a PCA, the WAPC is to have regard to the matters at s.116 of the *Planning and Development Act 2005* when making a determination. This includes having regard to the principles of orderly and proper planning. In the circumstances of this application, having regard to current strategic planning intent and key State Government transport initiatives, the application of the principles of orderly and proper planning require that the eastern side of the rail corridor should not be compromised from accommodating a future rail line duplication. In terms of future road widening requirements as a result of the potential need to increase the capacity of Sevenoaks Street, these can be accommodated within a narrower corridor than the current 30 metres. Consideration of the future needs of both the rail corridor and Sevenoaks Street has been disciplined, methodical, logical and systematic within the context of current strategic transport planning. It has not been haphazard or capricious and importantly is in the long term public interests of the State.

## Planning Control Area No.175

A large portion of the required works for the VPCLXR project are located within PCAs. In the case of the Beckenham works, this is PCA No.175. The location of the works in a PCA means the works require planning approval under Section 116 of the PD Act.

With respect to the requirement for planning approval, Section 115 of the PD Act states:

- 1. A person who wishes to commence and carry out development in a planning control area may apply to the local government in the district of which the planning control area is situated for approval of that development.*
- 2. An applicant is to submit to the local government such plans and other information as the local government may reasonably require.*
- 3. The local government, within 30 days of receiving the application, is to forward the application, together with its recommendation, to the Commission for determination.*

Pursuant to Sections 116(1)(b)(ii) and 116(1)(b)(iii) of the PD Act, the WAPC will have regard, in assessing a PCA development application, to the purposes for which the land to which the application relates is zoned or reserved under any planning scheme and any special considerations relating to the nature of the planning control area concerned and of the development to which that application relates. In this regard, given the works seek to deliver the VPCLXR project, they are considered to be appropriately located in a Railways Reservation.

## State Planning Policies

### State Planning Policy 7.0 Design of the Built Environment

SPP 7.0 addresses design quality and built form outcomes in Western Australia. It seeks to deliver the broad economic, environmental, social and cultural benefits that are derived from good design outcomes and supports consistent and robust design review and assessment processes across the State.

The proposed VPCLXR project has been the subject of design review by the SDRP and has been assessed against the principles of SPP 7.0 in Section 4 of this report.

### Development Control Policy 5.1 – Regional Roads (vehicle access)

The WAPC's Development Control Policy No. 5.1 Regional Roads (Vehicular Access) (DC Policy 5.1) sets out the planning principles to be applied when vehicle access is sought to/from a regional road. In the case of this development, vehicle access is proposed to/from Sevenoaks Street to the new passenger car parking area for Beckenham Train Station.

Sevenoaks Street is reserved as an 'Other Regional Road' under the MRS and is allocated a Category 2 status which means that access may be allowed subject to approval.

The vehicle access proposed for the new car parking areas includes:

- One entry only point from Sevenoaks Street, serving both long term and short-term parking bays.
- One exit only point, onto Sevenoaks Street.

Parking for Beckenham Train Station is currently provided across three separate car parking areas, two of which are accessible from Railway Parade and one from Sevenoaks Street. It is proposed to consolidate these into one (1) single car parking area with access from Sevenoaks Street only, removing access from Railway Parade, although there will be three (3) embayed Kiss 'n' Drive parking areas provided on Railway Parade.

Sevenoaks Street is reserved as ORR and is considered the safest road to provide access from and results in the best public realm outcomes for the area. As required by section 3.3.5 of DC Policy 5.1, this application has assessed:

- Effects of the development on traffic flow and safety;
- Character and function of Sevenoaks Street;
- Volume and speed of Sevenoaks Street;
- Width of the carriageway;
- Visibility; and
- Volume and type of vehicles that will use the proposed new driveways.

For further details on the above assessment, please refer to the supporting TIA that is enclosed at Appendix K.

It is noted that Draft *Operational Policy 1.12 – Planning Proposals Adjoining Regional Roads in Western Australia* (Draft OP 1.2) comprises generally consistent considerations as DC Policy 5.1 with respect to considering the suitability of access to Regional Roads. There are two specific exceptions. Draft OP 1.2 makes specific mention that it is relevant to consider the effects of the development on traffic flow and safety of all road users (i.e. not only vehicles) and Draft OP 1.2 also notes that the setting and context of the locality is also a relevant consideration. These additional considerations have been considered with respect to the alignment of the PSP for the VPCLXR project. The safety and traffic flow of cyclists is maximised through the current proposal.

*Refer to Appendix K – Transport Impact Assessment*

## **City of Gosnells Local Planning Strategy**

The City's Local Planning Strategy (Strategy) is the key strategic planning document for the City. The Strategy sets out the long-term planning directions of the local government and provides rationale for any zoning or land use classification.

The Strategy notes that Beckenham Station is not well integrated in accordance with TOD principles. The Strategy identifies significant redevelopment opportunities available within the walkable catchment of the station that could lead to the creation of a robust TOD. Sites adjacent to Beckenham Station have been identified as being suitable for mixed commercial and residential development up to a density of R160.

The VPCLXR project is expected to result in an increase in the percentage of residents utilising public transport services, which supports the Strategy intent. The VPCLXR project is considered to comply with the relevant objectives of the Strategy which includes making provision for efficient and equitable transport and public utilities.

In this regard the proposed new train station at Beckenham along with the associated improved pedestrian access, bicycle access and parking facilities, including Park 'n' Ride and Kiss 'n' Ride provision, will improve the capacity and efficiency of the public transport system within the existing railways reserve, supporting higher density development within Beckenham. The project will also deliver new open space areas which will assist the City in meeting its objective to ensure that public open space is easily accessible.

Importantly, the proposed new public spaces being delivered as part of the VPCLXR project have been designed in close consultation with both the City and local community. This is to ensure that these new spaces and facilities respond to the identified needs in the City and will become new community assets that are used and enjoyed by the local community and that facilitate community interaction and activation.

## City of Gosnells Local Planning Scheme No. 6

The City's LPS 6 represents the primary local government statutory planning control mechanism for the development and use of land within its local government area. Due to being reserved under the MRS (see comments above), the subject site is not zoned under LPS 6.

As noted previously in this report, the ALUA is acting on behalf of the PTA, with the proposed works qualifying as public works being undertaken on behalf of a public authority. The proposed works are therefore exempt from the requirement to obtain planning approval from the City under the provisions of LPS 6.

Importantly the proposed works are consistent with the purposes of the Railways Reservation under the MRS and will not compromise the future ability of the ORR reserve to be used for regional road purposes if required. The development is also broadly consistent with the high level aims of LPS 6.

## Beckenham Station Activity Centre Plan

The Beckenham Station Activity Centre Plan (ACP) applies to the land to the east of Lot 67, bound by William Street to the east and Bickley Road to the south. The ACP seeks to allow Beckenham to become a mixed-use, transit-oriented development that capitalises on its strategic location adjacent to the Beckenham Train Station by providing high-density residential uses combined with convenience shopping within an active, safe, pedestrianised and amenity-rich precinct.

Although the proposed development is not located within the ACP project area, it is noted that the ACP movement, traffic and parking principles include:

- i. Promoting of land use and development outcomes that maximise the opportunities for integration with the adjacent Beckenham Train Station and encourage public transport use and reduce private vehicle usage.*
- ii. Providing and enhancing pedestrian and cycling environments by limiting the at-grade movement of vehicles through the site;*
- iii. Providing a balanced approach to car parking where there are sufficient bays to support the development and market demands without providing an oversupply of parking that discourages alternative transport modes.*
- iv. Ensuring vehicular access points are safe and easily traversed; and*
- v. Creating an inviting pedestrian mall that is safe, convenient and improves access to the Beckenham Train Station.*

The VPCLXR project will directly support the principles of the ACP in that it will enhance the functionality and accessibility of public transport rail services through the provision of an efficient station that encourages connectivity at ground level.

Increasing the accessibility to and attractiveness of rail travel whilst enhancing the amenity of the area through the proposed ground level public realm improvements will also support the development of higher density residential uses in close proximity to the train line.

## City of Gosnells Public Open Space Strategy

The purpose of the City's Public Open Space Strategy (POSS) is to guide and coordinate decisions relating to the provision and standard of POS in the City. The implementation of the POSS recommendations will ensure an improved POS provision in the future.

Beckenham is identified as containing 29 parcels of POS and over 90% of POS in Beckenham is reported to have limited passive surveillance opportunities and a poor urban interface onto the POS. Distribution and connectivity to existing POS was also considered poor with just fewer than 40% of residences falling within the recommended 400m walking distance and 7% of existing POS serving a connectivity function.

The strategy to elevate large portions of the railway along the inner Armadale Line will achieve the goal of removing an at grade level crossing and therefore manage traffic flow and significantly improve safety and travel times in the area. The significant opportunity this project generates through the elevation of the rail is in creating open connections between communities surrounding the railway and valuable areas of public open space. The proposed VPCLXR project seeks to provide a corridor full of life and vibrancy connecting either side of the rail reserve for the benefit of the wider community and will return previously inaccessible space back to the community.

## City of Gosnells Planning Policies

As indicated previously, due to the operation of the PCA, development approval is not required from the City under the applicable local planning scheme, and the City's Local Planning Policies (LPPs) are not required to be considered by the WAPC in deciding on the application. Nonetheless, regard has been had for the City's LPPs, as relevant, to ensure that the project considers the various aspirations and objectives of the City as expressed in the LPPs. This includes consideration of the following policies.

### Local Planning Policy 4.1 Public Consultation

The development application will be publicly notified by the DPLH. The DPLH will engage with the City on the notification of this development application.

### Local Planning Policy 4.7 Public Open Space and Streetscapes

LPP 4.7 applies to both greenfield and infill development sites. It guides the provision of public open space and landscaping in road reserves. It requires that applications providing public open space provide detailed landscaping plans. It also requires that public open space be maintained by the landowner for a minimum of two summers with the public open space maintenance agreement to be secured by a legal agreement.

The proposed development exceeds the requirements of LPP 4.7, providing public open space in excess of minimum subdivision requirements and at standards that exceeds that which is typically required. ALUA will enter into a maintenance agreement with the City as required.

### Local Planning Policy 4.9 Signage

LPP 4.9 provides guidance for signage proposals within the City. Signage will be proposed as part of the Beckenham Train Station and associated public realm to provide clear and safe wayfinding for pedestrians. In this regard, a signage and wayfinding strategy is under development for the project. Once the signage and wayfinding strategy has been prepared, it will be submitted to the City for consideration, if required.



### **Local Planning Policy 4.11 Public Art**

LPP 4.11 establishes a requirement for the provision of public art by developers for developments valued over \$2 million.

The VPCLXR project is required to provide public art in accordance with the METRONET Public Art Strategy, METRONET Armadale Line Public Art Guide and the Place Plans for each of the stations. The methodology and commitment to the provision of art is generally aligned with the City's aspirations for public art as expressed in LPP 4.11. The proposed public art will:

- Promote and respond to the identity of the place;
- Will positively contribute to the amenity of the place;
- Will respond to the City's natural, physical, cultural and social values, including natural and built cultural heritage;
- Will enhance the visual amenity, vibrancy and character of the City's built environment; and
- Will contribute to wayfinding within the VPCLXR project area.

Accordingly, it is considered that the proposal is consistent with the objectives of LPP 4.11.

### **Local Planning Policy 4.12 Design Review**

LPP 4.12 sets out the parameters for design review of certain developments within the City to optimise design quality outcomes. Extensive planning and community input went into the design of the VPCLXR project, and having regard to the design review process implemented with the SDRP, it has been determined that the proposal does not require assessment by a further design review panel.

