

**Attachment(s)**

N/A

**Advice to Proponent(s)/Submissioners**

MRWA will be made aware that the matter is to be considered at the 8 June 2017 Ordinary Council Meeting.

**Implications of Section 3.18(3) Local Government Act, 1995**

Nil.

**15.8 (MINUTE NO 6098) (OCM 08/06/2017) - COCKBURN CENTRAL EAST STRUCTURE PLAN (110/155) (R PLEASANT) (ATTACH)**

**RECOMMENDATION**

That Council

- (1) resolves to advertise the proposed Cockburn Central East Structure Plan for the purposes of advertising in accordance with Deemed Provision 18 of City of Cockburn Town Planning Scheme No. 3;
- (2) requests the Western Australian Planning Commission (WAPC) to extend Planning Control Area 122 to include all lots severed to the south by the deviation route including Knock Place, as well as any final adjustments to account for the final alignment of the Armadale Road deviation and new North Lake Bridge / Freeway interchange, including any elements along the Freeway corridor; and
- (3) upon the Planning Control Area amendment declaration by the Western Australian Planning Commission, request that the responsible Minister for Planning approve this declaration to enable it to come in to effect.

**COUNCIL DECISION**

MOVED Clr S Portelli SECONDED Clr B Houwen that the recommendation be adopted.

**CARRIED 6/0**

## Background

The purpose of this report is to seek support for advertising the Cockburn Central East Structure Plan (Structure Plan). The Structure Plan is generally bound by the Kwinana Freeway, Armadale Road, Cutler Road and the western edge of the Banjup Residential Estate. A Local Context Plan is provided at Attachment 1.

The primary objective of the Structure Plan is to ensure the local planning framework is in place to facilitate the delivery of the Armadale Road deviation and new North Lake Bridge / Freeway interchange, of which the alignment cuts through the subject Structure Plan area from east to west.

Main Roads Western Australia (MRWA) has prepared detailed design drawings (85% detail complete) with the design providing for:

- The extension of Armadale Road and the construction of the North Lake Bridge;
- A north bound freeway on ramp and a south bound freeway off ramp;
- The widening of the Armadale Road bridge for vehicles seeking to access Kwinana Freeway north bound;
- Two grade separated roundabouts, and;
- Connections with the existing road network and new access points of which require a local road planning response.

State and Federal Government funding of approximately \$237 million within the recent Federal Government Budget is confirmed for the project and as a result a Structure Plan is required immediately to facilitate land use and road network planning needs in connection with this significant infrastructure upgrade. In addition to this funding is \$49 million for the widening of Kwinana Freeway northbound from Russel Road to Roe Highway, which is also critical to the constructability of the new freeway interchange.

## Submission

The proposed Structure Plan has been prepared by the City in consultation with key stakeholders.

## Report

### Planning framework

Land north of Knock Place is zoned 'Industrial' under the Metropolitan Region Scheme (MRS) with the exception of the Verde Drive alignment of which is reserved 'Other Regional Road'. Land to the south of, and



including, Knock Place is zoned 'Urban'. Planning Control Area 122 exists over the Armadale Road alignment, the purpose of the PCA is to ensure land is protected to allow for the investigation and resolution of the Armadale Road deviation and new North Lake Bridge / Freeway interchange design.

The land is zoned 'Development' under City of Cockburn Town Planning Scheme No. 3 (TPS3) and is located within Development Area 20 (DA20) and Development Contribution Areas No. 13 (DCA13). Land west of Solomon Road is also within DCA 8.

The Solomon Road Structure Plan has been in place since 2003 providing a Light and Service Industry Zone over the majority of land alongside a Mixed Business Zone along key road frontages. An indicative Railways reservation exists over Knock Place and the Public Transport Authority (PTA) Commuter Car parks. Three 'Parks and Recreation' zones are located east of Verde Drive, north of Prinsep Road and a site adjacent to the Kwinana Freeway.

For reference the current Solomon Road Structure Plan is provided at Attachment 2.

### The Site

Approximately 19 hectares of land within the Structure Plan area is State owned land (Figure 1). Included within this is the 7.5ha site adjacent to the Kwinana Freeway. This land was part of the broader Thomsons Lake Master Plan process, which indicated the land for a potential major sporting activity. Regional sporting needs have since been met by the creation of the new Cockburn ARC and active sporting ovals on the west side of Solomon Road.





Figure 1: Location of - Armadale Road deviation and new North Lake Bridge / Freeway interchange in the context of the Cockburn Central Activity Centre and the Solomon Road Structure Plan area.

A significant amount of land remains underutilised (See Figure 2) with most vacant land being to the west of Solomon Road and within a walkable distance to the train station. The study area supports one geomorphic “Multiple Use” Dampland across approximately one third of the site, in the northern sections.

Many of the lots in this area are long and narrow (some 750m long) with limited access points and as a result hindering the ultimate subdivision and development of these lots. As stated the State Government already have ownership of a large portion of this land, however much is in the hands of a variety of private owners.

3 of 5 Public Transport Authority (PTA) commuter car parks are located within the Structure Plan area with the remaining 2 located within the Town Centre, west of the Train Station (Figure 3). As a result of the Armadale Road realignment, the significant traffic issues currently



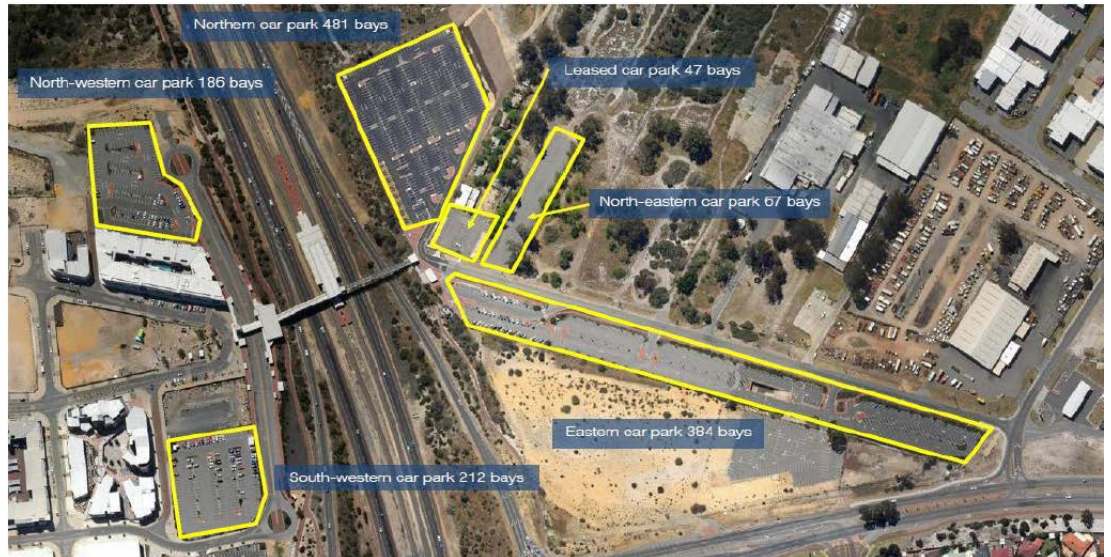
experienced along Knock Place in addition to the need to transition the 2 commuter car parks out of the town centre, the PTA car parks require a comprehensive consolidation and redesign.

Lot 500 in the south western corner of the Structure Plan area is bordered by Armadale road, Kwinana Freeway and Knock Place and is currently being developed to include a variety of commercial and office uses. Due to market conditions a planned office component has recently been excluded from the development however noting the ability to transition towards mixed-use developments into the future has been built in to the development approval for this site.



Figure 2: Aerial view of the Structure Plan area containing mostly light industrial, warehouse/large format uses in the eastern portion of the plan area. A considerable amount of vacant and underutilised land remains in the western portion.





**Figure 3:** Existing location of PTA commuter car parking areas.

Contextual considerations

*Gateway to the East*

The Structure Plan area is centrally located along Armadale Road at the juncture of the Kwinana Freeway and the Cockburn Central train station. The east-west growth spine of Armadale Road will see up to 20,000 new dwellings delivered along the corridor within the City of Cockburn and the City of Armadale towards 2031. Armadale Road will importantly provide a strong east-west connection for both vehicles with a regional connectivity desire, including access onto the Kwinana Freeway, in addition to those seeking to access Cockburn Central itself.

The eastern precinct will also be an important linking and arrival site for pedestrians and cyclists and therefore footpath, shared paths and public spaces require high levels of amenity to encourage alternative travel options to cars. Major access points for residents entering from Dollier Street and Solomon Road will likely influence both the traffic use patterns and the ultimate land uses in the precinct.

*Industrial uses not compatible with residential development*

State level strategic planning policy supports and promotes high density mixed-use developments within the walkable 400m-800m catchments of train stations. The expectation is illustrated on the western side of the Kwinana Freeway where the high density developments within the Town Centre and Cockburn Central West illustrate the long term vision of Cockburn Central of being a Transport Oriented Development. However industrial type land uses currently operating within the Structure Plan area and along Cutler Road are



incompatible with residential uses and currently prevent residential development being located within the Structure Plan area.

*Residential density targets for Cockburn Central*

The Cockburn Central Activity Centre Strategy (2015) identifies that Cockburn Central is currently on track to achieve residential density targets. This recognises the considerable land supply existing west of the Train Station including land remaining to be developed within the Town Centre, and the considerable land supply in the newly created CCW precinct in addition to Muriel Court. As a result, even if residential development could be permitted on planning grounds in Cockburn Central East, it is unlikely residential development will be attracted to the eastern precinct for quite some time.

An important challenge for the City is to promote and facilitate planning decisions that will meet the long term vision for the precinct – that being the remaining half of the Transport Oriented Development for Cockburn Central while also providing opportunities for landowners in the short to medium term. How the City has addressed this within the Structure Plan, and plans to into the future, is further discussed within the body of this report. However to inform these decisions the City sought the advice of Colliers International to undertake a market feasibility assessment to better understand the context of the site and ensure the right land use decisions were importantly supported by economic and market analysis.

The Colliers Report identifies the following preliminary implications for Cockburn Central East –

- *Given the current state of the property markets in Western Australia (WA) and the excess of supply, particularly for residential, industrial and office, it is likely that there will be limited appetite for development within Cockburn Central East in the short term.*
- *Given the office market is likely to take 10 years for vacancy in the Perth CBD to normalise it is unlikely office developments will be attracted to Cockburn Central for some time however noting the most likely way to capture office is to attract and secure a government tenant. Government agencies tend to require larger swathes of space and commit to longer term leases. This aligns with the Government Office Accommodation Master Plan which pushes for the relocation of government agencies from CBD and fringe locations to metropolitan activity centres.*
- *In order for a suburban office building to be considered by the State Government, it must be walking distance from a train station. However, with Cockburn Central East, Murdoch Activity Centre is*



*likely to provide significant competition through both the health and education precinct leaving Cockburn Central East as a submarket for local business only. Canning Vale and Jandakot will likely continue to outpace Cockburn Central East and other nearby locations in terms of industrial uses, suggesting that overtime the existing industrial uses may transition more to service commercial uses.*

- *In terms of strategic employment regarding health and education, Cockburn Central will be hard pressed to compete against the likes of Murdoch in the short to medium term. Although, as a long term proposition, Cockburn Central is well positioned to capitalise on Murdoch's activities when the MUP is fully developed, although the Murdoch University's ambitions are far greater than the MUP and could reasonably compete well into the 2050's.*

### The proposal

As a result of development already delivered in the eastern portion of the Structure Plan area, land use changes for these lots are not proposed. Rather the Structure Plan seeks to propose zone changes to land located between Solomon Road and the Kwinana Freeway where land remains undeveloped and a response is required to address the local road layout, PTA car park requirements and land use planning direction for newly created lots. The exception is for lots located on Verde Drive, between Biscayne Way and Armadale Road where the Mixed-Business Zone boundary is amended to follow recent changes to lot boundaries.

The proposed Cockburn Central East Structure Plan is provided at Attachment 3.

In terms of the road network, provision has been made to connect Verde Drive with the Armadale Road alignment. The Prinsep Road alignment has been modified slightly to connect with Verde Drive. All other more minor roads will require a response by individual landowners at the subdivision stage.

Given the abovementioned reasons supporting the exclusion of residential development and the unlikelihood of attracting office type developments within the short to medium term, despite the overarching vision for Cockburn Central, the findings suggest one of the main objectives of the Structure Plan is to allow for the transitioning of the precinct over time. This requires a response that will protect large government owned landholdings from subdivision and to provide parameters to ensure land uses permitted in the short term do not prevent the ability to transition over time to the ultimate vision. The City therefore proposes the following:





- An extension of the flexible Mixed-Business Zone over underutilised land west of Solomon Road however excluding residential development;
- Permitting lot sizes within the Mixed-Business Zone of between 2,000-4,000sqm. This recognises larger lots provide a greater flexibility for the end user in terms of design, functionality and variety of uses. Furthermore lots within CCW, specifically designed for mixed-use high density residential development, are consistent with this range. Importantly this range is also suitable for lower scale commercial type uses within the short term.
- Promoting opportunities for the retention of the 7.5ha site under WAPC ownership to remain a single lot or a collection of super lots. Including the consideration of ground leases over the shorter term to activate the use of preserved lands including large format warehouses on super lots with 50 year leases, for example a Ikea.
- The newly formed precinct bound by the Armadale Road alignment, the Train station and Lot 500 Armadale Road provides the opportunity to consolidate the 5 PTA commuter car parks including the opportunity to relocate the two PTA commuter car parks out of the Cockburn Town Centre. The relocation of commuter car parking out of the Town Centre will allow for high density residential development of the two lots currently leased to the PTA and under WAPC ownership. Furthermore this will secure the site as a single landholding until such time as the precinct is ready for redevelopment.
- It is noted this response will require the WAPC to acquire the southern portion of lots under private ownership that are severed by the Armadale Road alignment and that this will require an amendment and extension to Planning Control Area 122.
- The newly formed precinct addresses the significant accessibility issues currently experienced by commuters accessing the Cockburn Train Station from the east via Knock Place. The newly formed precinct will provide 3 access points to the commuter car park and the train station.
- Following approval of the Structure Plan and the resolution of land amalgamation and acquisitions, the PTA will be required to submit a development application to the City for the commuter car park. As a result the Structure Plan provides for the following design principles to guide the design for the redevelopment of the proposed precinct of which can easily facilitate up to 2,000 car parking bays:



Requirement	Intent/functional requirements
<p>A concept plan demonstrating staging options for the transition of the precinct over the medium to long term to accommodate mixed-use development.</p>	<p>The subdivision application required to amalgamate lots south of the Armadale Road alignment is to be accompanied by a concept plan that illustrates at least one configuration option for the transition of the precinct to mixed-use. The concept plan should illustrate how development can front the realignment of Knock Place and the new public open space while addressing the primary function related to the accessing for all modes to and from the train station.</p> <p>A key outcome sought is how to deliver development and concurrently consolidate car parking while still addressing access needs.</p>
<p>A public open space area of a similar scale to the Cockburn Town Centre.</p>	<ul style="list-style-type: none"> <li>- Provide a pick up and drop off area for commuters.</li> <li>- Quality design and amenity levels appropriate for a Transport Oriented Development in a town/activity centre environment.</li> <li>- Direct connection with the train station entrance and cycle and pedestrian path network.</li> <li>- Landscaping to:               <ul style="list-style-type: none"> <li>o Include significant tree plantings appropriate with the scale of the precinct.</li> <li>o Address the interface between the public space and car parking areas.</li> </ul> </li> </ul>
<p>Road network connections</p>	<ul style="list-style-type: none"> <li>- Internal movement network to connect with the three MRWA entry points into precinct.</li> <li>- Knock Place to be realigned along Northern boundary of Lot 500 Armadale Road and upgraded to a local road standard and connect to the internal road layout of Lot 500 Armadale Road.</li> </ul>
<p>Integrated and connected pedestrian and cycle network</p>	<ul style="list-style-type: none"> <li>- Connects with the wider network via three key connection points.</li> <li>- Street trees along all key cycle and pedestrian footpaths.</li> </ul>

The Structure Plan provides for a number of strategic outcomes of which are illustrated in Attachment 4 and further discussed below -

*Increased accessibility*

A significant outcome is the improved connectivity for the Cockburn Central East precinct, the train station, the wider activity centre core



area and connections with the emerging eastern corridor. The Armadale Road and North Lake Bridge upgrade will alleviate traffic congestion in the core area as a result of the diversion of traffic with a regional trip priority. Proposed changes to the local road network provide for:

- The integration of the MRWA Armadale Road and bridge upgrade project with the existing road network;
- Road typology upgrade requirements including key connections for pedestrians and cyclists and the connection with existing and emerging roads, and;
- Improved access to the PTA car park through the consolidation of PTA car parking on the eastern side of the Cockburn Train Station with three connection points with the surrounding road network. The proposal provides for PTA commuter car parking needs to 2031 and beyond.

The result will contribute to the optimisation of investment in transport and other infrastructure within the activity centre over the long term.

*Contributes to the wider Community Connect South initiative*

The North Lake Bridge and Armadale Road upgrade is a component of the wider Community Connect South project aiming to deliver economic growth to Perth's South Metropolitan Region through a strategic and regional approach to the provision of transport infrastructure.

The aim is to ease congestion within Cockburn Central and to connect major hubs from Armadale, through Forrestdale Business Parks, future South Forrestdale Industrial Area, Cockburn Central, Jandakot Airport, and the Western Trade Coast to Fremantle, which will enable enterprise, higher productivity and employment growth in the largest subregion of Perth.

Cockburn Central is a regional transport node, linking to key regional enterprise hubs, however the area is one of the worst congestion hot spots in the south metro area with traffic issues experienced beyond peak periods and are significantly impacting on productivity.

*Stakeholder consultation*

*Intergovernmental steering group*

An intergovernmental steering group was set up to guide the preparation of the Structure Plan amendment. Representation was provided by the Department of Planning, Public Transport Authority, Main Roads Western Australia and the Department of Transport. The



forming of the group recognises the significant State owned land located within the Structure Plan area, the 5 PTA commuter car park sites requiring consolidation and the integration of access requirements for the Cockburn Train Station. Furthermore the emerging Armadale Road upgrade required direct collaboration with MRWA to ensure integration with the Structure Plan. Following the 3 steering group meetings, in principle support was provided subject to further detailed discussions of which can occur concurrently with the advertising of the Structure Plan amendment.

*Approach to land assembly provides significant development options for landholders*

The proposed Structure Plan resolves constraints relating to the irregular subdivision layout for lots located between Solomon Road and the Kwinana Freeway. The proposed local road layout divides the long narrow lots and as a result provides new opportunities for developments to front the new road network.

*Landowner consultation*

The City undertook one-on-one meetings with landowners and business operators located west of Solomon Road and those directly affected by the proposed Structure Plan. The meetings undertaken in late May/Early June informed landowners and business operators of the principles behind the proposed Structure Plan in addition to providing an update on the status of the North Lake Bridge and Armadale Road upgrade project.

All stakeholders will have the opportunity to formally comment on the proposed Structure Plan during formal advertising following support from Council.

Road upgrade considerations

The Traffic Impact Assessment (TIA) prepared in support of the Structure Plan (GTA Consultants. April, 2017) identifies the upgrade requirements to the local road network as a result of a redistribution of regional traffic associated with the Armadale Road realignment, the new PTA commuter car park, in addition to the increase of vehicles forecasted as being generated from the additional Mixed - Business Zoned land. Importantly the TIA recognises the aspiration to transition the precinct over the long term to high density mixed - use development and therefore has built in the relevant forecasting of traffic counts to ensure road upgrades can address future growth requirements over the long term.



This suggests a road upgrade approach that may see certain upgrades occur overtime. Required road upgrades include:

*Short term*

*The extension of Verde Drive between Solomon Road and the realigned Armadale Road*

Ultimately Verde Drive is required to be upgraded to a dual carriageway. However noting that as a result of road reserve constraints including the availability of land within the road reserve at the intersection of Verde Drive and Solomon Road it is likely this will not occur in the short to medium term. Rather Verde Drive West of Solomon Road will mirror the single lane typology currently provided east of Solomon along Verde Drive.

The upgrade west of Solomon Road is required to be designed to a standard expected within a town centre, similar to what is delivered within Cockburn Central West, including the integration of significant street trees along the centre line of the road to act as a transitional element, separating the newly formed Mixed - Business precinct from industrial and light and service industry type uses currently operating within and around the Solomon Road and Cutler Road area.

*The extension of Prinsep Road down to Verde Drive and upgrade requirements extending to Berrigan Drive*

The TIA importantly recognises the necessity to upgrade Prinsep Road so as to reduce the concentration of traffic along Verde Drive and Solomon Road. Without an upgrade to Prinsep Road, daily vehicle trips along Verde Drive and Solomon Road will reach unacceptable levels. As a result the TIA identifies the need to, consistent with the objectives of the existing Solomon Road Structure Plan; connect Prinsep Road with Verde Drive.

Additionally, the constructed component of Prinsep Road also requires upgrading. The road design process to follow the Structure Plan will require the consideration of the increased vehicle trips per day along Prinsep Road recognising the noise complaints currently received from residents fronting Prinsep Road and in proximity to the Glenn Iris Golf course. Complaints relate to noise from trucks accessing the Solomon Road Industrial Area. In response the City recognises that while vehicle trips per day will increase, these numbers relate to an increase in cars associated with the PTA commuter car park. Nonetheless the Prinsep Road upgrade design phase should consider a range of options including the benefits associated with a road realignment, a slip lane and/or appropriate levels of landscaping to act as an edge to the residential area, for example.



*Solomon Road south of Cutler Road*

Solomon Road requires upgrading consistent with the upgrades currently being delivered to the north of Cutler Road as part of the Calleya Estate.

*Medium to long term*

*Verde Drive*

Over time the City will be required to monitor traffic levels along the length of Verde Drive and consider the need to upgrade to a dual carriageway.

*Funding considerations for the road network*

The abovementioned *short term* road upgrades will be required to be delivered concurrently with the North Lake Bridge and Armadale Road upgrade works of which have an estimated construction commencement date of 2019/2020.

Development Area 20 in the City of Cockburn Town Planning Scheme 3 (TPS3) currently makes provision for landowners whose land is Reserved "Other Regional Road" in the MRS and TPS No. 3 for the purpose of the extension of North Lake Road (Verde Drive) to cede land as a condition of subdivision and to upgrade the land to a two-lane kerbed road. This approach adopted within the current Solomon Road Structure Plan recognises the nexus between development and the need for the road network. Depending on the timing of this work, there may be a requirement for the City to meet some or the entire construction cost element.

The City will need to continue to work with landowners and WAPC to address the required ceding of land in the context of discussions occurring regarding land amalgamations and acquisition options.

Next steps

Following Councils support, the proposed Structure Plan will be advertised for 28 days. The City will consider submissions and report back to Council seeking support to forward to the WAPC for adoption.

**Strategic Plan/Policy Implications**

**City Growth**

- Ensure planning facilitates a desirable living environment and meets growth targets.



**Moving Around**

- Reduce traffic congestion, particularly around Cockburn Central and other activity centres.

**Community, Lifestyle & Security**

- Provide for community facilities and infrastructure in a planned and sustainable manner.
- Foster a greater sense of community identity by developing Cockburn Central as our regional centre whilst ensuring that there are sufficient local facilities across our community.

**Budget/Financial Implications**

Infrastructure delivery and upgrades required to meet the land use objectives of the Structure Plan area will be required to be undertaken by individual landowners at the time of subdivision or development, where such relates to local level infrastructure. Currently the Scheme also requires landowners affected by the Other Regional Road reservation to cede the land free of cost, and contribute towards its construction.

However, depending on the timing of this work, there may be a requirement for the City to meet some or the entire construction cost element. This issue will become clearer once advertising of the Structure Plan finishes, and submissions are reviewed. Given the likely short term nature of work beginning on the Armadale Road deviation and new North Lake Bridge / Freeway interchange, it is likely that the City will need to secure the Other Regional Road link in the short term.

**Legal Implications**

N/A

**Community Consultation**

The Structure Plan will be formally advertised for 28 days at which time letters will be sent to all affected landowners and residents explaining the structure plan and inviting comment.

**Risk Management Implications**

If the proposed Structure Plan is not supported, there will be no planning framework in place over the subject land to guide the Armadale Road deviation and new North Lake Bridge / Freeway interchange. This will result in delays in the delivery of the vital piece of infrastructure.



**Attachment(s)**

1. Local Context Plan
2. Solomon Road Structure Plan
3. Cockburn Central East Structure Plan
4. Strategic outcomes

**Advice to Proponent(s)/Submissioners**

N/A

**Implications of Section 3.18(3) Local Government Act, 1995**

Nil.

**15.9 (MINUTE NO 6099) (OCM 08/06/2017) - PROPOSED AMENDMENT TO THE METROPOLITAN REGION SCHEME FOR LOTS 4, 50, 86, 87 AND 98 (98 & 99 PREVIOUSLY PART OF 333 PRINSEP ROAD) PRINSEP ROAD & LOTS 5, 9, 88, 89 & 99 JANDAKOT ROAD, JANDAKOT (108/001) (C CATHERWOOD)**

**RECOMMENDATION**

That Council write to the Western Australian Planning Commission indicating the following concerns with the draft amendment to the Metropolitan Region Scheme:

- (1) the consideration of this proposal prior to finalisation of the *Perth and Peel @ 3.5 million* suite of documents would be prejudicial to proper and orderly planning for the region;
- (2) should the proposal be progressed irrespective of (1) above, the proposal for 'Urban deferred' is not appropriate given the inability of a wide range of land uses, including sensitive land uses, to be accommodated. The applicant should consider revising their proposal with another MRS zone in mind;
- (3) the submitted documentation is nearly six years old and in that time, the State and local planning policy frameworks have been subject to a number of revisions and additions. Should the proposal be progressed irrespective of (1) above, the documentation should be updated to discuss the current State and local planning frameworks;
- (4) the submitted mapping labelled 'Figure 8 – TPS3 zoning' is incorrect. There is no 'Resource' zone shown in the figure's legend and the colour annotated to the actual 'Resource' zone misrepresents the land as being 'Regional Centre' zone which is

