

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

Nil.

**14.6 (MINUTE NO 5406) (OCM 13/11/2014) - DRAFT 2014 JANDAKOT AIRPORT MASTER PLAN - OWNER: JANDAKOT AIRPORT HOLDINGS (1211) (A TROSIC) (ATTACH)**

**RECOMMENDATION**

That Council make a submission to Jandakot Airport Holdings on the basis of the officer's report, which recommends Council provide its support to the draft Jandakot Airport Master Plan 2014 subject to:

1. A modified Deed of Agreement outlining the agreed road networks upgrades being executed between the City of Cockburn and Jandakot Airport Holdings prior to submission of the draft Master Plan to the Federal Government.
2. The draft Master Plan being modified to remove all references to connectivity to Solomon Road for future Precincts 6 and 6A.
3. The draft Master Plan being modified to re-emphasise the importance of the southern link road, as it was previously done in the 2009 Master Plan.
4. The draft Master Plan being modified to reconfigure Precincts 6, 6A and 2A to ensure a minimum 200m separation is retained with the interfacing rural living allotments. The modification needs to be reflected throughout the document.

**COUNCIL DECISION**

MOVED C/r L Smith SECONDED C/r Y Mubarakai that Council make a submission to Jandakot Airport Holdings on the basis of the officer's report, which recommends Council provide its support to the draft Jandakot Airport Master Plan 2014 subject to:

1. A modified Deed of Agreement outlining the agreed road networks upgrades being executed between the City of Cockburn and Jandakot Airport Holdings prior to submission of the draft Master Plan to the Federal Government.
2. The draft Master Plan being modified to remove all references to connectivity to Solomon Road for future Precincts 6 and 6A.
3. The draft Master Plan being modified to re-emphasise the



importance of the southern link road, as it was previously done in the 2009 Master Plan.

4. Jandakot Airport Holdings acknowledging that the design of the each mixed use facility/development in Precinct 6 needs to mitigate the potential impact of the development on the adjoining rural-residential properties, in respect to noise, light, dust or odours (acknowledging that those properties are impacted by the airport operations). In order to assess the suitability of any noise attenuation measures incorporated into any development in Precinct 6, Jandakot Airport Holdings shall engage an Acoustic Consultant/Engineer with relevant qualifications and experience, and who is a member of either the Australian Acoustical Society and/or the Association of Australian Acoustical Consultants to undertake an assessment of that development.

**CARRIED 9/0**

### **Reason for Decision**

Jandakot Airport Holdings (JAH) has advised the City that in order to provide a minimum 200m separation between Precinct 6 and the adjoining rural living properties it would result in the loss of over 20ha of developable land. They have further advised that due to environmental requirements imposed by the Federal Government, they would be unable to reconfigure the conservation area, Precinct 2A, to compensate for the loss of developable area, as anticipated in the officer's recommendation. In subsequent discussions JAH have acknowledged their obligation to mitigate the potential impact that any development within Precinct 6 might have on the adjoining rural living properties. They believe that this can be adequately addressed by the location, design and layout of individual developments within the precinct and are prepared to undertake such an assessment prior to undertaking each respective development. It is therefore proposed that the recommendation be amended to reflect such an arrangement.

### **Background**

The City of Cockburn has been invited to provide comment on the preliminary version of the draft Jandakot Airport Master Plan 2014 (draft Master Plan). This is the key opportunity for the City to provide a formal response to the draft Master Plan, before it is finalised for submission to the Federal Government for approval.



Some of the issues raised in this report deal with similar issues that the City raised in providing its comments to the then 2009 draft Jandakot Airport Master Plan. These issues are particularly in respect of transport infrastructure coordination for the site, interface to rural development and future land use in the southern precinct. These issues remain a focus of this report.

As discussed in the report, it is recommended that Council provide its support to the draft Master Plan subject to a number of conditions which are set out in the recommendation. It should be expected that implementation of the Master Plan over the coming five years will satisfy Council's conditions as imposed in its decision. This will provide a clear basis by which to consider the next iteration of the Master Plan, which will be due in five years from now.

### **Submission**

NA

### **Report**

### **Overview**

In terms of statutory context, the development of airports is undertaken within the regulatory framework of the *Airports Act 1996*, and the following key legislation and regulations:

- *Airports Regulations 1997*;
- *Airports (Building Control) Regulations 1996*;
- *Airports (Control of On-Airport Activities) Regulations 1997*;
- *Airports (Protection of Airspace) Regulations 1996*;
- *Airports (Environment Protection) Regulations 1997*;
- *Environment Protection and Biodiversity Conservation Act 1999*.

The *Airports Act 1996* is the principal statute regulating the ownership, management and conduct of Federally leased airports. Part 5 of the Act prescribes a number of controls over land use, planning and building at airports and Part 6 details environmental management.

Under Section 70 of the Act, each Commonwealth airport is required to produce a final master plan. A final master plan is one which has been approved by the Federal Minister of Infrastructure and Regional Development. Prior to submitting a draft master plan to the Minister, the airport is required to take into account public comments. Subsequent development at the airport must be consistent with the final master plan.



Section 70 of the Act requires that the purposes of a final master plan for an airport are to:

- establish the strategic direction for efficient and economic development at the airport over the planning period of the plan;
- provide for the development of additional uses of the airport site;
- indicate to the public the intended uses of the airport site;
- reduce potential conflicts between uses of the airport site, and to ensure that the uses of the airport site are compatible with the areas surrounding the airport;
- ensure that all operations at the airport are under taken in accordance with relevant environmental legislation and standards;
- establish a framework for assessing compliance at the airport with relevant environmental legislation and standards;
- promote the continual improvement of environmental management at the airport.

A new master plan is to be developed every five years and must relate to a planning period of 20 years.

Key requirements that a master plan must satisfactorily include are listed under Section 71. Of particular relevance to Jandakot Airport:

- (b) *the airport-lessee company's assessment of the future needs of civil aviation users of the airport, and other users of the airport, for services and facilities relating to the airport;*
- (c) *the airport-lessee company's intentions for land use and related development of the airport site, where the uses and developments embrace airside, landside, surface access and land planning/ zoning aspects;*
- (d) *an Australian Noise Exposure Forecast (in accordance with regulations, if any, made for the purpose of this paragraph) for the areas surrounding the airport;*
- (e) *the airport-lessee company's plans, developed following consultations with the airlines that use the airport and local government bodies in the vicinity of the airport, for managing aircraft noise intrusion in areas forecast to be subject to exposure above the significant ANEF levels;*
- (f) *the airport-lessee company's assessment of environmental issues that might reasonably be expected to be associated with the implementation of the plan;*
- (g) *the airport-lessee company's plans for dealing with the environmental issues mentioned in paragraph (f) (including plans for ameliorating or preventing environmental impacts);*
- (ga) *in relation to the first 5 years of the master plan—a plan for a ground transport system on the landside of the airport that details:
 
  - (i) *a road network plan;*
  - (ii) *the facilities for moving people (employees, passengers and other airport users) and freight at the airport;**



- (iii) *the linkages between those facilities, the road network and public transport system at the airport and the road network and public transport system outside the airport;*
- (iv) *the arrangements for working with the State or local authorities or other bodies responsible for the road network and the public transport system;*
- (v) *the capacity of the ground transport system at the airport to support operations and other activities at the airport; and*
- (vi) *the likely effect of the proposed developments in the master plan on the ground transport system and traffic flows at, and surrounding, the airport;*

Part 5 of the *Airports Act 1996* sets out the statutory process for preparing and consulting in relation to a draft Master Plan. In specific respect of consultation, Section 79(2) of the *Airports Act 1996* states:

- (2) *If members of the public (including persons covered by subsection (1A)) have given written comments about the preliminary version in accordance with the notice, the draft plan submitted to the Minister must be accompanied by:*
  - (a) *copies of those comments; and*
  - (b) *a written certificate signed on behalf of the company:*
    - (i) *listing the names of those members of the public; and*
    - (ii) *summarising those comments; and*
    - (iii) *demonstrating that the company has had due regard to those comments in preparing the draft plan; and*
    - (iv) *setting out such other information (if any) about those comments as is specified in the regulations.*

It is unfortunate that the City of Cockburn and local government generally, do not enjoy a regulatory position in respect of approving or refusing Master Plans, and any subsequent development undertaken in accordance with Master Plans at airports. Local government is considered to be the best equipped to be able to regulate land use and development undertaken within its district, compared with the alternative of this being regulated by the Federal Government. Notwithstanding this, it is understood that Council's views are taken very seriously by the Federal Government, in considering the Master Plan. It is therefore expected that any conditions that Council imposes in its support for the Master Plan will be respected by the Federal Government in ultimately determining the Master Plan. Council and the community should therefore have a reasonable level of confidence that its issues will be taken carefully into account via the Master Plan and process of ongoing development at the airport.

In terms of advertising, the Federal Government make it clear that the responsible Federal Minister expects that consultation is undertaken with all stakeholders and that prudent consideration is given to



comments received during the consultation period. Section 79(2) does require the airport company to demonstrate that it has had due regard to those comments in preparing the draft plan. This does portray then the need for the City's comments to be carefully considered by both Jandakot Airport and the Federal Minister. The consultation period for this Draft Master Plan closes on 18 November 2014.

**Draft 2014 Master Plan**

The draft 2014 Master Plan indicates further aviation and non-aviation development across the airport site. This has been planned on a precinct basis, with six main precincts (and additional sub-precincts) identified in the following table. Note also the accompanying graphic which shows the spatial extent of these precincts:

Master Plan 2014 Precinct	Land Area (hectares)
1A Conservation (Existing)	48 ha
1B Conservation (Existing)	31 ha
1A & 1B Sub Total	79 ha
2A Conservation (Existing)	29 ha
2B Conservation (Existing)	11 ha
2A & 2B Sub Total	40 ha
3 Aviation Operations	250 ha
4 Mixed Business	117 ha
4 Sub Total	117 ha
5 Mixed Business	41 ha
6 Mixed Business	37 ha
6A Aviation Operations	10 ha
6 & 6A Sub Total	47 ha

**Draft 2014 Master Plan**

**Table of land uses**

The abovementioned precincts have resulted in planned land use within the airport site as being:

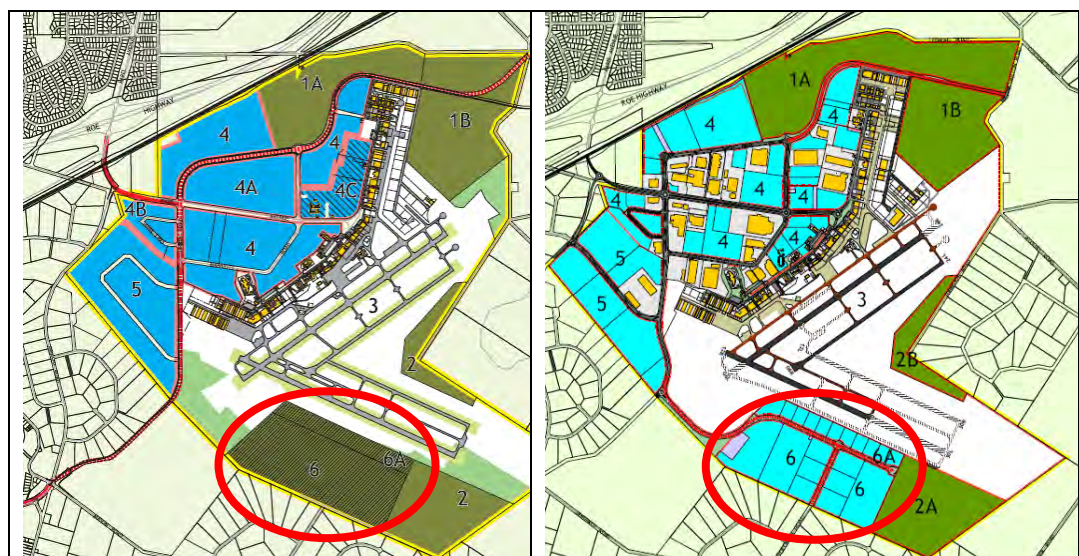
- Conservation 119 hectares (19%);



- Aviation Operations (includes runways and taxiways) 260 hectares (42%);
- Non-Aviation Development 195 hectares (31%);
- Existing and Proposed Internal Roads and Services Area 48 hectares (8%).

### Land Use Issues

In terms of land use, the draft Master Plan indicates some key differences to the 2009 Master Plan. The most significant difference is in the way in which Precincts 6 and 6A were presented in the 2009 Master Plan, versus how they are now presented in the Draft Master Plan. This visual comparison is provided following:



**2009 Master Plan**

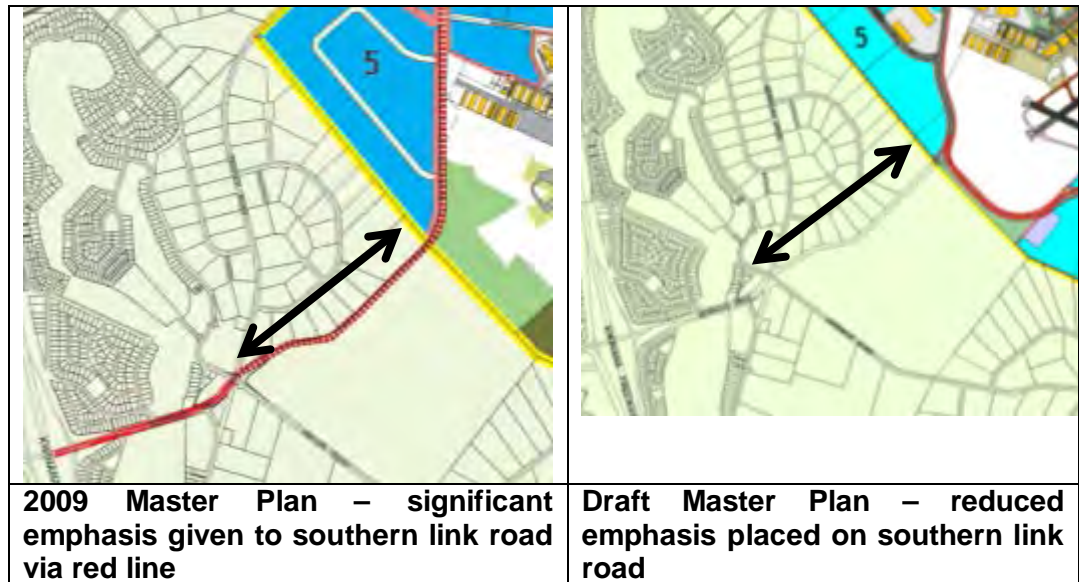
**Draft 2014 Master Plan**

As can be seen, the identification of Precincts 6 and 6A as being subject to future development consideration has now shifted to become a mixed business (37ha) and aviation operation (10ha) precinct, connected to a low scale rural community at the end of Solomon Road north of Jandakot Road. Two issues are associated with this – the first being the contemplation of a major road link through what is (and what was planned to remain) a quiet rural community, and the second being the contemplation of this land for a mixed business development outcome.

In terms of road connectivity, early engagement with City of Cockburn officers resulted in the City giving advice to Jandakot Airport Holdings that this would not be permitted. Firstly, contemplating connection of an almost 50ha mixed business park via a local rural road which has a function of servicing a small rural community is not consistent with orderly and proper planning. Configuration of the broader road network has never contemplated this road connection extending into the airport.



Further to this, the way in which the draft Master Plan indicates the road priority seems to contradict the function of what the southern link road is intended to perform. This is shown by priority being indicated towards the internal road servicing the new mixed business precinct, instead of to the southern link road. This is an incorrect representation of how the road network is planned:



This needs to be corrected in all versions on plans contained within the Draft Master Plan, and also appropriately written into the draft Master Plan.

As Council are aware, Solomon Road at its intersection with Armadale Road is already experiencing significant problems, particularly at peak PM times as commuters leaving the Public Transport Authority’s park and ride facility at the end of Knock Place coincide with vehicles leaving the freeway along Armadale Road and employees leaving the surrounding industrial area. To contemplate funnelling an almost 50ha new business park via Solomon Road down to its intersection with Armadale Road would create a traffic problem that could not be designed with an acceptable solution. Accordingly, the City of Cockburn will clearly advise that no connection into the airport via an extension of Solomon Road will be permitted.

In terms of mixed business development, at the time of considering the 2009 Master Plan the officer’s report raised very specific concerns in the way in which the separation to rural development that surrounds the airport needed to be respected. In this regard, as development has and continues to occur across Precinct 5, and now Precinct 6, there are growing implications for those lots which adjoin the mixed business precincts. These implications were illustrated in the report to Council in October 2014, whereby it was revealed that a major 24 hour per day operation was proposed in the western corner of the airport site, in





close proximity to existing rural dwellings. This was for a major Kmart distribution centre. The officer report noted:

*“Where a similar development type is proposed elsewhere within the City of Cockburn, it would be necessary for the proponent to demonstrate that potential emissions would not cause adverse impacts to the residential/rural amenity of other nearby properties. The necessity for a detailed assessment of a proposal is based by the City on the separation distances identified within the Environmental Protection Authority’s Guidance Statement No 3 “Separation Distances between Industrial and Sensitive Land Uses”, which recommends buffer distances between the boundary of a proposed industrial land use and the boundary of the sensitive land use. The present boundary to boundary set back of the proposed MDP from the nearest sensitive land use is approximately 40m.*

*A similar land use identified within the EPA Guidance Statement is ‘transport vehicles depot’, for which the EPA Guidance Statement identifies a 200m buffer distance from sensitive land uses, with the potential for gaseous, noise, dust and odour impacts. There are five sensitive land uses within this 200m set back from the Western boundary of the Proposed MDP...”*

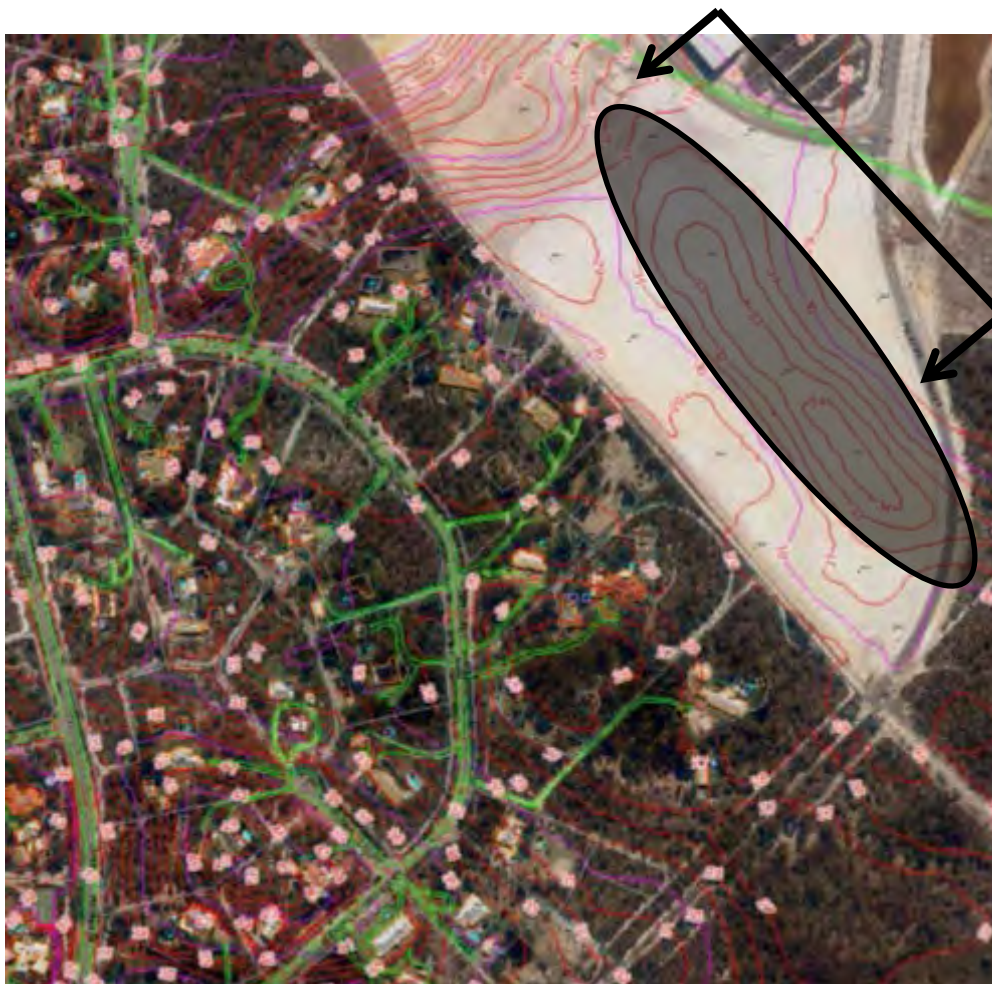
As part of dealing with the Kmart Major Development Plan (MDP), the City has indicated the desire to work with the applicant to address the proximity of development to sensitive development. Understanding that the operation is proposed as a 24/7 operation, the City should be involved in the detailed design and also the detailed consideration of noise management issues. However this does reveal the problem that occurs if arguably highly incompatible land uses do not achieve a physical separation by way of a transitional or buffer zone.

In normal circumstances, commercial type development requires planning approval from the City. Such development (like all development) needs to comply with the requirements of City of Cockburn Town Planning Scheme No. 3, of which amenity impacts form a key consideration. The City would utilise the EPA’s Guidance Statement No. 3 “Separation Distances between Industrial and Sensitive Land Uses”, to ensure (as the name suggests) that adequate separation is achieved between industrial type development and sensitive development (particularly residential properties). If for example the City had received the Kmart Distribution Centre as an application for planning approval, it is likely that it would not be approved without adequate separation to the nearest sensitive development. This would likely have resulted in the development shifting to a more internal location further away from the airport boundary.



At the time of considering the 2009 Master Plan, important concerns were raised by the City of Cockburn in respect of how the interface between higher intensity commercial development would be managed with the lower intensity 'Resource' zoned lots, which adjoin the airport site. In respect of Precinct 5, it was noted that in some parts a grade separation meant that interface issues were not considered by Jandakot Airport Holdings on the whole as being unable to be managed. As further development is now proposed for the interface however, it appears that issues are increasingly becoming more difficult to manage, and that grade separation does not exist to the finished extent as initially predicted.

The following example shows how the previous 4-5m sand ridge that separated properties on Glendale Crescent from development has been removed, and how the resulting level is generally the same as adjoining rural properties.



Map showing previous contours (ridge highlighted) and the finished level beneath





**Map showing isometric view and ridge removed**

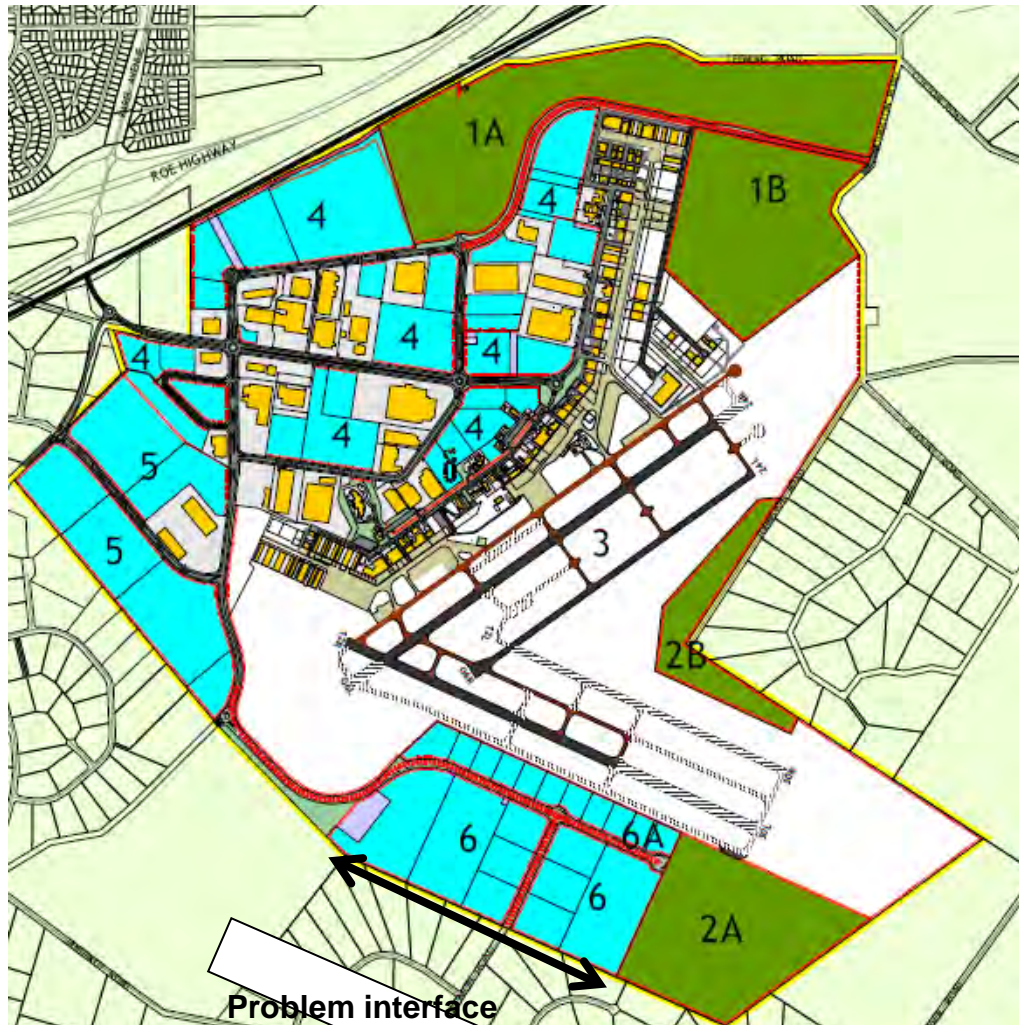
In looking at what is proposed for Precinct 6, the similar sand ridge will be removed leaving future mixed business land at basically the same level as rural properties. This means that interface issues cannot be managed through separation of grade. This is shown following:



**Map showing how Precinct 6 will be earth worked to likely remove ridge, creating same level (28-30 contour) as properties adjoining**

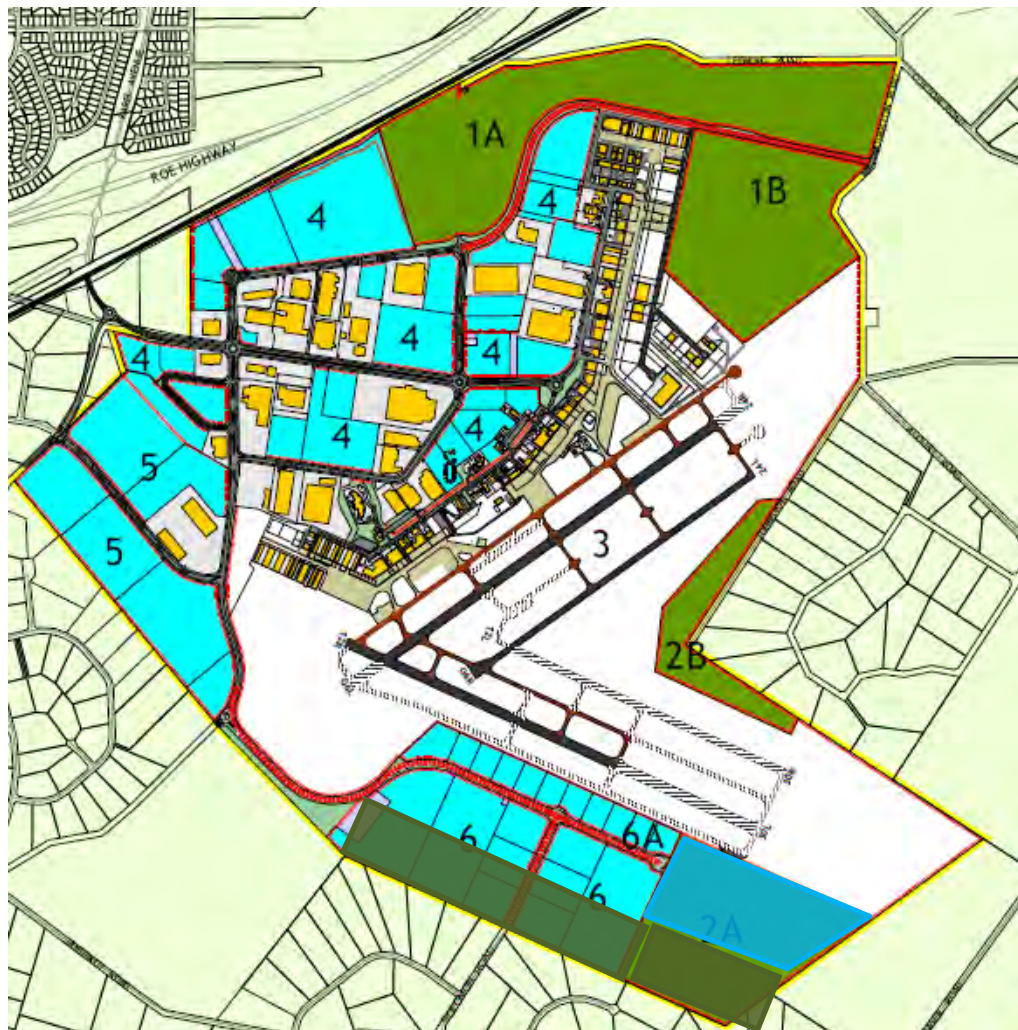


This accordingly produces a problem interface as shown:



As part of the draft Master Plan, it is recommended that Council formally require the reconfiguration of Precinct 6, 6A and 2A so as to achieve an approximate 200m conservation zone separation from rural development and future mixed business development. This will provide the community with the most effective safeguard against inappropriate development being permitted in too closer proximity to sensitive development. It also appears to be an effective solution in that net developable area is not eroded, but rather reconfigured. This is notionally shown following:





Conservation zone interface (green) – 200m. Note the reconfiguration of the mixed business precinct.

Considering that the 2005 Master Plan depicted these Precincts 5 and 6 as part of the wider conservation area which spans the southern interface of the airport site, there appears to be some potential to revisit this in the manner shown by the City of Cockburn. Having the transitional interface like that recommended is considered the most effective way to safeguard the amenity of the community adjoining and nearby the airport site.

Given the nature of the airport as a specialised centre dealing with logistical warehousing and storage functions, it is reasonable to suggest that pressure will continue for further development of land use types for commercial, warehousing and logistical purposes. These will likely have associated with them noise, traffic and light spill impacts. Given also that the hours of operation for such uses are likely to extend into the night, such impacts will likely have a higher degree of magnitude than if just restricted to daytime hours. This means that separation is considered the best way to prevent inappropriate development occurring close to the City's residents.



## **Traffic and Transport Issues**

### **Outstanding Road Upgrades**

The other significant point is that associated with traffic and transport. The October 2014 Council meeting dealt specifically with a report written by the Director Engineering, setting out the traffic situation surrounding Jandakot Airport.

As per the Director Engineering report to Council, it is made clear that the City expects road network upgrades to be completed that generally reflect the rate of development taking place. This essentially ensures that there is sufficient carrying capacity within the network to cater for traffic generated by the development.

As the City has no planning control to bring this matter to a conclusion, the City has been in lengthy negotiations to reach agreement. A Draft Deed of Agreement was prepared and presented to Council for consideration; refer Council Item 16.3 of the 9 October 2014 OCM (Minute No. 5391). Council's resolution enabled the CEO, under delegation, to complete negotiations and formalise an agreement with Jandakot Airport Holdings. On 31 October an agreement was reached between the City and Jandakot Airport Holdings which will see an increased scope of works completed. The general context of the agreement reached is as follows:

#### **Berrigan / Karel**

- Jandakot Airport Holdings to secure any necessary land and to construct the road generally in accordance with Option 3 SK-C-0050 to SK-C-0053.
- The design will look at continuing the south bound dual carriageway to provide a better transition into the left turn pocket at Spartan Street.
- Jandakot Airport Holdings will need to secure all approvals from MRWA for the signal.
- Both the City and MRWA will need to certify the final design prior to construction commencing.
- This intersection will be substantially commenced within 12 months of execution of the Deed.

#### **South Link Road (Pilatus)**

- Jandakot Airport Holdings will construct South Link Road as a single carriageway road to its connection as shown on SK-C-0041.
- Jandakot Airport Holdings will secure all land necessary to construct the road and cede that land to the City. The final land requirement will be finalised through detail design.



- The necessary land above will be purchased within 12 months of executing this Deed.
- The construction of South Link Road will be completed within 12 months of completion of the Berrigan Drive Upgrade Project (stipulated below).

Berrigan Drive Upgrade Project - Berrigan Drive duplication from Freeway to commencement of South Link Road above (including Dean/Jandakot / South Link Road (Pilatus) signalised Intersection and Berrigan / South Link intersection (no signal)

1. Within 12 months of execution of this Deed, the City of Cockburn shall complete the design of the following - Berrigan Drive duplication from Freeway to commencement of South Link Road above (including Dean / Jandakot / South Link Road (Pilatus) signalised Intersection and Berrigan / South Link intersection (no signal) which will be referred to as the Berrigan Drive Upgrade Project. The design will finalise the extent of land necessary to complete the scope of works.
2. Jandakot Airport Holdings and the City will secure all land necessary land to complete construction and drainage in accordance with the terms of the agreement reached.
3. The necessary land above will be purchased within 12 months of executing this Deed.
4. Within 24 months of the all land being transferred to the City, the City shall commence works to complete the Berrigan Drive Upgrade Project stipulated above.
5. The City shall seek all approvals from MRWA for the signalisation of the intersection at South Link / Jandakot / Dean. No signal will be established as part of this agreement at Berrigan / South Link in accordance with MRWA advice.
6. The construction of the Berrigan Drive Upgrade Project will be completed no later than December 2018. This does not preclude the road from being constructed prior to this date.

On the basis of the agreement reached the City of Cockburn shall:

1. Support the continuation of the temporary signalmen at Berrigan/Karel until the intersection work is completed.
2. Support the retention of the access at Spartan Street as left in left out. The section of Berrigan Drive between Karel Avenue and Spartan Street should be reviewed to improve accessibility and transition from Karel Avenue to Spartan Street (continue dual carriageway to left turn pocket). Street lighting and other associated infrastructure will need to be reviewed as part of this upgrade works.
3. Only seek to remove the RAV classification on the section of Berrigan Drive south of the intersection of Spartan Street.
4. Agree that these network upgrades resolve the immediate traffic issues identified in our consideration of the MDP for the Kmart



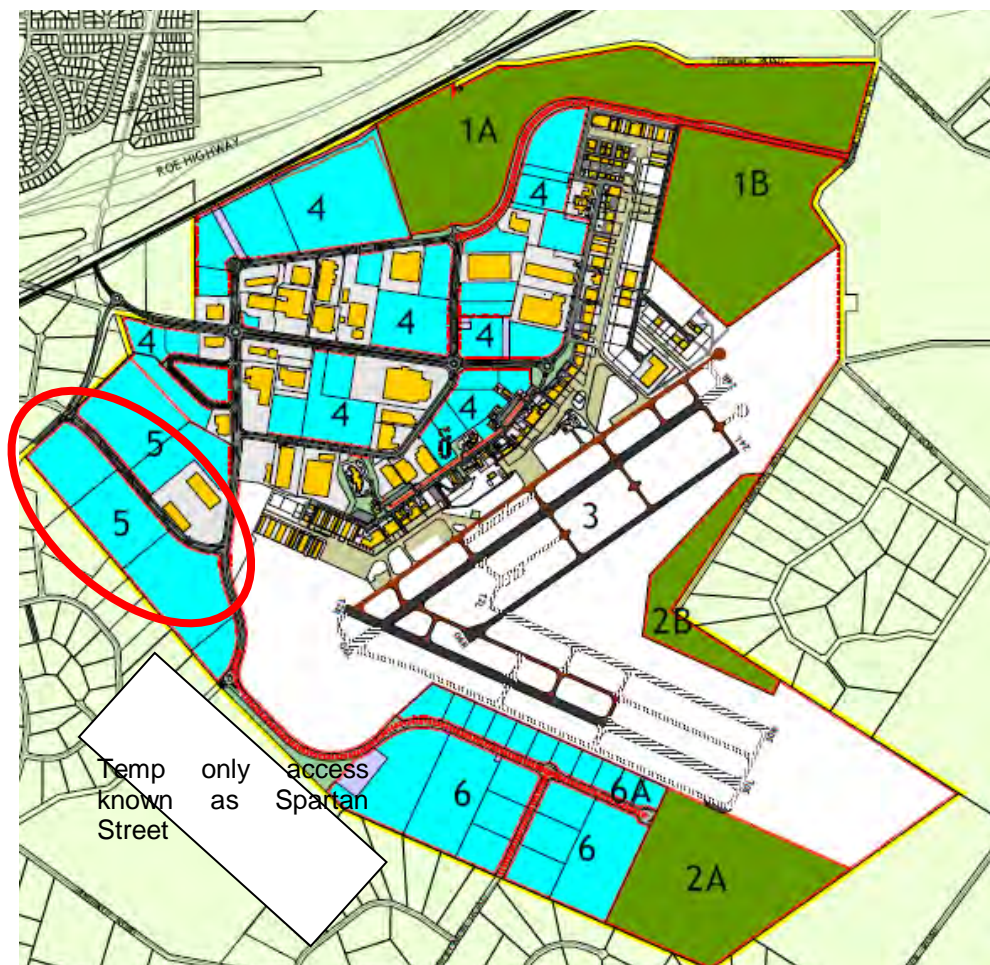
distribution centre. The issues of noise etc will still need to be addressed.

The City's position on the Draft Master Plan is contingent on execution of the final agreement for road network upgrades and actual delivery of this works in accordance with the timeframes stipulated.

### **Solomon Road Connection**

The 2014 Masterplan proposes a further access for the new precinct 6 at Solomon Road. If this connection is permitted through Precinct 6, it will see industrial type traffic mixing with rural residential traffic from the existing community. Officers do not believe that it is reasonable to permit this connection as it compromises the use enjoyed and expected by our existing community who purchased their lifestyle lots with little prospect of seeing substantial traffic volumes on their access road. Road upgrades to Solomon Road, the intersection with Jandakot Road and potentially improvements to Jandakot Road itself would also be necessary and the Master Plan does little to identify the upgrade requirement or commitment.

### **Spartan Street Access**





On the basis of reaching agreement with Jandakot Airport Holdings on the broader network upgrades, it is important to now contemplate the future use of Spartan Street. It has to this point been permitted as a temporary access however Jandakot Airport Holdings are now seeking approval to retain it going forward.

The intersection is currently structured as a left in left out and provides further permeability for the Jandakot development which will be important for the development as it proceeds. It will primarily provide access into the Kmart distribution centre proposed and planned for in this area, however the limited egress arrangements will tend to push exiting traffic out using the South Link Road or Karel Avenue. On that basis officers are willing to support retention of this link going forward.

### **Other Amendments to the Master Plan Text**

The Draft Master Plan will need to be amended to reflect this agreement. A schedule of further minor amendments is included below:

Page	Section	Comment
43	6.3 Traffic generation	<ul style="list-style-type: none"> <li>• This section needs to explain why the latest forecast of 23,100 vpd is different to the 37,000 vpd forecast used in the 2009 Master Plan.</li> <li>• A table detailing the trip generation calculations would be useful and help with transparency of the forecasts.</li> <li>• All assumptions about the road network used in the ROM 2034 forecasts must be provided to the City for review/agreement (e.g. number of traffic lanes, connections, etc) because those assumptions will affect how the model distributes traffic. If the City's review identifies any changes are required to the model then the model should be rerun to produce updated outputs.</li> <li>• Karel Avenue, east of Berrigan Drive, within the airport already has 11,355 vehicle trips per day. How can the 5-year forecast for the airport estate be for only 5,900 vehicles per day?</li> </ul>
43/44	6.5 Road Upgrades	<ul style="list-style-type: none"> <li>• Require redrafting to deal with updated Deed of Agreement.</li> </ul>
44	6.7 Public Transportation	<ul style="list-style-type: none"> <li>• A statement could be added to the effect that development growth at the airport and improved road linkages may create opportunities to link buses servicing the airport to other</li> </ul>

		destinations like Cockburn Central, any future rail station at Canning Vale etc.
Figures 6.1 to 6.4		<ul style="list-style-type: none"> <li>• “Accourt Road” should be Acourt Road.</li> <li>• Berrigan Drive (north) should be shown intersecting Pilatus Street as a T-junction.</li> <li>• No connection should be shown to Solomon Street</li> </ul>
Figure 6.2	Future Traffic Flows 2034	<ul style="list-style-type: none"> <li>• To be able to consider the traffic forecasts in some context, it would be useful to include 2014 traffic flows on Figure 6.2 or as a separate figure.</li> <li>• The forecasts are said to be for 2034 but the MRWA ROM, said to have been the source of the forecasts, is typically quoted for 2031?</li> <li>• Show traffic forecasts on Roe Highway, Kwinana Freeway, Karel Avenue (north of Roe Highway) Farrington Road and Ranford Road as well.</li> </ul>
Figure 6.3	Future Road Improvements	<ul style="list-style-type: none"> <li>• Pilatus Street should be shown as a possible future 4-lane divided road from Marriott Road to Jandakot Road.</li> <li>• It would improve the permeability of the road network if Eagle Drive was linked to either Pilatus Street or even Marriott Road. This would help distribute traffic movements better and avoid the need for all Eagle Drive traffic to have to use Karel Avenue, which would allow that road and the intersections along it to operate as efficiently as possible, particularly during peak hours. Providing more efficient access/egress to Eagle Drive would be beneficial to emergency services vehicles.</li> </ul>
Figure 6.4	Public Transport Plan	<ul style="list-style-type: none"> <li>• Line colours/style for paths should be consistent with those used in the Department of Transport’s Local TravelSmart Guides.</li> </ul>

### **Environmental Issues**

The City notes the continuation of vegetation clearing proposed by the draft Master Plan. For example, clearing associated with creating Precincts 6 and 6A will be approximately 50ha. The City holds concerns that the offsets provided by Jandakot Airport Holdings for such clearing and loss of amenity are not benefiting residents of the City of Cockburn. That is, offsets are not created in the district of the City.



Given that Precinct 6 and 6A are currently vegetated, it is recommended that (as per the earlier discussion in this report) a reconfiguration take place such that a 200m separation zone is retained between the small (generally 2ha) rural living allotments located adjoining. This will help address both interface issues and also help maintain biodiversity linkage.

There also needs to be some assessment and consideration of the bushfire risk at the interfaces between the remaining conservation areas and the adjacent industrial lots. Bushfire Protection Zones and Hazard Reduction Zones should be accommodated in the developable area and not in the remaining bushland.

### **Noise Issues**

The proposed fourth runway is predicted to increase capacity at the airport. Air traffic movements at Jandakot Airport reached a peak of 415,284 annual movements in 2005/2006, and declined significantly after the Global Financial Crisis. While the past five years have seen flat movement growth, local training schools have indicated that the demand for pilot training is expected to increase in 2015/2016 due partly to forecast world-wide pilot shortages being attributed to the continued demand for air travel and the aging pilot base. There are currently 800 students undertaking fixed-wing pilot training, resulting in 80,000 flying hours per annum. The training schools are estimating that over the next 5-10 years student numbers will increase by 40% and their flying hours will reach 126,000 hours per annum.

At an average growth rate of 4.0% per annum for fixed-wing movements and 3.4% average growth rate for helicopter movements, the airport could expect to reach the theoretical operating capacity of 460,000 fixed wing and 66,000 helicopter movements identified in this Master Plan within the 20 year planning horizon. While the assumed average growth rate of 4% is higher than growth rates forecast at similar general aviation airports, the expected student pilot intake, aircraft fleet changes and construction of the fourth runway have been taken into consideration and it is likely that this growth can be achieved. Based on this forecast, by 2026/27 Jandakot Airport could expect similar movement volumes to what was experienced in 2005/2006.

The Australian Noise Exposure Forecast (“ANEF”) system is the recognised method of predicting likely impacts of aircraft noise on the general public. This has already been prepared by Jandakot Airport Holdings, and integrated in to the draft Master Plan.

The City understands that the update to the ANEF represents a significant modernisation of the technology used to develop ANEF



models. To that end it is an important addition to both the draft Master Plan as well as to help guide land use planning under its relationship back to the operative State Planning Policy No. 5.4.

The changes in the ANEF are characterised as a 'reduction' in the linear extent of the contours, and an increase in the 'burst' of contours very close to the area around the airport. This is understood to be associated with improving noise management on aircraft; aircraft numbers being significantly below their peak pre GFC; and the presence of more sophisticated techniques in understanding the impacts of helicopter training at the airport. This last element particularly, accounts for the burst of ANEF around the immediate airport.

It is noted that the ANEF (which has already been approved) is less punitive in its extent upon City of Cockburn residents surrounding the airport.

### **Health Premises**

It should be noted that State Health legislation relating to Food Premises, Lodging Houses, Public Buildings and the installation of onsite effluent treatment and disposal systems is applicable and will continue to be administered via the City.

### **Conclusion**

It is recommended that the City provide its support to the draft Master Plan subject to a number of conditions. These conditions include:

1. A modified Deed of Agreement outlining the agreed road networks upgrades being executed between the City of Cockburn and Jandakot Airport Holdings prior to submission of the draft Master Plan to the Federal Government.
2. The draft Master Plan being modified to remove all references to connectivity to Solomon Road for future Precincts 6 and 6A.
3. The draft Master Plan being modified to re-emphasise the importance of the southern link road, as it was previously done in the 2009 Master Plan.
4. The draft Master Plan being modified to reconfigure Precincts 6, 6A and 2A to ensure a minimum 200m separation is retained with the interfacing rural living allotments. The modification needs to be reflected throughout the document.

On the basis that these conditions are agreed by Jandakot Airport Holdings, it is recommended the draft Master Plan be supported.



## Strategic Plan/Policy Implications

### Growing City

- To grow our City in a sustainable way by: using land efficiently, protecting the natural environment and conserving biodiversity.

### Community & Lifestyle

- Safe communities and to improve the community's sense of safety.

### Moving Around

- An integrated transport system which balances environmental impacts and community needs.

## Budget/Financial Implications

The Deed of Agreement has outlined the various funding contributions to be made by JAH and other obligations on the City. The road network will require some degree of land acquisition and further detail on final costs will not be known until these negotiations have been completed.

## Legal Implications

In terms of statutory context, the development of airports is undertaken within the regulatory framework of the *Airports Act 1996*. This requires that for each airport, there is to be an approved Master Plan that indicates the airport planning for the next 20 years. A requirement of the *Airports Act 1996* is the preparation of a Master Plan every five years, and accordingly this Draft Master Plan represents a review and refinement of the approved 2009 Master Plan.

## Community Consultation

N/A.

## Attachment(s)

Draft 2014 Master Plan

## Advice to Proponent(s)/Submitters

The proponent has been advised that this matter will be considered at the Council meeting of 13 November 2014.

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

Nil.

