



TOWN OF  
VICTORIA PARK



## Special Council Meeting Agenda – 22 November 2022

---



**WE'RE OPEN**  
**VIC PARK**

Please be advised that a **Special Council Meeting** will be held at **5:30 PM** on **Tuesday 22 November 2022** in the **Council Chambers**, Administration Centre at 99 Shepperton Road, Victoria Park.

**Mr Anthony Vuleta – Chief Executive Officer**  
17 November 2022

## Table of contents

Item	Page no
1 Declaration of opening .....	3
2 Announcements from the Presiding Member .....	3
3 Attendance.....	5
3.1 Apologies .....	5
3.2 Approved leave of absence .....	5
4 Declarations of interest.....	6
5 Public question time.....	7
6 Public statement time.....	7
7 Presentations.....	7
8 Method of dealing with agenda business .....	7
9 Chief Community Planner reports .....	8
9.1 Metronet DA 1 - VPCLXR Project - Elevated Rail Structure.....	8
9.2 Causeway Pedestrian and Cyclist Bridge - Development Application.....	30
10 Public question time .....	49
11 Public statement time .....	49
12 Meeting closed to the public .....	49
13 Closure .....	49

# **1 Declaration of opening**

## **Acknowledgement of the traditional owners**

*Ngany djerapiny Wadjak – Noongar boodja-k yaakiny, nidja bilya bardook.*

I am honoured to be standing on Whadjuk - Nyungar country on the banks of the Swan River.

*Ngany kaaditj Noongar moort keny kaadak nidja Wadjak Noongar boodja. Ngany kaaditj nidja Noongar birdiya – koora, ye-ye, boorda, baalapiny moorditj Noongar kaaditjin, moort, wer boodja ye-ye.*

I acknowledge the traditional custodians of this land and respect past, present and emerging leaders, their continuing cultural heritage, beliefs and relationship with the land, which continues to be important today.

*Ngany youngka baalapiny Noongar birdiya wer moort nidja boodja.*

I thank them for the contribution made to life in the Town of Victoria Park and to this region.

# **2 Announcements from the Presiding Member**

## **2.1 Recording and live streaming of proceedings**

In accordance with clause 39 of the *Town of Victoria Park Meeting Procedures Local Law 2019*, as the Presiding Member, I hereby give my permission for the administration to record proceedings of this meeting.

This meeting is also being live streamed on the Town's website. By being present at this meeting, members of the public consent to the possibility that their image and voice may be live streamed to public. Recordings are also made available on the Town's website following the meeting.

## **2.2 Public question time and public statement time**

As this is a Special Council Meeting, any public questions or statements must relate to the business of the agenda.

There are guidelines that need to be adhered to in our Council meetings and during question and statement time people speaking are not to personalise any questions, or statements about Elected Members, or staff or use any possible defamatory remarks.

In accordance with clause 40 of the *Town of Victoria Park Meeting Procedures Local Law 2019*, a person addressing the Council shall extend due courtesy and respect to the Council and the processes under which it operates and shall comply with any direction by the presiding member.

A person present at or observing a meeting shall not create a disturbance at a meeting, by interrupting or interfering with the proceedings, whether by expressing approval or dissent, by conversing or by any other means.

When the presiding member speaks during public question time or public statement time any person then speaking, is to immediately stop and every person present is to preserve strict silence so that the presiding member may be heard without interruption.

### **2.3 No adverse reflection**

In accordance with clause 56 of the *Town of Victoria Park Meeting Procedures Local Law 2019*, both Elected Members and the public when speaking are not to reflect adversely on the character or actions of Elected Members or employees.

### **2.4 *Town of Victoria Park Meeting Procedures Local Law 2019***

All meetings of the Council, committees and the electors are to be conducted in accordance with the Act, the Regulations and the *Town of Victoria Park Meeting Procedures Local Law 2019*.

### **3 Attendance**

**Mayor**

Ms Karen Vernon

**Banksia Ward**

Deputy Mayor Claire Anderson  
Cr Peter Devereux  
Cr Wilfred Hendriks

**Jarraah Ward**

Cr Jesse Hamer  
Cr Bronwyn Ife  
Cr Jesvin Karimi  
Cr Vicki Potter

**Chief Executive Officer**

Mr Anthony Vuleta

**Chief Operations Officer**

Ms Natalie Adams

**Chief Financial Officer**

Mr Duncan Olde

**Chief Community Planner**

Ms Natalie Martin Goode

**Manager Governance and Strategy**

Ms Bana Brajanovic

**Manager Development Services**

Mr Robert Cruickshank

**Secretary**

Ms Natasha Horner

**Public liaison**

Ms Alison Podmore

#### **3.1 Apologies**

#### **3.2 Approved leave of absence**

**Banksia Ward**

Cr Luana Lisandro

## **4 Declarations of interest**

### **4.1 Declarations of financial interest**

A declaration under this section requires that the nature of the interest must be disclosed. Consequently, a member who has made a declaration must not preside, participate in, or be present during any discussion or decision-making procedure relating to the matter the subject of the declaration. An employee is required to disclose their financial interest and if required to do so by the Council must disclose the extent of the interest. Employees are required to disclose their financial interests where they are required to present verbal or written reports to the Council. Employees can continue to provide advice to the Council in the decision-making process if they have disclosed their interest.

### **4.2 Declarations of proximity interest**

Elected members (in accordance with Regulation 11 of the Local Government [Rules of Conduct] Regulations 2007) and employees (in accordance with the Code of Conduct) are to declare an interest in a matter if the matter concerns: a) a proposed change to a planning scheme affecting land that adjoins the person's land; b) a proposed change to the zoning or use of land that adjoins the person's land; or c) a proposed development (as defined in section 5.63(5)) of land that adjoins the persons' land.

Land, the proposed land adjoins a person's land if: a) the proposal land, not being a thoroughfare, has a common boundary with the person's land; b) the proposal land, or any part of it, is directly across a thoroughfare from, the person's land; or c) the proposal land is that part of a thoroughfare that has a common boundary with the person's land. A person's land is a reference to any land owned by the person or in which the person has any estate or interest.

### **4.3 Declarations of interest affecting impartiality**

Elected members (in accordance with Regulation 11 of the Local Government [Rules of Conduct] Regulations 2007) and employees (in accordance with the Code of Conduct) are required to declare any interest that may affect their impartiality in considering a matter. This declaration does not restrict any right to participate in or be present during the decision-making process. The Elected Member/employee is also encouraged to disclose the nature of the interest.

**5 Public question time**

**6 Public statement time**

**7 Presentations**

**7.1 Petitions**

**7.2 Presentations**

**7.3 Deputations**

**8 Method of dealing with agenda business**

## 9 Chief Community Planner reports

### 9.1 Metronet DA 1 - VPCLXR Project - Elevated Rail Structure

<b>Location</b>	Carlisle East Victoria Park Welshpool
<b>Reporting officer</b>	Senior Planning Officer
<b>Responsible officer</b>	Manager Development Services
<b>Voting requirement</b>	Simple majority
<b>Attachments</b>	<ol style="list-style-type: none"> <li>1. Attachment 1 - VPCLXR Project - Detailed Planning Report [<b>10.1.1</b> - 46 pages]</li> <li>2. Attachment 2 - VPCLXR Project - Viaduct Drawings [<b>10.1.2</b> - 27 pages]</li> <li>3. Attachment 3 - VPCLXR Project - Retaining Wall and Abutment Drawings [<b>10.1.3</b> - 25 pages]</li> <li>4. Attachment 4 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 1 of 6) [<b>10.1.4</b> - 49 pages]</li> <li>5. Attachment 5 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 2 of 6) [<b>10.1.5</b> - 205 pages]</li> <li>6. Attachment 6 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 3 of 6) [<b>10.1.6</b> - 205 pages]</li> <li>7. Attachment 7 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 4 of 6) [<b>10.1.7</b> - 218 pages]</li> <li>8. Attachment 8 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 5 of 6) [<b>10.1.8</b> - 216 pages]</li> <li>9. Attachment 9 - VPCLXR Project - Work Zones and Tree Management Plan ( Part 6 of 6) [<b>10.1.9</b> - 213 pages]</li> <li>10. Attachment 10 - VPCLXR Project - Construction Management Plan ( Part 1 of 5) [<b>10.1.10</b> - 150 pages]</li> <li>11. Attachment 11 - VPCLXR Project - Construction Management Plan ( Part 2 of 5) [<b>10.1.11</b> - 1 page]</li> <li>12. Attachment 12 - VPCLXR Project - Construction Management Plan ( Part 3 of 5) [<b>10.1.12</b> - 2 pages]</li> <li>13. Attachment 13 - VPCLXR Project - Construction Management Plan ( Part 4 of 5) [<b>10.1.13</b> - 1 page]</li> <li>14. Attachment 14 - VPCLXR Project - Construction Management Plan ( Part 5 of 5) [<b>10.1.14</b> - 87 pages]</li> <li>15. Attachment 15 - VPCLXR Project - Operational Noise and Vibration Report [<b>10.1.15</b> - 98 pages]</li> <li>16. Attachment 16 - VPCLXR Project - Services Alteration and Relocation Concept Plans [<b>10.1.16</b> - 3 pages]</li> </ol>



<b>Landowner</b>	Public Transport Authority of Western Australia
<b>Applicant</b>	Element Advisory Pty Ltd
<b>Application date</b>	13 October 2022
<b>DA/BA or WAPC reference</b>	5.2022.384.1
<b>MRS zoning</b>	Railway Reserve; Planning Control Area No. 165
<b>TPS zoning</b>	Railways (MRS)
<b>R-Code density</b>	Not applicable
<b>TPS precinct</b>	Welshpool (P9) Shepperton (P10)
<b>Use class</b>	Not applicable
<b>Use permissibility</b>	Not applicable
<b>Lot area</b>	Lot 9003 has a total area of 193,384m <sup>2</sup> with 98,693m <sup>2</sup> being in the Town
<b>Right-of-way (ROW)</b>	Not applicable
<b>Local heritage survey</b>	Not applicable
<b>Residential character study area/weatherboard precinct</b>	Not applicable
<b>Surrounding development</b>	Predominantly low density residential dwellings

## Recommendation

That Council recommend to the Western Australian Planning Commission that the application for Viaduct Structure and Enabling Works (DA 5.2022.384.1) on Lot 9003 be approved subject to the following conditions:

### Prior to the commencement of site works

1. A final Construction Management Plan shall be submitted to and approved to the specification of the Town of Victoria Park and the satisfaction of the Western Australian Planning Commission prior to commencement of site works. Once approved, the Construction Management Plan is to be implemented in its entirety.
2. A final Traffic Management Plan shall be submitted to and approved by the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to the commencement of site works. Once approved, the Traffic Management Plan is to be implemented in its entirety.
3. A Construction Noise Management Plan shall be submitted to and approved by the Western

Australian Planning Commission, on the advice of the Town of Victoria Park, prior to the commencement of site works.

4. A dilapidation survey of surrounding properties within the Zone of Influence being undertaken to the satisfaction of the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to the commencement of any site works that may involve substantial earthworks, vibration and/or dewatering.
5. A pre-condition audit of the local road network adjacent to and within the Zone of Influence is to be undertaken to the satisfaction of the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to commencement of site works.

#### Prior to commencement of relevant building works

6. Final detailed plans showing the location and design of the piers (including footings) and viaduct shall be submitted to and approved by the Western Australian Planning Commission, on advice of the Town of Victoria Park, prior to the commencement of relevant building works. Once approved, the plans are to be implemented in their entirety.

#### General

7. All structures (excluding the viaduct beams) which are the subject of this application are to be applied with an anti-graffiti coating immediately upon completion, to the specifications of the Town of Victoria Park and the satisfaction of the Western Australian Planning Commission. Any graffiti should be removed as soon as possible by the applicant.
8. Any damage that occurs to the local road network and/or other Town of Victoria Park assets during site and/or building works shall be reinstated to its previous condition at the cost of the PTA, to the specifications of the Town of Victoria Park.
9. Prior to the commencement of the approved works the applicant is to provide calculations prepared by an independent arborist of the canopy cover that is to be removed to the satisfaction of the Western Australian Planning Commission on the advice of the Town. As part of the future development application for public realm works, the applicant is to demonstrate that the extent of proposed canopy coverage (at maturity) resulting from new tree planting will exceed that of the removed canopy coverage to the satisfaction of the Western Australian Planning Commission on the advice of the Town.
10. Within 6 months of approval, final details of the architectural screen, colour and paint finishes of the viaduct structure (including piers) are to be provided to the satisfaction of the Western Australian Planning Commission on the advice of the Office of the Government Architect and the Town of Victoria Park.
11. Any works proposed on land outside of the Railways Reserve and/or PCA, that is under the care, control and management of the Town is to be approved by the Town prior to the works being undertaken.

#### Advice Notes

AN1 All development should comply with the provisions of the Building Code of Australia, Health Regulations, Public Building Regulations and all other relevant Acts, Regulations and Local Laws, including obtaining any relevant permits and licences. Additional approvals/licences may be required to ensure compliance with State Government environmental legislation.

AN2 Regarding condition 1, the Construction Management Plan is expected to include the site-specific management, mitigation and monitoring measures to manage the issues of surface water, groundwater,

wetlands, vegetation and flora, geotechnical conditions, acid sulfate soils, aboriginal heritage, noise, vibration, dust, and lighting in consultation with the (Town of Victoria Park) and the WAPC.

In addition, the CMP is to address but not be limited to the following site specific matters:

- a) A staging plan;
- b) Storage of materials and equipment;
- c) Delivery of materials or equipment to the site;
- d) Parking arrangements for contractors and subcontractors;
- e) Waste management;
- f) Hours of operation, timeframes and responsibility for tasks identified;
- g) Consultation and communication strategy; and
- h) Any other matters likely to impact on surrounding properties and public areas

Construction Management Plans may be provided for separate works packages (i.e. forward works) prior to their commencement, provided each management plan contains an overview of staging and the relationship between works packages.

AN3 Regarding condition 2, the Traffic Management Plan is to address:

- a) Traffic volumes from proposed work/activities;
- b) Construction activities;
- c) Maintenance of access to adjacent private properties;
- d) Arrangements for general traffic detours;
- e) Process for modifying haulage routes or agreed management arrangements, including any departure outside of approved haulage operations timeframes; and
- f) Communications – landowners and general community.

AN4 Regarding condition 3, the Noise Management Plan shall address the following for each separate work zone:

- a) Noise impacts from proposed works/activities
- b) Noise mitigation measures
- c) Any other matters likely to impact on surrounding properties

AN5 Regarding condition 4, the applicant is advised to liaise with the Town of Victoria Park to determine an appropriate Zone of Influence for the dilapidation surveys. The Zone of Influence will be informed by studies on the extent of vibration and dewatering impacts.

AN6 Regarding condition 5, the precondition audit should focus on the road network being used for heavy haulage routes that service the laydown facilities associated with construction works.

AN7 Regarding condition 6 and 10, the detailed plans (including cross-sections, long-sections and elevations) showing the locations and design treatments being applied to the piers and viaducts is to address:

- a) Viaduct location and design
- b) Pier (and footings) location and design
- c) Materials and finishes
- d) Public art opportunities
- e) Permanent screening
- f) Permanent lighting

- g) All services, signaling and systems, OLE masts and emergency egress structures are to be designed as an integral component of the piers/viaduct or screened from public view.

AN8 Existing street trees located within the verge and/or on land under the care, control and management of the Town must be retained, unless otherwise approved by the Town. The removal of a street tree must be approved by the Town prior to the works being undertaken. An independent arborist assessment of each street tree proposed for removal must be provided to the Town prior to approval being granted.

AN9 In accordance with regulation 13 of the *Environmental Protection (Noise) Regulations 1997*, a Noise Management Plan is to be approved by the Town for construction work occurring outside the hours of 7am to 7pm on any day

## Purpose

For Council to consider and determine the Town's recommendation to the determining authority, the Western Australian Planning Commission (WAPC), on the development application for the proposed viaduct structure and enabling works for a new elevated rail line between Mint/Archer Street and Briggs Street.

## In brief

- A development application has been submitted to the Town on behalf of METRONET for early works and a viaduct elevated rail structure associated with the Victoria Park-Canning Level Crossing Removal project. A separate development application has been submitted to the City of Canning for similar works within their municipal boundary.
- The application area extends from Mint / Archer Street to Briggs Street. The subject land is reserved 'Railways' under the Metropolitan Region Scheme (MRS) and is located within Planning Control Area No. 165. The WAPC has declared a Planning Control Area over the railway reserve to protect this strategically important land from inappropriate development that may prejudice its purpose.
- The determining authority for the application is the WAPC with the Town's role as a referral agency being to make a recommendation to the determining authority.
- The application was subject to 15 days of public consultation. 22 submissions were received with 10 submissions objecting to the proposal, 9 submissions supporting and 3 submissions raising comments but not stating a position.
- The Town is seeking Council's endorsement of a recommendation to the WAPC to approve the application subject to conditions.

## Background

1. At the Ordinary Council Meeting on 20 August 2019 Council endorsed an Advocacy Program for METRONET projects within the Town, inclusive of the following desired outcomes:
  - (a) Underground: the rail corridor is underground and the land at ground level is available for other uses.
  - (b) Great Places: Station Precincts are great places that provide obvious and lasting community benefits.
  - (c) All Stations Remain: All existing stations in the Town must remain with only minor adjustments to their locations.



- (d) Sustainable Access: Station Precincts promote and facilitate walking, cycling and public transport as the predominant choices for accessing each station.
2. On 16 June 2020 the State Government unveiled its plan to pursue an elevated rail option associated with the removal of the level crossings at Mint/Archer Street, Oats Street and Welshpool Road.
  3. At a Special Council Meeting on 25 June 2020 Council resolved as follows:  
"That Council:
    1. Advises the WA Government that Council:
      - (a) *supports its Level Crossings Removal program;*
      - (b) *supports an underground option for the replacement of the level crossings along the Armadale rail line at Archer/Mint St, Oats St and Welshpool Road as endorsed by Council in 2019;*
      - (c) *is committed to working co-operatively and collaboratively with the WA Government and Metronet in all communications, consultations and engagements about the removal of the level rail crossings and in advocating for the inclusion of an underground option for consideration.*
    2. *Requests the Chief Executive Officer to deliver a public awareness and education campaign about the proposed options for removal and replacement of the level crossings along the Armadale rail line at Archer/Mint St, Oats St and Welshpool Road, including:*
      - (a) *why the Town supports an underground option at these stations;*
      - (b) *the level of engagement the Town of Victoria Park has had with Metronet since the 2019 federal election about developing the options for replacement of these level crossings;*
      - (c) *the need for appropriate consultation by the WA Government with the Town of Victoria Park and its community prior to making any decision on the preferred option to deliver the level crossing removal program along the Armadale rail line at Archer/Mint St, Oats St and Welshpool Road.*
    3. *Approves expenditure of up to \$25,000 on the public awareness campaign.*
    4. *Requests the Chief Executive Officer to allocate appropriate internal resources to support the delivery of the public awareness and education campaign.*
    5. *Requests the Chief Executive Officer to report to the Ordinary Council Meeting in August 2020 about the progress of the public awareness and education campaign."*
  4. At the Ordinary Council Meeting on 18 August 2020 Council resolved to receive the report providing an update on the Town's public awareness and education campaign.
  5. The Town has been working collaboratively with the State Government (including METRONET, Public Transport Authority, Armadale Line Upgrade Alliance and Office of Major Transport Infrastructure Delivery) on the level crossing removal project, including construction of the elevated rail line and new station precincts.

## **Application summary**

6. The Victoria Park-Canning Level Crossing Removal Project (VPCLXR) forms part of the METRONET rail program. The overall VPCLXR project includes several key components, including the following within the Town's boundaries:
  - New sections of elevated rail line, or viaduct, comprising piers, pier headstock and 'U troughs'.
  - Removal of existing level crossings at Archer/Mint Street and Oats Street.
  - Development of new elevated train stations at Mint Street (Carlisle Station) and Oats Street.
  - New station precincts at ground level around each new train station, including bus facilities, patron parking and landscaping.

- New ground level public realm works between station precincts incorporating public spaces and facilities.
7. Under the applicable planning framework, whether or not the proposed works requires development approval is partly determined by whether the works are within the declared Planning Control Area. The following image depicts the extent of proposed works located in the Town within the white dashed line, and the extent of the Planning Control Area within the yellow dashed lines.



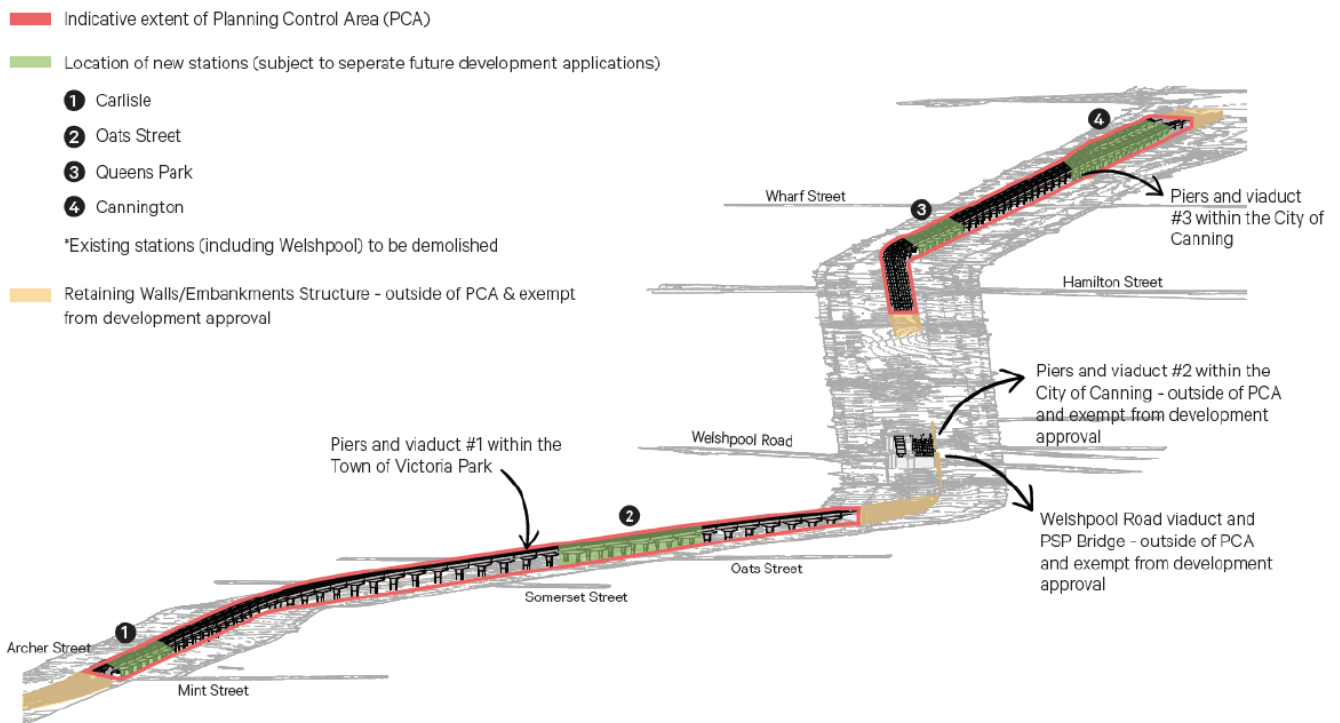
 Subject Site   
  VPCLXR Project Extent in the Town of Victoria Park   
 ● Existing Train Station



8. Those works located within the Planning Control Area require development approval, which will be dealt with through a series of separate development applications.
9. There are other works which by virtue of being located outside the Planning Control Area do not require development approval and are permitted as METRONET works. Such works that are exempt from development approval and not subject to this or a future development application include:

- Retaining walls and embankments along the rail corridor where these are supporting the change in level of the existing rail works/line up to the new viaduct. (Included in the development application plans but exempt from requiring approval).
  - Noise walls adjacent to the embankments (which are outside of the PCA). (Included in the development application plans but exempt from requiring approval).
  - Temporary bus stands (shelters and bins) to be used during the required rail line shut down.
  - Temporary bus interchanges to be used during the required rail line shut down.
  - Temporary laydown / storage areas required to support construction.
  - Rail line turnbacks.
10. The first development application (described as DA1) only relates to construction of the viaduct structure and enabling works. The proposed works are located both within a MRS Railway reserve corridor and Planning Control Area No. 165. The Planning Control Area is a planning mechanism that triggers the requirement for the development application to be determined by the WAPC, with the Town's role being to provide a referral recommendation.
11. Specifically, this development application (DA1) seeks approval for the following:
- Early works and site establishment works (including vegetation removal, crane pads and gantry work zones).
  - Piling for the viaduct.
  - Viaduct piers and structure.
  - Operational railway infrastructure / works (i.e. rail track, maintenance tracks, signaling infrastructure, OLE masts, overhead rail lines and infrastructure).
  - Alteration or relocation of existing services (including overhead power lines, drainage, water and gas infrastructure) where these are located within the rail corridor.
  - Electricity works for the railway.
  - Temporary work zones within the rail corridor.
  - Demolition of existing train stations (including Carlisle and Oats Street).
12. Future separate development applications will be submitted for the remaining components of the VPCLXR project, including the new train stations, public car parking (park and ride facilities), bus interchange facilities, and the new public realm spaces and facilities below and around the viaduct. It is anticipated that the applications for the stations and station precincts (including all the ground plane public realm) will be lodged early in 2023.
13. The extent of works proposed, both more broadly as part of the overall project and as part of this and future development applications, is best illustrated in the following images:

## VPCLXR Project - Indicative Extent of Works included in the Development Application



### 14. Further details of the proposed works forming part of this development application includes:

- The viaduct piers, headstock and 'U' trough structures form the key infrastructure required to elevate the existing rail track. The proposed Mint Street to Oats Street viaduct is approximately 1.48km in length.
- The viaducts connect into the existing rail line via abutments located at each end of the viaduct structure. The viaduct will achieve a minimum 3m height clearance at abutments, 4.9m over Archer Street/Mint Street and Oats Street, and generally 5m-6m for the remainder.
- The viaduct structure is generally of precast concrete construction. It comprises three main elements (see image below): 1. the viaduct beams – nominally 30m in length; utilises twin 'U' troughs which house the rail line; 2. the piers and crossheads; and 3. walkway and screens – 1.0m wide walkway for maintenance and emergency access; continuous walkway screen along the length of the viaduct; the screen will have a profiled form and perforated pattern to provide visual amenity.



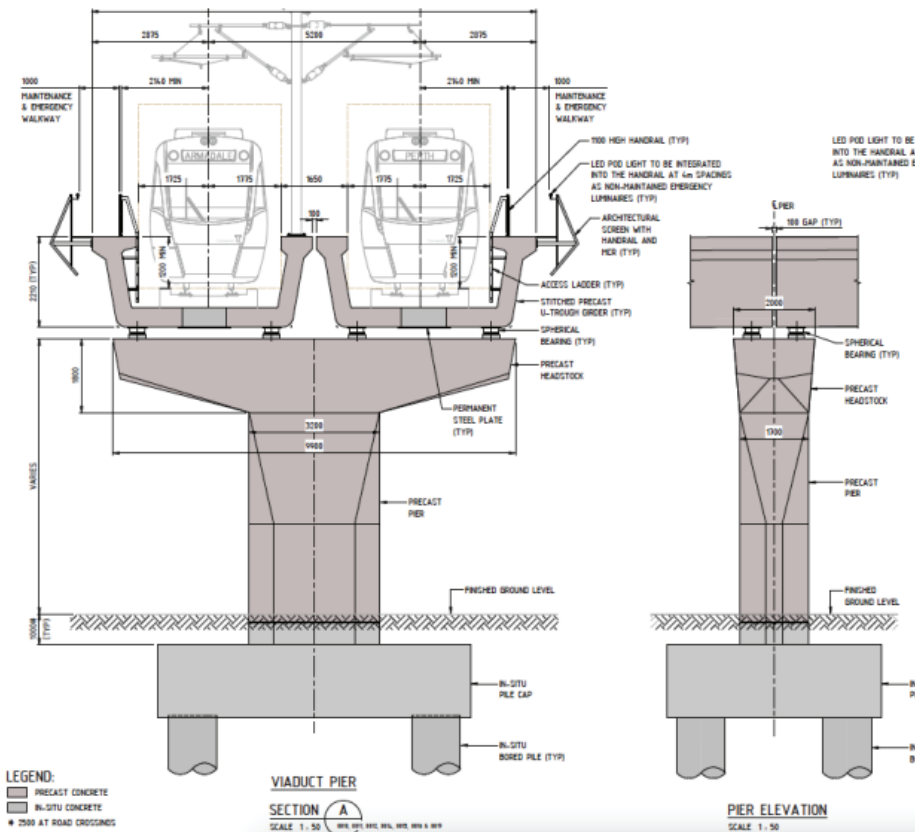


Figure 13. Typical Viaduct Section and Elevation

- The viaduct beams will remain off form grey concrete to minimise ongoing maintenance. The piers and headstock will be painted to ensure maintainability and the rectification of graffiti. Details of the architectural screens and/or paint finishes are not resolved at this stage and will be subject to further consultation with the Office of the Government Architect and the local government.
- All viaduct drainage is contained within the piers, with the pipework taken beneath ground level and relieved into the landscape. All electrical and communication services are reticulated up to viaduct level at each station and then run along the rail embankments. Rail infrastructure, such as masts for the overhead line, is generally located centrally along the viaduct.
- The proposed early works include tree removal where necessary to support the establishment of the gantry crane impact zone. A Tree Management Plan has been prepared which identifies those trees to be retained, relocated or removed, and tree protection zones which will be fenced, and construction impact zones associated with gantry crane use, roads, access, laydown and temporary work zones.
- All trees have been assessed by an arborist to determine which should and could be retained having regard to the proposed construction methodology.
- Based upon the interim design, there are 639 existing trees within proximity of the proposed works within the Town, with 251 trees to be removed and approximately 415 new trees proposed.
- Given the design processes and construction methodology are still being resolved, there may be additional trees that are identified for either removal or retention as the design progresses.
- Future development applications will demonstrate new significant plantings to assist in compensating for the proposed loss of existing trees. The approach adopted for the VPCLXR project is that the ultimate canopy within the project area will exceed the existing canopy that needs to be removed to facilitate project construction and delivery.

- It is anticipated that there will also be site offices and laydown areas that may be utilised within the rail corridor work zones, however the final location of these facilities is yet to be finalised.
- To ensure compliance with relevant noise criteria noise walls are proposed at two locations within the Town – noise wall 1 is 1.5m high and approximately 88m long, adjacent to the railway line and Mytilene Drive, north of Miller Street; noise wall 2 is 1.5m high and approximately 247m long, running adjacent to the railway line and Rutland Avenue, south of Miller Street. The wall heights may increase taking into account security, maintenance and safety requirements. It should however be noted that the noise walls are located outside the Planning Control Area and are therefore exempt from approval as part of this application.
- Due to the enclosed shape of the viaduct with the train encapsulated within the viaduct concrete walls to 1.2m high, this provides improved sound attenuation compared to the existing rail configuration ie. the noise resulting from trains operating on the viaduct structure will be less than is currently the case for trains operating at grade.
- Construction will occur over an 18 month shut down period due to begin in late 2023. While efforts will be made to reduce construction impacts, there will be impacts including road closures, temporary bus routes, path diversions, noise, vibration, dust, construction traffic and changes to pedestrian access. A Construction Management Plan has been prepared describing the construction methodology for the project and addressing a range of matters including traffic management strategies, site vehicle access, lighting, fencing storage of materials, noise and vibration management, and dilapidation surveys.
- All construction works will follow approved noise and traffic management plans.
- There will be times where works will be undertaken at night or on weekends, with relevant approvals being sought, community notification and works being undertaken in accordance with a noise management plan.

## Applicants submission

15. In support of the application, the applicant has provided a detailed planning report (see Attachment 1) and several technical appendices, including:
- Viaduct drawings, including plans, elevations and sections (see Attachment 2).
  - Retaining wall and abutment drawings, including plans, elevations and sections (although these are outside the Planning Control Area and therefore do not require approval) - see Attachment 3
  - Work Zones and Tree Management Plans - see Attachments 4 to 9.
  - Construction Management Plan - see Attachments 10 to 14.
  - Operational Noise and Vibration Assessment - see Attachment 15.
  - Services Alteration and Relocation Concept Plans - see Attachment 16.
16. As part of the detailed planning report, the applicant has provided the following by way of summary of the overall project (see Attachment 1 for the full detailed planning report):
- “The VPCLXR project represents the single largest investment in public transport that Perth has seen. In delivering approximately 77 kilometres of new passenger rail and 22 new train stations, the MTRONET rail program acts as a catalyst to turn more than 8,000 hectares of land around new stations into desirable places to live, work and play.*

*The VPCLXR project is Perth's first major elevated rail line that will improve public transport safety, reduce traffic congestion and create new publicly accessible spaces for ongoing use by the community within the existing rail corridor.*

*It was determined very early in the planning phases to make the VPCLXR project an elevated rail line, as opposed to putting the rail line underground. In this regard, extensive early planning undertaken by the State Government determined that an underground rail solution was an unfeasible option, due to the availability of land for the project within the existing MRS Railways Reservation and, the cost differential (both capital and ongoing operational costs) for sinking the rail rather than elevating it and, given the success of similar elevated rail projects in the Eastern States.*

*A separate simultaneous application focusing on the elevated rail infrastructure and associated works within the City of Canning has also been prepared and submitted for consideration by the City. Together, these applications will allow for early enabling works and key structural works to occur as critical components of the overall project.*

*The VPCLXR project will be delivered by the Armadale Line Upgrade Alliance (ALUA) on behalf of the Office of Major Infrastructure Delivery (OMTID) and the rail operator Public Transport Authority of Western Australia (PTA). The project is expected to be completed in the first half of 2025."*

17. The applicant details the purported benefits of the project as being:

- Increased recreational opportunities (active and passive) and social interaction from new public spaces and facilities at ground level along the length of the viaduct;
- Improved amenity for the surrounding areas from new public open space and an upgraded public realm;
- Reduced urban heat island effect through increasing vegetation and tree canopy along the length of the project;
- Improved passive surveillance and safety as a result of designing the new infrastructure and public realm in a manner that is consistent with the principles of Crime Prevention Through Environmental Design (CPTED);
- Opportunities to increase public use and patronage of the rail line through the provision of new train stations, bus interchanges and parking facilities;
- Opportunities to support enhanced community interaction and activity through the delivery of event spaces within the public realm (station forecourts and appropriately configured public spaces) that support 'pop up' events and markets (or similar); and
- Opportunities to leverage new local development opportunities from the significant investment in public infrastructure and improvements in the local environment.

## Relevant planning framework

<b>Legislation</b>	<ul style="list-style-type: none"> <li>• <i>Planning and Development Act 2005</i></li> <li>• <i>Planning and Development (Local Planning Schemes) Regulations 2015</i></li> <li>• Metropolitan Region Scheme (MRS)</li> <li>• Town of Victoria Park Local Planning Scheme No. 1 (TPS 1)</li> <li>• TPS 1 Precinct Plan P9 – Welshpool</li> <li>• TPS 1 Precinct Plan P10 – Shepperton</li> </ul>
<b>State Government</b>	<ul style="list-style-type: none"> <li>• State Planning Policy 5.1 - Land use planning in the vicinity of Perth</li> </ul>

<b>policies, bulletins or guidelines</b>	<p>Airport</p> <ul style="list-style-type: none"> <li>• State Planning Policy 5.4 - Road and Rail Noise</li> <li>• State Planning Policy 7.0 - Design of the Built Environment</li> </ul>
<b>Local planning policies</b>	<ul style="list-style-type: none"> <li>• Local Planning Policy 39 – Tree Planting and Retention</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>• Town of Victoria Park Local Planning Strategy</li> <li>• Town of Victoria Park Urban Forest Strategy</li> <li>• Town of Victoria Park Public Open Space Strategy</li> <li>• Town of Victoria Park Integrated Transport Strategy</li> </ul>

## General matters to be considered

<b>TPS precinct plan statements</b>	<p>The following statements of intent contained within the Precinct Plan are relevant to consideration of the application.</p> <ul style="list-style-type: none"> <li>• <i>Welshpool Precinct (P9):</i></li> <li>• <i>A healthy attractive working environment is sought in the precinct and will be taken into consideration with regard to uses, movement and the environment. Traffic generated within the precinct shall be directed away from nearby residential streets. Development and redevelopment shall take into consideration pedestrian and cyclist access, safety and convenience.</i></li> <li>• <i>Shepperton Precinct (P10):</i></li> <li>• <i>The Shepperton Precinct should remain a pleasant, low scale, medium density housing area. Future development should take advantage of the excellent accessibility available to the precinct due to the close proximity to major transportation networks, and the city.</i></li> <li>• <i>Safe and accessible movement for people on foot, bicycles, users of public transport and vehicles is an important aim for the precinct. Streets will be enhanced and maintained so that they contribute to its pleasant environment. Council will aim to discourage the movement of unnecessary traffic through the area.</i></li> </ul>
<b>Local planning policy objectives</b>	<p>The following objectives of Local Planning Policy 30 – Tree Planting and Retention are relevant in determining the application.</p> <ul style="list-style-type: none"> <li>• To promote and facilitate development that enables existing trees to be preserved.</li> <li>• To assist with achieving the Town of Victoria Park’s objective to increase tree canopy coverage to 20% by increasing tree canopy coverage on public and private land.</li> </ul>
<b>Deemed clause 67 of the Planning and Development (Local Planning Schemes) Regulations 2015</b>	<p>The following are relevant matters to be considered in determining the application.</p> <ul style="list-style-type: none"> <li>• a) The aims and provisions of the Scheme and any other local planning scheme operating within the Scheme area.</li> <li>• c) Any approved State planning policy.</li> <li>• fa) Any local planning strategy for this Scheme endorsed by the Commission.</li> </ul>

	<ul style="list-style-type: none"> <li>• g) Any local planning policy for the Scheme area.</li> <li>• n) The amenity of the locality including the following: <ul style="list-style-type: none"> <li>• (i) Environmental impacts of the development;</li> <li>• (ii) The character of the locality; and</li> <li>• (iii) Social impacts of the development.</li> </ul> </li> <li>• p) Whether adequate provision has been made for the landscaping of the land to which the application relates and whether any trees or other vegetation on the land should be preserved.</li> <li>• x) The impact of the development on the community as a whole notwithstanding the impact of the development on particular individuals.</li> <li>• y) Any submissions received on the application.</li> <li>•</li> <li>• While deemed clause 67 of TPS 1 is technically not applicable as the development does not require development approval under TPS 1, the range of matters listed in deemed clause 67 are still relevant matters that should be considered in assessing the merits of the development.</li> </ul>
<b>Urban forest strategy</b>	<p>This application has the following impacts, in regards to the Town’s Urban Forest Strategy.</p> <ul style="list-style-type: none"> <li>• While a significant number of trees are proposed to be removed as part of the works, the project will achieve an overall net gain in total tree numbers and canopy coverage.</li> <li>• It is recognised that the design of the project and chosen construction methodologies have been adapted to retain existing trees where possible and measures will be put in place to recycle on-site as many removed trees as possible (i.e. mulching, nature play, etc.).</li> </ul>
<b>Intergrated transport strategy</b>	<p>This application has the following impacts, in regards to the Town’s Integrated Transport Strategy.</p> <ul style="list-style-type: none"> <li>• Increasing accessibility and connectivity across the rail corridor and the Town, while also encouraging modal shift to walking, cycling and public transport</li> </ul>
<b>Local planning strategy</b>	<p>This application has the following impacts, in regards to the Town’s Local Planning Strategy.</p> <ul style="list-style-type: none"> <li>• METRONET provides the catalyst for updates to the Local Planning Framework including precinct structure planning around Oats Street station.</li> </ul>
<b>Public open space strategy</b>	<p>This application has the following impacts, in regards to the Town’s Public Open Space Strategy.</p> <ul style="list-style-type: none"> <li>• The public realm created on the ground plane underneath the viaduct structure will deliver significant new parkland through parts of East Victoria Park and Carlisle with identified undersupply of public open space.</li> </ul>

## Compliance assessment

Due to the nature of the proposed works (i.e. major rail infrastructure and associated works) within a railway reserve, there are no relevant development standards to assess the application against (ie. maximum heights, setbacks, etc). Instead, the application is to be assessed having regard to general planning principles, policies and considering orderly and proper planning. Broader alignment of the proposed early works and viaduct structure with the strategic direction of the Town have been outlined in other sections of this report.

## Strategic alignment

Environment	
Community priority	Intended public value outcome or impact
EN6 - Improving how people get around the Town.	The project will provide a safe, convenient, interconnected and well-maintained transport network for everyone.

## Engagement

Internal engagement	
Stakeholder	Comments
Place Planning	Do not object. Note that the project contributes positively to delivering key outcomes of the Town's strategic framework.
Engineering	Do not object. Request the imposition of appropriate conditions relating to the management of works during the construction phase (including traffic management and dilapidation reports).
Health	Do not object. Request a condition be applied for a Noise Management Plan related to construction works.
Parks	Do not object. Requested conditions of approval regarding tree removal/replacement.
Building	Do not object. Note that the State will issue a building permit, not Town of Victoria Park.
Strategic Projects	Do not object

It is noted that the public consultation/community engagement process was undertaken by the WAPC, as the determining authority. The summary below has been compiled using information provided to the Town by the WAPC.

## External engagement

<b>Stakeholders</b>	Landowners and occupiers generally within a street block either side of the rail corridor
<b>Period of engagement</b>	15 days from 19 October 2022 until 3 November 2022
<b>Level of engagement</b>	Consult
<b>Methods of engagement</b>	<ul style="list-style-type: none"> <li>• Written submissions (via email)</li> <li>• Online survey</li> </ul>
<b>Advertising</b>	<ul style="list-style-type: none"> <li>• Advert in local papers</li> <li>• Letters to landowners</li> <li>• Notice on Town's website directing residents wishing to make a submission to WAPC consultation page</li> <li>• Physical copies of development application plans and technical reports at Town's Administration building</li> </ul>
<b>Submission summary</b>	22 submissions received in total; 3 emails and 19 online surveys. 10 submissions objected, 9 submissions supported and 3 provided comments but did not state a position.
<b>Key findings</b>	<ul style="list-style-type: none"> <li>• Concern with elevating the rail line, including noise, anti-social behaviour and amenity impacts.</li> <li>• Concern with rail service disruptions during shutdown period.</li> <li>• Support for removal of level crossings.</li> <li>• Support for new stations and new public spaces.</li> <li>• Comments around tree retention/replacement and desire for increased canopy coverage.</li> </ul>

It is noted that engagement with State Government agencies is being coordinated by the WAPC, as the determining authority. Comments from referral agencies are to be provided to the WAPC no later than 24 November 2022. The following State Government agencies were referred a copy of this development application for consideration and comment, and will respond directly to the WAPC:

- Public Transport Authority;
- Office of Government Architect Projects;
- Main Roads WA;
- Department of Water and Environmental Regulations;
- Department of Planning, Lands and Heritage;
- Town of Victoria Park.

## Risk management considerations

Risk impact category	Risk event description	Consequence rating	Likelihood rating	Overall risk level score	Council's risk appetite	Risk treatment option and rationale for actions
Financial	Not applicable					
Environmental	Not applicable					

Health and safety	Not applicable					
Infrastructure/ ICT systems/ utilities	Damage to Town assets during works program if approval is granted and construction proceeds	Minor	Likely	Medium	Medium	ACCEPT risk and ensure approval conditions are in place to 'make good' any damage to Town's assets at applicant's cost.
Legislative compliance	Not Applicable					
Reputation	Negative public perception towards the Town if approval recommendation is or is not supported	Insignificant	Almost Certain	Medium	Low	ACCEPT risk and ensure rationale for Council's decision is documented.
Service delivery	Not applicable					

## Financial implications

<b>Current budget impact</b>	Not applicable
<b>Future budget impact</b>	This development application (DA1) does not have direct future budget implications. However the construction of the viaduct structure will facilitate the future construction of public spaces at ground level beneath the viaduct structure (will be the subject of a future development application). Discussions are ongoing between the Town and State regarding future maintenance responsibilities for these areas, however the Town will have responsibility for maintaining some areas which will have future budget implications.

## Analysis

18. In assessing this application, the following issues have been identified as requiring consideration:

- Relationship to surrounding urban context;
- Tree removal;
- Visual amenity;
- Crime Prevention Through Environmental Design;
- Sustainability;
- Noise;
- Construction Management.



Each of these matters is now considered.

### Relationship with Surrounding Urban Context

19. The VPCLXR project will elevate the Armadale Rail Line, within the Town, for a total length of 1,479 metres, extending from Mint/Archer Street through to the abutment at Briggs Street.
20. The area surrounding this section of elevated rail infrastructure is generally characterised by single storey residential development of a low to medium density on both the western and eastern sides of the Armadale Rail Line corridor. The Carlisle Hotel and Harold Hawthorne Community Centre are situated in close proximity to the Carlisle Train Station. The South Metropolitan TAFE Carlisle Campus and various existing commercial and light industrial developments are situated in close proximity to the Oats Street Train Station.
21. The surrounding area is of mixed character, there are a number of underdeveloped sites and vacant land parcels and there are therefore opportunities for new development in the area to leverage from this significant investment in public infrastructure. In this respect the VPCLXR project is anticipated to act as a catalyst for future growth and development investment within the Town in close proximity to the rail corridor and beyond.

### Tree Removal

22. The construction of the viaduct structure necessitates the removal of a number of existing trees from within and adjacent to the rail corridor.
23. The applicant says that "Design and construction methods have been adapted to retain as many trees as possible ... the project will use gantry cranes to significantly reduce the project's footprint." The following image depicts a gantry crane of the type that will be used as part of the project :



24. The applicant has provided further details explaining the intended use of a gantry crane and its benefit in minimising tree loss :

*"The use of a gantry crane was specifically pursued on this project to assist in maximising the potential for tree retention. The gantry crane requires a 3m wide pad outside of the typical viaduct cross section footprint – which the crane will run along for the length of the viaduct. This is shown in the magenta colour in the sketch below. As evidenced by the below sketch, this footprint predominantly sits over the existing/proposed rail alignment (where there are limited trees).*

The alternative would be the use of a crawler or mobile crane. For both crawler and mobile cranes, it would be necessary to have these cranes operating on both sides of the rail line (to lift the viaduct/piers in on the respective side) and the pad sizes of these types of cranes would typically be at least 8.5m wide outside of the footprint of the viaduct. As shown in the turquoise below, this impacts more existing trees and overall, utilises a much greater footprint outside of the existing/proposed rail line alignment. These pads for crawler or mobile cranes would move progressively along the line, as they need to be in position to lift each of the piers and viaduct sections. The alignment and spatial requirements of the footprint of these crane types would have had a much more significant impact on existing trees."



25. A Tree Management Plan (TMP) has been submitted to the Town in support of the application (see Attachments 4 to 9).
26. The TMP identifies trees to be retained as part of the project, trees to be relocated and trees to be removed. It also shows tree protection zones, which will be fenced, and the construction impact zones associated with gantry crane use, roads, access, laydown and temporary work zones.
27. All trees have been assessed by an arborist to determine which should and could be retained having regard to the proposed construction methodology.
28. In this respect the applicant has clarified that based upon the interim design, there are 639 existing trees within proximity of the proposed works within the Town, with 251 trees to be removed and approximately 415 new trees proposed as part of the proposed future public realm works beneath the viaduct structure (subject to a future development application - DA2).
29. The applicant advises that measures will be put in place to re-use as many of the removed trees as possible on-site (i.e. nature play, mulching, etc.) in the new ground level public realm spaces (subject to a separate future application).
30. The approach adopted by the VPCLXR project is that the ultimate canopy within the project area will exceed the existing canopy that needs to be removed to facilitate the construction and delivery. A 30% canopy cover across the whole project area is being targeted.
31. The applicant advises that the extent of canopy to be removed has not been calculated at this time, but they are comfortable providing this information as part of a condition so that this can be quantified for future assessment against the canopy proposed in DA2.
32. While the removal of existing trees is a concern, tree removal is necessary to facilitate the works and Officers are satisfied that a concerted effort has been made to implement a construction method and

other practices to minimise the extent of tree removal, and that ultimately the extent of future canopy cover resulting from new tree planting in the public realm beneath the viaduct structure will exceed that to be removed.

33. By way of comparison, as part of the approval of the development application for forward works at Lathlain Park, a condition of approval was imposed requiring new tree planting in lieu of trees removed at a rate of 6 to 1. The 6:1 ratio was determined as the necessary requirement to ensure that replacement planting is provided on a canopy to canopy basis.
34. In the case of the current development application a condition of approval is recommended that prior to commencement of the DA1 works the applicant is to provide calculations of the canopy cover that is to be removed, and that as part of DA2 the applicant is to demonstrate that the extent of proposed canopy coverage (at maturity) resulting from new tree planting will exceed that of the removed canopy coverage.

### Visual amenity

35. The proposed elevated rail structure will have a significant visual impact from nearby properties and surrounds. This visual impact has been one of the primary concerns expressed by the Council and the community with respect to the rail being elevated rather than being underground. Notwithstanding this, the State Government are now committed to the viaduct structure, and despite any reservations the Town should push for an acceptable outcome for the viaduct design.
36. In this respect, it is notable that the piers and headstock are to be painted (colours and extent of paint yet to be determined), and an architectural screen is to be provided externally to the full length of the viaduct beam (design and colours yet to be determined).
37. With respect to the architectural screen the applicant says that "the screen will have a profiled form and perforated pattern to provide visual amenity both at a distance and also when viewed from the public realm" and they refer to the perforation pattern of the screens being developed with a Noongar Artist and the Architect.
38. The design and colours of the architectural screen will be a highly critical element. Through a condition of approval the applicant anticipates that the detail of the screen will involve consultation with the Office of the Government Architect and the Town. Accordingly, a condition is recommended to this effect.

### Crime Prevention Through Environmental Design

39. The WAPC's Designing Out Crime Planning Guidelines (DOCP Guidelines) were established in 2006 and are intended to be a readily useable, illustrated reference document, which demonstrates 'good' and 'bad' examples of design in the urban environment from a crime prevention perspective.
40. ALUA in consultation with key stakeholders has had regard for the Crime Prevention Through Environmental Design (CPTED) principles in relation to the proposed structure in terms of pier width, spacing, location and the preservation of sightlines. The viaduct structures proposed as part of this application are integral to the overall outcome provided at ground level and how this will assist to create a safer more cohesive community.
41. The overall construction period associated with the VPCLXR project is long. Therefore, ALUA in consultation with key stakeholders advise that they are committed to ensuring that spaces surrounding the construction site are safe and fit for purpose to limit risks to pedestrians as far as practically possible. A Construction Management Plan (CMP) has been prepared by ALUA and amongst many matters addresses the safety of construction workers, pedestrians and road users using the area and the ongoing use of the rail line during the temporary construction period.

42. The works proposed as part of DA1 have limited implications from a CPTED perspective, with CPTED principles being more relevant to DA2 detailing the station designs and public realm works beneath the viaduct.

### Sustainability Approach

43. The METRONET Sustainability Strategy 2021 (Sustainability Strategy) aims to create a sustainable legacy for Perth through the planning, design, procurement, and construction of transport infrastructure, train stations and precincts.

44. The applicant contends that elevating the Armadale Rail Line through the VPCLXR project has had regard to the social, environmental and economic themes of the Sustainability Strategy. Noting that further information will be provided around the approach to sustainability for the new train stations and station precincts as part of separate future development applications, the viaduct structure is highlighted as being consistent with the Sustainability Strategy for the following reasons:

- Connectivity Amenity and Liveability – the removal of the level crossings will create safer, more efficient transport routes for the local and wider community.
- Resilience and Adaptability – the upgrades to the Armadale Rail Line will be able to service the longer trains that the PTA plan to introduce, and will promote growth and higher public transport usage within existing well established urban areas.
- Environmental Values and BIO – the pier and viaduct structure utilises efficiencies in its design to minimise the use of materials and minimise waste. New public realm areas, including public space and facilities will be opened up allowing for improved landscaping and increased tree canopy to address urban heat island effects whilst retaining existing trees where practically feasible.
- Viable Communities – ongoing community consultation has already and will continue to provide opportunities for the local community to be involved with the project outcome. The upgrades to the rail line will promote opportunities for economic and community growth in surrounding areas by providing easy access to modern high quality public transport infrastructure.

45. Once finalised, detailed landscaping plans and public realm design concepts for public spaces and facilities will be provided as part of the future development applications for the new train stations and station precincts. This explanatory information will be included in the application materials when they are advertised for public comment in due course.

### Noise

46. An Operational Noise and Vibration Assessment has been completed by ALUA (see Attachment 15).

47. The purpose of the assessment is to indicate the extent of mitigation required to achieve compliance with the relevant noise and vibration criteria.

48. The report outlines the design response to the assessment of operational rail noise and vibration modelling during the Reference Design stage of the VPCLXR project. The assessment demonstrates that predicted future rail noise levels in the unmitigated scenario will exceed the:

- Daytime design noise level at a total of 28 receiver locations.
- Night-time design noise level at a total of 13 receiver locations.
- Maximum noise criterion at a total of 5 receiver locations.

49. Therefore, the following acoustic barriers (noise walls) are proposed:

- Noise Wall West No.1 is 1.5 metres high (above rail line) and approximately 88 metres long. It runs adjacent to the railway line and Mytilene Drive, Victoria Park, north of Miller Street within the Town.
- Noise Wall East No. 1 is 1.5 metres high (above rail line) and approximately 247 metres long. It runs adjacent to the railway line and Rutland Avenue, Lathlain, south of Miller Street within the Town.

50. In the mitigated scenario, predicted rail noise levels achieve the applicable noise criteria at all receivers. Notably, all of the required noise walls to mitigate noise and achieve compliance with the rail noise criteria are located outside of the PCA boundaries and will be subject to METRONET works exemptions after the METRONET Act amendments take effect, despite being documented within this application.
51. The noise wall heights noted above are the minimum heights that are needed to achieve the required acoustic performance outcomes for the VPCLXR project. The applicant points out that the heights of these walls may be increased in the circumstance that there is a need for these walls to serve a dual purpose, such as for the provision of security barriers on boundaries or to address visual screening requirements. Typical noise walls for similar projects range in height from 1.5 metres to 4 metres. The corridor width and noise modelling results will be used to determine the height of the wall that is required at each location.
52. Noise walls will be set in from the corridor to allow for additional screening from planting, and to provide a better barrier of protection between the corridor and residential areas. Noise walls will not be located where public open space exists.
53. The applicant advises that due to the enclosed shape of the viaduct with the train encapsulated within the viaduct concrete walls to 1.2m high, this provides improved sound attenuation compared to the existing rail configuration ie. the noise resulting from trains operating on the viaduct structure will be less than is currently the case for trains operating at grade.
54. Having regard to the above, Officers are satisfied that the matter of noise has been sufficiently addressed and that the noise impact is acceptable.

### Construction Management

55. The project is to be principally constructed during an 18 month shut down period during which the rail line will be closed and there will be replacement bus services in operation.
56. There will be periods during which work is undertaken at night. Relevant approvals will be sought and all work outside of hours will be undertaken in accordance with a noise management plan.
57. It is understood that construction of elements such as the piling, piers and crossheads will typically occur during the day, with delivery and installation of the viaduct beams occurring at night.
58. In general, the footprint required to construct the VPCLXR project will be confined to the railways reservation as far as practically possible, limiting any impacts to the surrounding area. Notwithstanding this, it is anticipated that temporary road closures will be necessary to complete certain elements of the project works and that construction vehicle movements will be necessary through surrounding streets.
59. Conditions of approval are recommended for various final plans to be submitted for the approval of the WAPC, on the advice of the Town of Victoria Park, relating to the following :
  - A final Construction Management Plan addressing (but not limited to) staging plans, material and equipment storage, delivery of materials and equipment, contractor parking arrangements, waste management, hours of operations and community communication strategy.
  - A final Traffic Management Plan addressing (but not limited to) traffic volumes for proposed works, construction activities, maintenance of access from adjacent private properties, traffic detours, proposed haulage routes and communications with landowners and the community.
  - A Construction Noise Management Plan addressing (but not limited to) noise impacts from construction activities and mitigation measures.

## Relevant documents

[Local Planning Policy 39 – Tree Retention and Planting](#)

## 9.2 Causeway Pedestrian and Cyclist Bridge - Development Application

<b>Location</b>	Victoria Park
<b>Reporting officer</b>	Planning Officer
<b>Responsible officer</b>	Manager Development Services
<b>Voting requirement</b>	Simple majority
<b>Attachments</b>	<ol style="list-style-type: none"> <li>1. Attachment 1 - Planning Report [<b>10.2.1</b> - 66 pages]</li> <li>2. Attachment 2 - Consultation Outcomes Report [<b>10.2.2</b> - 11 pages]</li> <li>3. Attachment 3 - Certificates of Title [<b>10.2.3</b> - 26 pages]</li> <li>4. Attachment 4 - Urban Landscape Design Framework [<b>10.2.4</b> - 70 pages]</li> <li>5. Attachment 5 - Section 18 Consent Letter [<b>10.2.5</b> - 4 pages]</li> <li>6. Attachment 6 - Aboriginal Design Principles Report [<b>10.2.6</b> - 21 pages]</li> <li>7. Attachment 7 - Heritage Impact Statement [<b>10.2.7</b> - 65 pages]</li> <li>8. Attachment 8 - HIA and AMP [<b>10.2.8</b> - 145 pages]</li> <li>9. Attachment 9 - Environmental Impact Assessment [<b>10.2.9</b> - 187 pages]</li> <li>10. Attachment 10 - Clearing Permit Approval [<b>10.2.10</b> - 2 pages]</li> <li>11. Attachment 11 - Clearing Assessment for Approved Clearing Permit [<b>10.2.11</b> - 36 pages]</li> <li>12. Attachment 12 - Acid Sulfate Soils Management Plan [<b>10.2.12</b> - 287 pages]</li> <li>13. Attachment 13 - Development Plans [<b>10.2.13</b> - 33 pages]</li> <li>14. Attachment 14 - Landscape Drawings [<b>10.2.14</b> - 12 pages]</li> <li>15. Attachment 15 - Lighting Strategy [<b>10.2.15</b> - 38 pages]</li> <li>16. Attachment 16- Heritage Interpretation Plan [<b>10.2.16</b> - 65 pages]</li> <li>17. Attachment 17 - Wind Climate Assessment [<b>10.2.17</b> - 28 pages]</li> <li>18. Attachment 18- Wind Stability Assessment [<b>10.2.18</b> - 62 pages]</li> <li>19. Attachment 19 - Construction Management Plan [<b>10.2.19</b> - 72 pages]</li> <li>20. Attachment 20 - Construction Sequence Diagrams [<b>10.2.20</b> - 34 pages]</li> <li>21. Attachment 22 - Traffic Management Plan [<b>10.2.21</b> - 26 pages]</li> <li>22. Attachment 22 - Vessel Management Plan [<b>10.2.22</b> - 31 pages]</li> <li>23. Attachment 23 - Engineering Design Report - Mc Callum park 15% Combined [<b>10.2.23</b> - 117 pages]</li> <li>24. Attachment 24 - Project Wide Civil Engineering Report [<b>10.2.24</b> - 261 pages]</li> <li>25. Attachment 25 - Factual Geotechnical Report [<b>10.2.25</b> - 192 pages]</li> <li>26. Attachment 26 - Engineering Design Report 15% Approach Embankment Design Combined [<b>10.2.26</b> - 47 pages]</li> <li>27. Attachment 27 - Engineering Design Report - Pt Fraser 15% Combined [<b>10.2.27</b> - 124 pages]</li> <li>28. Attachment 28 - Design Review Panel comments with applicant's</li> </ol>

response [**10.2.28** - 7 pages]  
 29. Attachment 29 - Applicant Response to Submissions [**10.2.29** - 7 pages]

<b>Landowner</b>	Town of Victoria Park and State Government of Western Australia
<b>Applicant</b>	Element Advisory Pty Ltd on behalf of the Causeway Link Alliance
<b>Application date</b>	30/09/2022
<b>DA / WAPC reference</b>	05.2022.371.1
<b>MRS zoning</b>	Primary Regional Roads Parks and Recreation Waterways
<b>TPS zoning</b>	Controlled Access Highways Parks and Recreation
<b>R-Code density</b>	N/A
<b>TPS precinct</b>	McCallum Precinct (P4)
<b>Use class</b>	N/A
<b>Use permissibility</b>	N/A
<b>Lot area</b>	135,653 m <sup>2</sup>
<b>Right-of-way (ROW)</b>	N/A
<b>State heritage List</b>	- Causeway Bridge site (Place No. 3631)
<b>Aboriginal heritage sites</b>	- Heirisson Island (Site No. 3589) - Swan River (Site No. 3536)
<b>Residential character study area/weatherboard precinct</b>	N/A
<b>Surrounding development</b>	Predominantly public open space and medium density residential Dwellings.

## Recommendation

That Council recommend to the Western Australian Planning Commission (WAPC) that the development application for the Causeway Pedestrian and Cyclist Bridge (DA 5.2022.371.1) be approved subject to the following conditions:

## Conditions

1. The design and location of footpaths where they converge at the touch down point of the bridge on McCallum Park is to be amended to resolve potential pedestrian/cyclist conflict to the satisfaction of the Western Australian Planning Commission on the advice on the Town prior to the commencement of works.
2. Final landscaping plans shall be submitted to and approved by the Western Australian Planning Commission on the advice of the Town prior to the commencement of landscaping works. Once approved, the plans are to be implemented in their entirety.
3. Final details of public art, wayfinding and heritage interpretation to be submitted and approved by the Western Australian Planning Commission, on the advice of the Town, prior to commencement of relevant works, and to be implemented prior to completion.
4. A final Construction Management Plan shall be submitted to and approved by the Western Australian Planning Commission, on advice of the Town of Victoria Park, prior to commencement of works. Once approved, the Construction Management Plan is to be implemented in its entirety.
5. A final Traffic Management Plan shall be submitted to and approved by the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to the commencement of works. Once approved, the Traffic Management Plan is to be implemented in its entirety.
6. A Construction Noise Management Plan shall be submitted to and approved by the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to the commencement of works.
7. An Asset Management Plan shall be submitted to and approved by the Western Australian Planning Commission, on the advice of the Town of Victoria Park, prior to completion of the works. Once approved, the Asset Management Plan to be implemented in its entirety.
8. Any damage that occurs to Town of Victoria Park assets during site and/or building works shall be reinstated to its previous condition at the cost of the Causeway Link Alliance, to the satisfaction of the Western Australian Planning Commission on the advice of the Town.

## Advice Notes

- AN1 The final landscaping plan shall include (but not be limited to) final details of paths and surface finishes, landscaping materials, species selections and the like.
- AN2 The applicant is to consider the following matters in the further design development :
- the balustrade design including considering use of the bridge by vision impaired persons, and optimising the width for cyclists.
  - power supply points within the bridge to charge mobile devices and battery-operated mobility equipment.
  - seating, shade, water stations and seating for the benefit of users.
  - tactile indication between the pedestrian path and the cycle path to prevent a pedestrian with a vision impairment straying into the path of cyclists.
  - opportunity for public art and/or heritage recognition within design elements on the bridge, the abutment and footpaths.
  - a suitable applied surface finish to mitigate potential adverse impacts resulting from the heat of the corten steel.
  - management of stormwater.
  - any impact of lighting upon flora and fauna.
  - a suitable Aboriginal name for the bridge.



- realign river path closer to bridge pylons/abutment and increase landscaping between path and river.
- river foreshore improvements identify riparian plantings and river edge treatments.
- landscape design elements and locations take advantage of viewpoints.
- use of site level changes and embankments for views of the river and events spaces.
- informal/nature play spaces, turning storm water basins into swales and utilizing embankments.

AN3 Regarding condition 4, the Construction Management Plan is expected to include the site-specific management, mitigation and monitoring measures to manage the issues of surface water, groundwater, vegetation and flora, geotechnical conditions, acid sulfate soils, aboriginal heritage, noise, vibration, dust, and lighting in consultation with the (Town of Victoria Park) and the WAPC.

In addition, the CMP is to address but not be limited to the following site specific matters:

A staging plan;

Storage of materials and equipment;

Delivery of materials or equipment to the site;

Parking arrangements for contractors and subcontractors;

Waste management;

Hours of operation, timeframes and responsibility for tasks identified;

Consultation and communication strategy; and

Any other matters likely to impact on surrounding properties and public areas

Construction Management Plans may be provided for separate works packages (i.e. forward works) prior to their commencement, provided each management plan contains an overview of staging and the relationship between works packages.

AN4 Regarding condition 6 , the Construction Noise Management Plan shall address the following for each separate work zone:

- Noise impacts from proposed works/activities
- Noise mitigation measures
- Any other matters likely to impact on surrounding properties

AN5 Regarding condition 5, the final Traffic Management Plan shall be consistent with the construction Management Plan in relation to depicting construction vehicle access being via Garland Street rather than via the left turn lane from Canning Highway onto the Causeway bridge.

AN6 Due to the nature of the project, it is acknowledged that clearance of conditions may need to occur in a staged manner, as separate packages of works are progressed. Advice will be sought from the relevant agencies to which the individual packages of works relate as part of informing the WAPC conditions clearance process.

## Purpose

For Council to consider and determine the Town's recommendation to the Western Australian Planning Commission, on the Causeway Pedestrian and Cyclist Bridge.

## In brief

- The application proposes the construction of two cable-stayed bridges across the Swan River linking Victoria Park and the Perth CBD. A bridge of 250m length links McCallum Park in the Town to Heirisson Island (herein described as the Victoria Park Bridge and the subject of this report). A separate 140m long bridge connects Heirisson Island to Point Fraser in the City of Perth (herein described as the CBD bridge and the subject of assessment by the City of Perth).
- Related to the construction of the Victoria Park Bridge are landscaping and enhancement works within McCallum Park.
- Community consultation concluded on 7 November 2022 after a period of 28 days. 8 submissions were received, with 1 of the submissions objecting to the proposed development, and 7 being in support.
- The proposed development is considered to be an excellent outcome in terms of connecting the Town to the Perth CBD and benefitting the safer movement of pedestrians and cyclists. The development results in improved landscaping outcomes for McCallum Park.
- Officers recommend that the application be supported subject to conditions noting that further items of detail will be addressed as the concept plan progresses to detailed design.

## Background

1. For the last decade the need for increased pedestrian and cyclist network connections throughout the Perth metropolitan area and the greater inner-city connections have led to strategic bridges being proposed, which has been included within State Strategic Document Perth and Peel @3.5 Million – The Transport Network (2018) and referenced in the City of South Perth and Town of Victoria Park Joint Bike Plan (2018).
2. The McCallum Park Precinct has long been identified by the Town as an area for enhancement and revival. This has involved projects, known as the Town of Victoria Park Foreshore Access & Management Plan (2015), Taylor Reserve and McCallum Park Concept Report (2017) and McCallum Park Active Area Final Concept Master Plan.
3. In August 2020, the State Government announced plans for the construction of a new pedestrian and cyclist bridge across the Swan River adjacent to the existing Causeway Bridge. Since this time representatives from the Town have been engaged in stakeholder consultation with the State Government and the Causeway Alliance relating to the delivery of the project.
4. At the 20 September 2022 Ordinary Council Meeting, Council resolved to grant authority to the CEO to provide landowner consent on behalf of the Town as the freehold owner of Lots 501 and 502, to enable the Main Roads WA-led Causeway Link Alliance to submit a development application for the proposed Causeway Pedestrian and Cyclist Bridge.
5. An application for development approval was subsequently submitted to the Town on 19 October 2022.

## Application summary

6. The application seeks approval to construct a new pedestrian and cyclists bridges and associated landscaping. A number of technical reports and appendices are provided in support of the application. Further details of the proposal includes the following :

- The bridges are to provide safer access for the more than 1,400 cyclists and 1,900 pedestrians who use the path daily on the existing pedestrian footpath located on the western side of the Causeway Bridge.
- The proposal consists of two separate bridge structures, which 'touch down' on Heirisson Island and extend from Point Fraser through to McCallum Park.
- The proposed bridges are Located approximately 80-90m downstream of the state heritage listed Causeway Bridges.
- The McCallum Bridge structure, located within the Town of Victoria Park, is to span approximately 250 metres to Heirisson Island.
- The Point Fraser bridge structure, located within the City of Perth, is to span approximately 150 metres to Heirisson Island.
- Both bridges will be connected via 270 metre long path through Heirisson Island.
- The bridge design chosen is a suspension bridge which will utilise cables and pylons, to support a six metre wide deck.
- The deck of the bridge proposes a 6m wide shared path, consisting of a 2.5 metre wide pedestrian path overlooking the Swan River and a 3.5 metre wide cycle path overlooking the existing Causeway Bridge.
- The minimum clearance height of the bridge deck above the swan river is set at 6.2 metres, with the approximate height of the Whadjuk Noongar inspired piers are to rise a further 40-45 metres above the bridge deck.
- In addition to the bridges, enhancement of the bridges 'touch down' areas on both the Town of Victoria Park and City of Perth side.
- The McCallum Park 'Touch' Down area proposes additional pedestrian and cyclist shared paths at widths of 3m and 4m to connect the proposed bridge to the existing pedestrian and cyclist network within the Town of Victoria Park. In addition, the proposal seeks the construction of a 6m wide pedestrian/cycle path adjoining the edge of the swan river and a central meeting area to intersect with the proposed path network.
- The proposed landscaping plans show provisions for extensive native plantings at McCallum Park, new drainage swales and community gathering spaces.
- The construction of the bridge embankments areas proposes the removal of a single tree within McCallum Park, while retaining all remaining trees within the site area.
- The lighting for the bridge will be provided through;
  - Bridge deck lit with handrail luminaires
  - LED lighting installed underneath bridge in key areas for anti-social behaviour lighting
  - Thematic lighting to bridge cables
  - Thematic lighting to bridge pylons
  - Obstruction light on top of bridge pylons
- Lighting provided for pathways located at McCallum Park will be provided though;
  - Pathway lit with pole mounted luminaires
  - Linear lighting to concrete seats for additional low level lighting to architectural elements
  - Uplight to selected trees to highlight natural landscape elements

- Accent lighting to sculptures and interest points
- High level lighting to picnic and barbecue areas
- Pole mounted luminaires to conflict points
- The main construction site area will be established at McCallum Park with access from Garland Street.
- The main materials and colours for the bridge have been set by the Minister for Transport and exhibit a red tone colour language.
- Throughout the project design phase, the proponents has established key stakeholder groups, including the formation of a Whadjuk-Noongar reference group, the Matagarup Elders Group. Key outcomes of the design where sought through discussions with Matagarup Elders Group to acknowledge the Aboriginal history and culture in the local area, which led to the design of Whadjuk Noongar inspired piers.

## **Applicants submission**

7. In support of the development application the applicant has submitted a Planning Report providing details of the proposed development and justification for the proposal including:
- Development Plans, elevations and sections of the Bridge structure (Refer to Attachment 13)
  - Plans, detailing the landscaping at 15% design and landscaping to be removed (refer to Attachment 14)
  - Lighting Strategy (refer to Attachment 12)
  - Construction Management Plan (refer to Attachment 14)
  - Traffic Management Plan (Refer to Attachment 22)
  - Consultation Outcomes Report (refer to Attachment 19)
  - Urban Landscape Design Framework (refer to Attachment 4)
  - Environmental Impact Assessment (refer to Attachment 9)
  - Clearing Permit Approval (refer to Attachment 10)
  - Clearing Assessment for Approved Clearing Permit (refer to Attachment 11)
  - Acid Sulphate Soils Management Plan (refer to Attachment 12)
  - Section 18 Approval (refer to Attachment 5)
  - Lighting Strategy (refer to Attachment 15)
  - Heritage Impact Statement and Archaeological Management Plan (refer to Attachment 8)
  - Heritage Interpretation Plan (refer to Attachment 16)
  - Aboriginal Design Principles Report (Attachment 6)
8. As part of the detailed planning report, the applicant has provided the following by way of summary of the proposal (see attachments for the full detailed planning report):
- "Like the existing Causeway Bridge, the proposal is for two separate bridge structures, which 'touch down' on Heirisson Island and extend from Point Fraser through to McCallum Park. These will be delivered as suspension bridge structures using cables and pylons, with a six metre wide deck that enables the provision of separated pedestrian paths (2.5 metres wide) and cyclist paths (3.5 metres wide).*
- The alignment of the proposed bridge structures approximately 90 metres downstream of the existing Causeway Bridge was determined in consultation with the Matagarup Elders Group following an extensive options analysis, with the primary aims of:*
- *Minimising the number of in river piers impacting the riverbed (three in total);*

- *Minimising the extent of vegetation clearing through the curved geometry of the footprint on Heirisson Island;*
- *Minimising impacts on the more culturally sensitive upstream side of Heirisson island, and the more environmentally sensitive wetland areas of Heirisson Island; and*
- *Delivering an iconic design that responds appropriately to the area’s natural and cultural heritage values.*

*The design of the two connected bridge structures is also inspired by two prominent Whadjuk Noongar people, being:*

- *Yagan, a warrior leader of the Noongar people at the time of European settlement, who is represented by a single boomerang inspired pier on the Point Fraser bridge; and*
- *Fanny Balbuk, a Noongar woman who resisted the over-development of the Swan Coastal Plain in the early years of the Swan River colony, and is represented by two digging stick inspired piers on the McCallum Park bridge.*

*The McCallum Bridge structure spans approximately 250 metres and connects through to the 140 metre span Point Fraser Bridge via a 270 metre long path through Heirisson Island.*

*The two bridge structures have been designed with navigational envelopes that are significantly wider and taller than the current Causeway Bridge, to enable larger watercraft (including ferries) to navigate the upper reaches of the Swan River should the existing traffic bridges ever be raised or replaced to accommodate future increased water traffic. This results in the bridge structures being raised a minimum of 6.2 metres above river level within the defined navigational envelopes, whilst still maintaining a 3% grade to ensure universal accessibility in accordance with the requirements of the Disability Discrimination Act 1992. The Whadjuk Noongar inspired piers then rise a further 40-45 metres above the bridge deck, as shown in the accompanying development plans.*

*The materials and colours for the bridge have been set by the Minister for Transport, and exhibit a red tone colour language that references Western Australian red earth as a grounding element of the bridge design.’*

## Relevant planning framework

<b>Legislation</b>	<i>Planning and Development Act 2005 Planning and Development (Local Planning Schemes) Regulations 2015 Metropolitan Region Scheme (MRS) Town Planning Scheme No. 1 TPS 1 Precinct Plan P4 – McCallum</i>
<b>State Government policies, bulletins or guidelines</b>	<i>State Planning Policy 2.10: Swan-Canning River System  Development Control Policy 5.3: Use of Land Reserved for Parks, Recreation and Regional Open Space</i>
<b>Local planning policies</b>	<i>Local Planning Policy 39 – Tree Planting and Retention</i>
<b>Other</b>	<i>Perth and Peel @ 3.5 Million Town of Victoria Park Urban Forest Strategy</i>

9. The subject development application has been submitted to the Town of Victoria Park (TOVP) and the City of Perth (COP) as a part of one development application across two local government boundaries.
10. The proposed works require development approval from the Western Australian Planning Commission (WAPC) under the provisions of Clause 30A(2) of the Metropolitan Region Scheme (MRS), with the proposed works located partially within the Swan and Canning River Development Control Area (DCA). However as the value of the development exceeds \$10 million, the WAPC will make a recommendation to a Development Assessment Panel for determination.
11. Both the Town and the City of Perth will provide a recommendation to the WAPC, with the WAPC to prepare a report and recommendation to the City of Perth Local Development Assessment Panel who are the decision-maker.

## General matters to be considered

### TPS precinct plan statements

- The following statements of intent contained within the Precinct Plan are relevant to consideration of the application.
- The McCallum Precinct's role as a major node of recreational and leisure activity, with adjacent commercial and residential uses will be enhanced. Further development will also serve to enhance and promote the precinct as a tourist attraction on the basis of its waterfront setting.
  - Development will be concentrated in two areas. Further commercial development will be encouraged in the area centred around Berwick Street/Canning Highway intersection. Uses such as offices and showrooms are considered to be appropriate. High density, high quality residential uses will be encouraged in the second area which follows the alignment of Canning Highway, and backs onto the Park.
  - McCallum Park should be maintained as the focus of the precinct. High standards of building design appropriate to the precinct's prominent regional location will be encouraged. New development must be of a scale consistent with existing structures so new buildings do not dominate the parklands. Emphasis will be placed on improving the Canning Highway streetscape through landscaping and car parking arrangements.
  - Public spaces, such as McCallum Park and streets should be enhanced and maintained so they contribute to the pleasant and attractive environment of the precinct. The precinct will be safe, interesting and accessible for

	<p>people on foot, bicycles and vehicles</p>
<p><b>Local planning policy objectives</b></p>	<p>The following objectives of Local Planning Policy 30 – Tree Planting and Retention are relevant in determining the application.</p> <ul style="list-style-type: none"> <li>• <i>To promote and facilitate development that enables existing trees to be preserved.</i></li> <li>• <i>To assist with achieving the Town of Victoria Park’s objective to increase tree canopy coverage to 20% by increasing tree canopy coverage on public and private land.</i></li> </ul>
<p><b>Deemed clause 67 of the Planning and Development (Local Planning Schemes) Regulations 2015</b></p>	<p>The following are relevant matters to be considered in determining the application.</p> <ul style="list-style-type: none"> <li>• a) the aims and provisions of this Scheme and any other local planning scheme operating within the Scheme area;</li> <li>• c) any approved State planning policy;</li> <li>• d) any environmental protection policy approved under the Environmental Protection Act 1986 section 31(d);</li> <li>• (j) in the case of land reserved under this Scheme, the objectives for the reserve and the additional and permitted uses identified in this Scheme for the reserve;</li> <li>• (k) the built heritage conservation of any place that is of cultural significance;</li> <li>• (l) the effect of the proposal on the cultural heritage significance of the area in which the development is located;</li> <li>• (n) the amenity of the locality including the following — <ul style="list-style-type: none"> <li>(i) environmental impacts of the development;</li> <li>(ii) the character of the locality;</li> <li>(iii) social impacts of the development;</li> </ul> </li> <li>• (o) the likely effect of the development on the natural environment or water resources and any means that are proposed to protect or to mitigate impacts on the natural environment or the water resource;</li> <li>• (p) whether adequate provision has been made for the landscaping of the land to which the application relates and whether any trees or other vegetation on the land should be preserved;</li> <li>• (u) the availability and adequacy for the development of the following <ul style="list-style-type: none"> <li>(i) public transport services;</li> <li>(ii) public utility services;</li> <li>(iii) storage, management and collection of waste; (iv) access for pedestrians and cyclists (including end of trip storage, toilet and shower facilities);</li> <li>(v) access by older people and people with disability</li> </ul> </li> <li>• (w) the history of the site where the development is to be located;</li> <li>• (x) the impact of the development on the community as a whole notwithstanding the impact of the development on particular individuals;</li> <li>• (y) any submissions received on the application;</li> </ul> <p>While Deemed clause 67 of TPS 1 is technically not applicable as the</p>

	development does not require development approval under TPS 1, the range of matters listed in deemed clause 67 are still relevant matters that should be considered in assessing the merits of the development.
<b>Urban forest strategy</b>	<p>This application has the following impacts in regards to the Town's Urban Forest Strategy.</p> <ul style="list-style-type: none"> <li>• While one tree is to be removed from McCallum Park/Town of Victoria Park, a considerable number of trees are proposed to be planted within the project area and will achieve an overall net gain in total tree numbers and canopy coverage.</li> </ul>
<b>Public open space strategy</b>	<p>This application has the following impacts in regards to the Town's Public Open Space Strategy.</p> <ul style="list-style-type: none"> <li>• The pedestrian and cyclist bridge proposed, will ensure safer connections to McCallum Park and broader public open space, including Herrison Island and Point Fraser.</li> <li>• The enhanced public open space is proposed at the touch down area of the bridge, which will provide significant upgrades to existing parkland in parts of McCallum Park and its connection to the Swan River.</li> </ul>
<b>City of South Perth and Town of Victoria Park Joint Bike Plan</b>	<p>This application has the following impacts in regards to the City of South Perth and Town of Victoria Park Joint Bike Plan.</p> <ul style="list-style-type: none"> <li>• The pedestrian and cyclist bridge proposes significant improvements and increased connections to the cycle network.</li> </ul>

## Compliance assessment

12. Due to the nature of the proposed works (i.e. major bridge infrastructure and associated works), there are no relevant development standards to assess the application against (i.e. maximum Heights: setbacks etc.). Instead, the application is to be assessed having regard to general planning principles, policies and considering orderly and proper planning. Broader alignment of the proposed bridges and associated works with the strategic direction of the Town have been outlined in other sections of this report.

## Strategic alignment

Environment	
Community priority	Intended public value outcome or impact
EN4 - Increasing and improving public open spaces.	The proposal will lead to enhancements of the public open space located within McCallum Park, while leading to increased gathering spaces and greater connections with the Swan River.
EN6 - Improving how people get around the Town.	The proposed bridge structure and shared paths, will improve pedestrian and cyclist connections to



both Albany Highway, East Perth/CBD, and broader cyclist networks.

## Engagement

Internal engagement	
Stakeholder	Comments.
Building Services	No objection.
Environmental Health	No objection. Request that appropriate conditions be imposed.
Parks Operations	No objection. Request that appropriate conditions be imposed.
Street Improvement	No objection. Request that appropriate conditions be imposed.
Place Planning	No objection. Note that the proposal improves connections to the City and through landscaping and movement network upgrades. Request that appropriate conditions be imposed.
Mindeera Advisory Group	Officers presented the proposal at a meeting on 31 October 2022, with individual comments from members of the group received via email. The Mindeerra Advisory Group provided comments on further details to be requested regarding acid sulphate soils, flora and fauna impacts, tree removal (note majority not within the Town), impact on black cockatoos, and prior engagement with the Matagarup Elders Group. A copy of the comments will be provided directly to both the WAPC and the applicant for their consideration.
Access and Inclusion Advisory Group	Officers presented the proposal at a meeting on 31 October 2022, with individual comments from members of the group received via email. The Access and Inclusion Advisory Group on further details requested on specific aspects such as the balustrade design, tactile indication, paving treatments etc. A copy of the comments will be provided directly to both the WAPC and the applicant for their consideration.
Town's Design Review Panel	Generally support the proposal. Identify a number of issues for consideration as the design develops. See Attachment 28 for the comments of the Town's Design Review Panel and the applicant's response.

<b>External engagement</b>	
<b>Stakeholders</b>	Owners and occupiers of surrounding properties, General public
<b>Period of engagement</b>	10 October 2022 to 7 November 2022
<b>Level of engagement</b>	Consult
<b>Methods of engagement</b>	Written Submissions and Your Thoughts (the Town's online engagement tool)
<b>Advertising</b>	Advertising of the proposal comprised of 556 letters being sent to owners and occupiers of surrounding properties (within a 200m radius), a PerthNow (Southern Edition) Newspaper Advertisement published once a week during the consultation period and 3 consultation signs being displayed on site.
<b>Submission summary</b>	Nine (9) submissions received, including eight (8) in support and one (1) objecting to the proposal
<b>Key findings</b>	<p>Attachment 29 contains the public submissions and the applicant's response to submissions.</p> <p>The main reasons for support of the proposal include:</p> <ul style="list-style-type: none"> <li>• The proposed bridges are an improvement to the existing causeway bridge pedestrian/cyclist path, from a pedestrian safety concern.</li> <li>• The community is excited for a valuable piece of infrastructure for the Town of Victoria Park, providing a greater connection to Perth CBD.</li> <li>• The aesthetic design of the structure and its cultural sensitivity.</li> <li>• The promotion of an environmentally friendly mode of transport and its positive recreation outcomes the bridge will bring aspects the bridge will provided.</li> </ul> <p>The main issues raised by objector include:</p> <ul style="list-style-type: none"> <li>• The inappropriate design and position of bridge</li> <li>• The practicality of the bridge design in providing efficient cyclist movement</li> <li>• The interruption to the peacefulness of Heirisson Island.</li> </ul>

13. It is noted that engagement with Government agencies is being coordinated by the WAPC, as the responsible planning authority. Comments from referral agencies are to be provided to the WAPC no later than 23 November 2022. The following agencies were referred a copy of this development application for consideration and comment:

- City of Perth;
- Town of Victoria Park;
- Department of Biodiversity, Conservation and Attractions.

14. The development proposal is also the subject of review by the State Design Review Panel.

Risk impact category	Risk event description	Consequence rating	Likelihood rating	Overall risk level score	Council's risk appetite	Risk treatment option and rationale for actions
Financial	Not applicable					
Environmental	Not applicable					
Health and safety	Not applicable					
Infrastructure/ ICT systems/ utilities	Damage to Town assets during works program if approval is granted and construction proceeds	Minor	Likely	Medium	Medium	TREAT risk by agreeing asset condition and handover process within the construction licence
Legislative compliance	Not applicable					
Reputation	Negative public perception towards the Town if approval recommendation is or is not supported	Minor	Unlikely	Low	Medium	Accept risk and ensure rationale for Council's decision is documented.
Service delivery	Potential impact on events in McCallum Park, particularly during the construction phase	Minor	Possible	Low	Medium	TREAT risk by maintaining access and timing of events aligned to minimise impacts.

## Financial implications

<b>Current budget impact</b>	No impact
<b>Future budget impact</b>	The new landscaping and path network within McCallum Park will be maintained by the Town and therefore have future budget implications. Discussions between the Town and the State Government are ongoing.

## Analysis

15. The following matters have been identified as the relevant matters requiring Council's consideration:

- Removal of Trees
- Bridge Design
- Pedestrian and Cyclist Networks Connections
- Landscaping and public realm
- Construction Management Plan

### Removal of Trees

16. McCallum Park is currently characterised as a moderately landscaped piece of public open space with extensive grasslands and with a modest number of trees. Within the landscape drawings submitted to the Town, the proposal indicates the proposed removal of two trees from McCallum Park to facilitate the bridge construction (a Palm tree and a River Sheoak). However, the River Sheoak has been incorrectly located on the landscaping plans and in fact is not impacted by the proposed works or intended to be removed from the site.
17. While a single tree is proposed to be removed from McCallum Park, the design of the bridge and its preferred location has been focussed on minimising tree loss across the whole project. Furthermore the tree proposed to be removed is a non-native tree (palm tree) which provides little in the way of canopy coverage.
18. The loss of the single non-native tree will be supplemented by the extensive planting of new trees within McCallum Park, including the planting of 120 new trees within the project area. In addition to the extensive tree planting, the project also delivers 1ha of additional planting and more than 1,500m<sup>2</sup> of 140mm plant stock across the whole project.
19. In view of these factors it is concluded that the proposal is acceptable from a tree loss/retention/planning perspective within the Town of Victoria Park portion of the development.

### Bridge Design

20. The bridge design is considered to make a positive contribution to the identify and character of the area and be a positive addition to the entry to the Town. The following comment from the Town's Design Review Panel is noted :

*"The overall bridge design, with a curved form and slenderness of the structure, is elegant and has a delicate presence spanning across the river."*

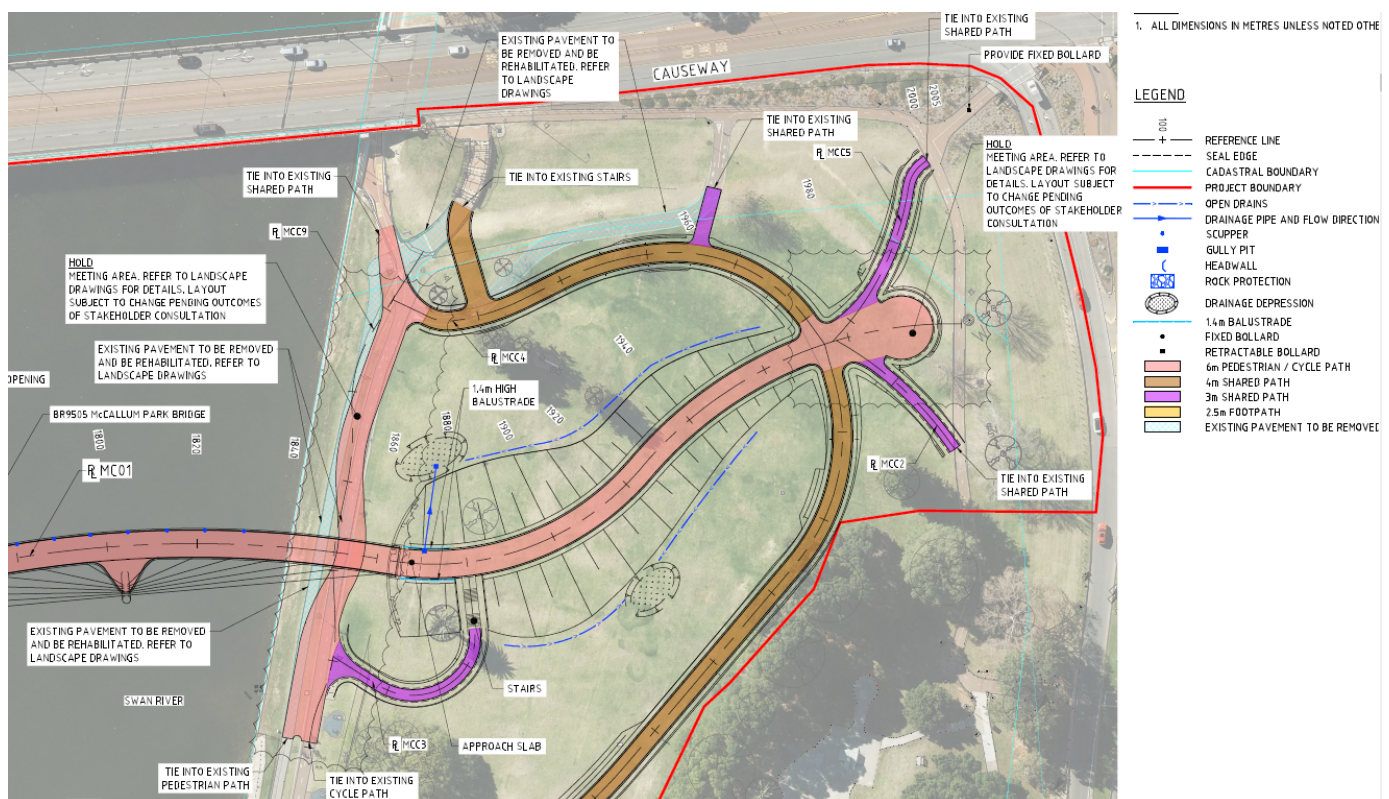
21. This being said the Town's Design Review Panel did comment that the bridge design appeared to be engineer rather than architecturally driven, and that a stronger architectural response would have been preferable. The applicant's response is that the design seeks to achieve an outcome that balances the design vision and engineering considerations.
22. Officers are supportive of the general bridge design and note that this will be the subject of further review by the State Design Review Panel, but note that as the design is only at a concept plan stage, there are a number of matters of detail that need to be considered as the design develops, including the following :

- the balustrade design including considering use of the bridge by vision impaired persons, and optimising the width for cyclists.
- power supply points within the bridge to charge mobile devices and battery-operated mobility equipment.
- seating, shade, water stations and seating for the benefit of users.
- tactile indication between the pedestrian path and the cycle path to prevent a pedestrian with a vision impairment straying into the path of cyclists.
- opportunity for public art and/or heritage recognition within design elements on the bridge, the abutment and footpaths.
- a suitable applied surface finish to mitigate potential adverse impacts resulting from the heat of the corten steel.
- management of stormwater.

## Pedestrian and Cyclist Networks Connections

22. The current development plans and landscaping plans indicate an intersection of shared paths at the McCallum Park touch down area, in the form of a meeting area. The 5 shared paths at different capabilities converging into this area, has the potential to create a pedestrian / cyclist conflict point at the bridge's entry. The Towns Place Planning Team have highlighted the below opportunities for future consideration in the final design:

- Integrate/improve strategic connections to long-term PSP (principal shared paths) /cycling network within the Town.
- Reconsideration of the Meeting Area (5 point intersection) to reduce conflicts and confusion with converging PSP (principal shared paths) /cycling network



23. Discussions have already occurred with representatives of the Town and Causeway Link Alliance. It is noted from discussion that the submitted plans are at 15% design stage are still subject to further

detailed design. The applicant has indicated that the design is being reviewed to address the Town's concerns.

24. It is recommended that a condition be imposed requiring the submission of amended plans refining the final design of the pedestrian/cyclist network and addressing potential safety concerns.
25. Noting that the design is only at a concept plan stage, there are a number of matters of detail that need to be considered as the design develops, including the following :
  - The intersection patterns on the pedestrian path is potentially visually confusing and will negatively impact anyone with low vision or perceptual issues navigating through this space.
  - More details are needed regarding the major intersection points of the pedestrian and cyclist paths, to aid pedestrians with a vision impairment to navigate through these spaces safely and independently.

### Landscaping

26. The design of the landscape at McCallum Park envisages a different character and style of use when compared to Point Fraser and Heirisson island.
27. A copy of the landscaping plans for the development appears at Attachment 14.
28. Considerable enhancement of existing pedestrian and cyclist networks is proposed, connecting to Canning Highway and Albany Highway, complemented by extensive native plantings, new drainage swales and community gathering spaces that prioritise the river edge experience.
29. The Town's Place Planning Team have highlighted the below opportunities for future consideration in the final design:
  - Realign river path closer to bridge pylons/abutment and increase landscaping between path and river.
  - Improve river condition through riparian plantings and river edge treatments
  - Landscape design elements and locations take advantage of viewpoints
  - Use of site level changes and embankments for views of the river and events spaces
  - Informal/nature play spaces, turning storm water basins into swales and utilising embankments.
30. It is recommended that amended plans be subject to ongoing engagement and refinement in relation to the final design of landscaping.

### Construction Management Plan

31. In support of the development the applicant has submitted a Construction Management Plan (see Attachment 19). The following plan depicts the intended location of the proposed construction site area and access from Garland Street.



32. The project is scheduled to commence construction works on site in November 2022 for a duration of 22 months.
33. Due to their length, width and mass, bridge pylons and bridge segments will be transported at night in sequence with onsite crane lifting activities. 'Just in time deliveries' are planned, commencing with segments to McCallum Park followed by Heirisson Island and finally Point Fraser.
34. The project main site area will be established at McCallum Park with access from Garland Street. Temporary fencing will be installed to isolate the work zone from the public, with signage being erected to advise of the changes to footpaths and cycle paths during the work period. Once the fence has been established an access road will built with laydown and site office, crib room, stores and ablutions will be installed and set up for the construction team.
35. Standard work hours for the project are 0700-1900 Monday to Saturday. The exceptions to this will be to implement the Riverside Drive temporary bypass link road and delivery of large bridge and pylon sections. These works will be carried out at night to minimise the impact to surrounding traffic. Any work outside these hours requires approval from MRWA.
36. Access to the three (3) site work locations is limited to the following points:
  - The main site access will be via Garland Street into McCallum Park.
  - The layby area of the Causeway northbound on Heirisson Island; and
  - Riverside Drive into Point Fraser.
37. The bridge segments for the McCallum Park bridge will be installed from a land based crane.
38. The Town's Engineering team has highlighted a number of items that will need to be addressed though conditions;
  - Site/development contacts list for complaints and future issues
  - Pollution, dust and sand drift control methods for works in/next to the foreshore/Swan River and road network
  - Construction Waste Management Plan
  - Reinstatement post construction
  - Dewatering requirements if needed
  - Post construction servicing vehicle access to bridge
39. The applicant advises that the impacts of noise, dust, vibration and traffic will also be managed in accordance with the Construction and Environmental Management Plan that will be prepared for the project, and will be provided to the relevant authorities as part of an expected condition of planning approval.

40. Noise associated with works to be undertaken will need to be in compliance with the relevant noise regulations, and any after hours work will need to be the subject of specific Noise Management Plans.
41. Conditions of approval are recommended for various final plans to be submitted for the approval of the WAPC, on the advice of the Town of Victoria Park, relating to the following :
- A final Construction Management Plan addressing (but not limited to) staging plans, material and equipment storage, delivery of materials and equipment, contractor parking arrangements, waste management, hours of operations and community communication strategy.
  - A final Traffic Management Plan addressing (but not limited to) construction activities, maintenance of access for adjacent private properties, traffic detours, proposed haulage routes and communications with landowners and the community.
  - A Construction Noise Management Plan addressing (but not limited to) noise impacts from construction activities and mitigation measures.

### Conclusion

42. The proposed development is considered to be an excellent outcome in terms of connecting the Town to the Perth CBD and benefitting the safer movement of pedestrians and cyclists. Additionally the development results in improved landscaping outcomes for McCallum Park.
43. It is recommended that the application be supported subject to conditions noting that further items of detail will be addressed as the concept plan progresses to detailed design.

### Relevant documents

Not applicable.



**10 Public question time**

**11 Public statement time**

**12 Meeting closed to the public**

**13 Closure**