

**P09/3096 JANDAKOT AIRPORT MASTER PLAN 2009 PRELIMINARY DRAFT (REC)
(ATTACHMENT)**

Ward	: All
Category	: Strategic
Application Number	: N/A
Subject Index	: Strategic Urban Planning - Jandakot Airport Master Plan
Customer Index	: Jandakot Airport
Property	: N/A
Proposal	: N/A
Applicant	: N/A
Owner	: N/A
Disclosure of any Interest	: No Officer involved in the preparation of this report has a declarable interest in this matter.
Responsible Officer	: Peter Camilleri Acting Manager Strategic Urban Planning
Previous Items	: N/A

AUTHORITY / DISCRETION

DEFINITION

<input checked="" type="checkbox"/>	Advocacy	<i>when Council advocates on its own behalf or on behalf of its community to another level of government/body/agency.</i>
<input type="checkbox"/>	Executive	<i>the substantial direction setting and oversight role of the Council. e.g. adopting plans and reports, accepting tenders, directing operations, setting and amending budgets.</i>
<input type="checkbox"/>	Legislative	<i>includes adopting local laws, town planning schemes & policies.</i>
<input type="checkbox"/>	Review	<i>when Council review decisions made by Officers.</i>
<input type="checkbox"/>	Quasi-Judicial	<i>when Council determines an application/matter that directly affects a person's right and interests. The judicial character arises from the obligation to abide by the principles of natural justice. Examples of Quasi-Judicial authority include town planning applications, building licences, applications for other permits/licences (eg under Health Act, Dog Act or Local Laws) and other decisions that may be appealable to the State Administrative Tribunal.</i>

KEY ISSUES / SUMMARY

Jandakot Airport is within the City of Cockburn but is governed by the Commonwealth Airports Act 1996.

The Airports Act 1996 (Section 79) requires the airport lessee to formulate a five year (5) *master plan* and to consult with local governments surrounding the airport.

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Subsequent to the final master plan the Airports Act 1996 [Section 91 (1A) (b)] requires the airport lessee to produce a *major development plan* consistent with the airport lease and the final master plan, and setting out objectives for, and a detailed outline of, the development. The *major development plan* must also ‘...address the extent of consistency with planning schemes in force under a law of the State or Territory in which the airport is located.’ [Section 91 (4)]

The *Jandakot Airport Master Plan 2009 Preliminary Draft* has been issued for public comment.

The *Jandakot Airport Master Plan 2009 Preliminary Draft* proposes developments for new aviation and non-aviation related land uses and activities with the potential to impact on some residential, environmental, infrastructure and activity centres issues, both existing and planned, within the City of Melville.

The *Jandakot Airport Master Plan 2009 Preliminary Draft* includes changes in proposed land uses to secure some areas of environmental significance for example exchanging Precinct 5 (commercial) for Precinct 1A (conservation).

The City of Melville will submit comments covering these issues to Jandakot Airport Holdings on the *Jandakot Airport Master Plan 2009 Preliminary Draft*.

Attachments:

[3096 Jandakot Airport Master Plan 2009 Precincts Map](#)

[3096 Jandakot Airport Master Plan 2009 Aviation Ultimate Development Plan](#)

[3096 Jandakot Airport Master Plan 2009 ANEF](#)

[3096 Jandakot Airport Master Plan 2009 N60 Contours](#)

[3096 Jandakot Airport Master Plan 2009 Traffic Flows](#)

[3096 Jandakot Airport Master Plan 2009 Rare & Endangered Flora](#)

[3096 Jandakot Airport Master Plan 2009 Ecological Corridor](#)

[3096 Jandakot Airport Master Plan 2009 Appendix 1 Traffic Forecasting](#)

BACKGROUND

Jandakot Airport comes under the jurisdiction of the Commonwealth Airports Act 1996, as well as the Airports (Environmental Protection) Regulations 1997 and other relevant Commonwealth legislation such as the Environment Protection and Biodiversity Conservation Act 1999.

The Airports Act 1996 requires the airport lessee to formulate a five (5) year master plan that is approved by the Minister.

The Jandakot Airport Master Plan 2009 Preliminary Draft has been circulated for comment to local governments surrounding the Jandakot Airport as required by the Commonwealth Airports Act 1996.

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Contextual Overview

In the sub-regional context Jandakot Airport has a catchment that includes;

- The local government areas of the City of Cockburn, the City of Melville and the City of Canning
- Bush Forever (Ken Hurst Park – City of Melville)
- The Jandakot Water Mound - a significant regional water catchment area
- Endangered flora – the *Caladenia huegelii* (Grand Spider Orchid) and the *drakae elastica* (Glossy-leaved Hammer Orchid) Endangered fauna – the *Calyptorhynchus latirostris* (Carnaby's Black Cockatoo)
- Fauna of conservation significance – the *Marcopus irma* (Western Brush Wallaby) and the *Isoodon obesulus fusciventer* (Southern Brown Bandicoot - Quenda)
- Resource Enhancement wetlands (Damplands)
- Major regional and sub-regional transport infrastructure and associated transport activities
- Major regional, sub-regional and district residential, commercial and industrial activity centres in the local government areas of Melville, Cockburn and Canning
- Rural land uses and rural / urban land use transition areas.

Key Development Issues

The Jandakot Airport Master Plan 2009 proposes the following developments:

Aviation

- Provision for a fourth runway
- Extensions to the existing main runway to 1,600 metres.
- Provision for extension of runway 12/30 to a length of 1,508 metres.
- Provision for enhanced helicopter training area and operation.
- Expansion of physical aviation capabilities
- Expansion of aviation operational capabilities by the airport's clients eg Royal Flying Doctor Service
- Expansion of aviation activities eg training, maintenance etc
- Expansion of complementary activities eg FESA
- The expansion of Residential Housing for Trainees.

Economic Development

- Urban land development for commercial buildings and associated transport, sewerage, drainage and telecommunications infrastructure
- Enhanced aviation-related businesses
- Establishment of commercial businesses
- Enhanced employment
- Enhanced financial contribution to the sub-region and the metropolitan region.

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Existing and proposed scale of commercial activities

Current	Estimated
40 businesses	Approx 190 businesses
1,000 employed	5,700 employed

Environmental management

- A new environmental conservation area - Precinct 1A.
- Topsoil from development areas to be used to rehabilitate sand mining area adjoining the airport ie areas 7 and 8 (note these are outside the airport boundary)
- Proposed environmental greenway linkages with Ken Hurst Park and other areas around the airport
- Proposed environmental management strategies for critical bio-diversity resources such as bush forever (Ken Hurst Park), Carnaby's Black Cockatoo, the Western Brush Wallaby and the Southern Brown Bandicoot (Quenda).

Proposed Commercial Precincts, Land uses and Activities

Land use

The zoning, objective and permitted discretionary land uses are consistent with the City of Cockburn's Town Planning Scheme No 3. The Jandakot Airport Master Plan 2009 states that -

'The uses in Precinct 4 will be based on the City of Cockburn's mixed business zone with the exception of Precinct 4C which will also include aviation uses.'(p.71)

'Precinct 4 was identified for commercial development under the approved Master Plan 2005 and is approximately 116 hectares in area. Precinct 4 is currently partially under construction and will include business, office, bulk retail, showroom, warehouse and storage uses consistent with the Master Plan 2005.' (p.70)

Summary of Proposed Land Uses

Precinct	Area	Type of activities
Precinct 4A	22ha	Existing commercial development Bulky goods and show rooms
Precinct 4B	9ha	Existing commercial development identified for office commercial land uses.
Precinct 4C	13ha	Commercial mixed uses and land aviation uses.
Precinct 4	72ha	Existing commercial development, ware house storage land uses.
Total Precinct 4	116 ha	
Local and convenience retail		Some retail services for airport-based work force eg convenience and day-to-day retail services for example, local or neighbourhood centre level retail facilities as per City of Cockburn Local Commercial Strategy.

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Precinct 5	40ha	Some new commercial area, warehouse storage land uses; exchanged for Precinct 1A previously conservation.
Precinct 6 and 6A	53ha	Conservation area but to be reviewed in 5 years for future commercial/aeronautical development subject to environmental objectives. Additional commercial /aeronautical development potential is for approximately 160,000m ² of warehouse and storage floor area, approximately 50 businesses and 1,072 employees.

Summary of Proposed Commercial Activities and Floorspace (m²) [NB it is not clear whether m² are net lettable area or gross lettable area]

Commercial Activity	m²
Business and office	40,000m ²
Bulk retail and showroom	80,000m ²
Warehouse and storage	470,000m ²
Ultimate potential businesses – • approx 190 businesses	Ultimate potential employees – • approx 5,700 employees

Metropolitan Planning Context

Although Jandakot Airport is under the jurisdiction of Commonwealth legislation it is also classified as a *Regional Specialised Centre* (within the City of Cockburn) by the State's *Directions 2031 Draft Spatial Framework for Perth and Peel* (June 2009), and the draft *State Planning Policy Activity Centres for Perth and Peel* (June 2009)

The Role and Function of Specialised Centres

The attributes of specialised centres are explicit in the draft *State Planning Policy, Activity Centres for Perth and Peel* for example -

- b. Specialised centre ... have a focus on specific activities that generate a high number of work and visitor trips. They have significant economic and employment benefits, may lead to accumulation of similar activities and require excellent movement networks, including access to high-frequency public transport. They should only contain uses that are consistent with the growth of their primary functions; however, mixed uses that complement the role of these centres are encouraged, but should not be of a scale that will compete with other centres in the hierarchy. (*Appendix 2 Activity centre hierarchy* page 15)

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This statement underscores the intent of planning policy at both State and Commonwealth levels for example, although the Jandakot Airport is independent of both the Western Australian and local government fields of statutory and policy parameters it is also guided by the complementary intent of Commonwealth legislation (Airports Act 1996 Section 91 (4)) that requires the airport's major development plan to

‘...address the extent of consistency with planning schemes in force under a law of the State or Territory in which the airport is located.’

The category of *Specialised Centre* therefore acknowledges the Jandakot Airport's contribution to the sub-region, specifically in the context of enhanced aviation and non-aviation activities that will increase substantially employment and economic development in the sub-region, and integrate the airport's functions and role into the WAPC's framework of activity centres for Perth and Peel.

In addition the *Jandakot Airport Master 2009 Plan Preliminary Draft* expresses the intent to comply with the City of Cockburn's local planning scheme and local commercial strategy guidelines for commercial land use zones and activities.

Local Government Context**The City of Cockburn Town Planning Scheme No3.**

Jandakot Airport is entirely within the City of Cockburn local government area. The *City of Cockburn Town Planning Scheme No3* provides some broad guidance for land use and development including,

(6.5) Jandakot Airport (JA)

(a) In considering any proposal for the subdivision, use or development of land within the boundaries of the Airport, referred to the local government by the lessee, the local government shall have regard to the *Jandakot Airport Master Plan* and *Environmental Strategy* for the airport land, approved by the Federal Government, when providing advice on a proposal.

(c) The referral of and processing of any proposals for the airport is to be undertaken in accordance with any informal or formal protocol established and agreed between the airport lessee and the local government.

The City of Cockburn Local Commercial Strategy (2006)

The *City of Cockburn Local Commercial Strategy* identifies both *Mixed Business* and *Mixed Use* areas.

The *Local Commercial Strategy* specifically acknowledges the potential of Jandakot Airport as a *Mixed Business* area, that is containing “Other Retail” activities such as showrooms and bulky goods.

The Strategy also suggests the need to moderate a tendency for the “Shop Retail” categories to drift into the *Mixed Business* areas.

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The role of “Shop Retail” is primarily to contribute to and support the diversity and viability of *Mixed Use* activity centres, for example *Regional Centres* such as Melville City Centre or *District Centres* such as the Bull Creek Shopping Centre.

The attraction of “Shop Retail” into *Mixed Business* areas is typically based on a combination of factors such as close proximity to major retail centres, availability of diverse floor space areas (m²), availability of parking and favorable lease and costs per m² of floor space.

The *City of Cockburn Local Commercial Strategy* provides a summary of the primary distinguishing characteristics for *Mixed Business* and *Mixed Use* areas, that also apply to Jandakot Airport, as follows:

Mixed Business Areas	Mixed Use Areas
Predominantly car-oriented rather than pedestrian-oriented.	Predominantly pedestrian-oriented rather than car-oriented.
Generally suitable for showrooms, some office buildings and a range of other large stand-alone commercial developments, including major chain fast-food outlets.	Pleasant and/or interesting to be in, forming part of an identifiable ‘central place’.
Generally not suitable for “Shop Retail” uses.	Suitable for a wide range of “Shop Retail”, office, restaurant, entertainment and other commercial uses in a ‘main street’ format.
Generally not suitable for integration with residential uses.	Not suitable for on-site parking between buildings and the street reserve.
Suitable for some on-site parking between buildings and the road reserve.	Suitable for integration with medium and/or high density residential development, which is highly desirable to impart some after hours liveliness.
In some cases suitable for service industrial as well as commercial uses.	Generally not suitable for showrooms or major chain fast-food outlets.

Appendix F Examples of Mixed Use and Mixed Business Development: City of Cockburn Local Commercial Strategy (2006)

This commercial land use and activity guidance reflects the intent for the preferred type of land uses and activities for Jandakot Airport. However the scale and intensity of the land uses and activities proposed in the *Jandakot Airport Master Plan 2009 Preliminary Draft* requires clarification through joint-agency processes as described in the City of Cockburn TPS No3.

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Implications for the City of Melville

Environmental Health – (City of Melville Environmental Health Services)

The *Jandakot Airport Master Plan 2009 Preliminary Draft* modelling of flight numbers and frequency for the period to 2029/30 shows that:

- a larger catchment is likely to experience noise levels over 60dB (from planes) more than 20 times on an average day
- catchments closer to the airport are likely to experience noise levels (from planes) at 60dB or more as many as 100 times daily.

In 2029/30 an estimated 590,650 movements including 76,000 helicopter operations are forecast.

The average daily movements at the airport will be 1,618 an approximate average of 67 movements per hour and more than one every minute.

The City of Melville does not support the increased number and frequency of flights estimated by the modelling provided in the *Jandakot Airport Master Plan 2009 Preliminary Draft* and the following measures should be explored as a means of attenuating some of the impact

- The 'Fly Neighbourly' campaign should be maintained and strengthened to ensure that pilots are more answerable for not flying as per the approved flight paths and policies.
- A comprehensive study into the impacts of current and increased helicopter activity on approved flight paths in residential areas.
- Airservices Australia (ASA) should continue to maintain the complaint line and a good complaint management procedure.

The Natural Environment – (City of Melville Environmental Services)

From an environmental perspective the proposal to introduce a large commercial estate as well as extending the airport runway and roads facilities will have a negative impact on the local environment.

The airport zone is *Bush Forever site No 388* and home to a large area of excellent through to poor condition remnant bushland including rare orchid species, kangaroos, bandicoots, reptiles and visiting bird populations. The proposed plans will further degrade and fragment the existing habitats at the airport.

It is proposed that top soil and flora from *Precinct 5* (commercial) will be deposited at areas 7 and 8 (not part of the airport area) and contribute to these area's rehabilitation. Areas 7 and 8 are a degraded former sand mining site and are proposed to be rehabilitated with topsoil and flora from development areas as an offset for pristine bushland containing rare orchids and remnant Banksia woodland vegetation. Areas 7 and 8 are proposed as a linking habitat but are currently degraded and will not be able to significantly contribute to the environmental corridor linkages for up to 15 years.

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The degraded site is also proposed as a Carnaby's Black Cockatoo habitat and food source however it will take a minimum of 10 -15 years for trees to mature to the point where there is enough food for a flock of Carnaby's Black Cockatoos to graze.

Other general comments:

- The plan does not specify the timeframe for the revegetation project; ongoing support and funding will be essential to the success of this type of project.
- The report proposes changing conservation areas 6 and 6A to commercial uses and aviation development, subject to the effective rehabilitation of sites 7 and 8 (not part of the airport area).
- There is a lack of depth in the environmental plan. The environmental plan is mainly concerned with complying with legislation and overall management of the site, not specifically the rehabilitation project.
- The ecological corridor linking Ken Hurst Park through areas 1A and 1B to the former sand mining rehabilitation sites (areas 7 and 8) will be bisected by a new road which will again fragment and degrade at least the edge areas of the corridor.
- The report proposes transplanting rare spider orchids from development areas to other areas of bushland. This technique has been tried with limited success and is not the solution to protecting rare and endangered wildlife in the Perth area. It should be noted that fifteen percent of Western Australia's biodiversity is found in the Perth metropolitan region and more sustainable offset models should be developed for commercial land uses.
- There is no mention of mitigation techniques to prevent the adverse impacts of the new road cutting through the proposed "corridor" to Jandakot regional park.

Transport Infrastructure and Traffic – (City of Melville Traffic and Road Safety - Engineering Design)

The Jandakot Airport Master Plan 2009 Preliminary Draft indicates access to the Airport is to be provided via the following connections:

- Karel Avenue, via Karel Avenue extension (Hope Road)
- Berrigan Drive
- South Link – a newly constructed road linking Berrigan Drive (from Jandakot Road) to Karel Avenue
- East Link , a new road linking to Ranford Road, via Nicholson Road

It should be noted at this stage, that the South Link and East Link have considerable merit as they provide alternative traffic routes to the existing Hope Road. Should this road be blocked due to a crash or any other incident then this could lead to the following risks:

- Emergency access is lost – this has severe ramifications for the Royal Flying Doctor Service (RFDS).
- Access to RFDS by St John of God Ambulance is restricted.
- Evacuation due to a chemical spill or bushfire is limited.

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The new road links will alleviate much of these identified risks as the proposed road network affords increased flexibility for airport access. However it should be noted that a more direct connection, outside the immediate Master Plan site, to Fiona Stanley Hospital for Emergency vehicles has not been addressed in this Master Plan. For example, the connectivity between a future extension of Roe Hwy and the southern end of Murdoch Dr.

Traffic Forecasting

Traffic forecasts for 2016 and 2031 were undertaken in 2007 using a Paramics modelling system and at that time, several traffic scenarios were modelled. The results were published in the final report *Transport Planning for Jandakot airport Major Development Plan – August 2007* by Bruce Aulabaugh .

A summary of the forecasted traffic volumes for 2016 in the PM Peak Hour (the worst case scenario) is presented in **Appendix 1 Traffic Forecasting** and shows what traffic conditions are likely to be with or without the East Link. In the Natural Environment section of this report, it was identified that the East Link Road will have a negative impact on the local environment and was raised as a concern by the City of Canning.

More significantly, is the change in land use for Precinct 5 from Conservation to Commercial. This change will support warehouse and storage uses. Whilst this falls with the City of Cockburn's jurisdiction for Planning issues, it should be noted that traffic generated from the changed land use has not been quantified.

The *Jandakot Airport Master Plan 2009 Preliminary Draft* does not identify if traffic generated figures were remodelled and therefore, the traffic impacts of this change are unknown. It is recommended that Jandakot Airport Holdings (JAH) provide the City of Melville with updated traffic forecasts for 2016.

In addition these, and any other projected traffic generation changes need to be made available for input into the current traffic modelling as part of the South West Corridor and Peel Strategic Transport Review currently being carried out. (See also below regarding traffic forecasts to 2031)

The *Jandakot Airport Master Plan 2009 Preliminary Draft* shows the Development and Non-Development Traffic flows for the PM Peak. There is no mention of when these figures were modelled but suffice to say that Karel Avenue and Farrington Road will be affected as these routes both provide direct connectivity to Kwinana Freeway and South Street.

Not explored in the Master Plan is the increased demand for heavy vehicles to access the Jandakot Airport, transport goods for showrooms, bulky goods stores and warehouses, the proposed routes that these vehicles might take between Fremantle and Welshpool, and any likely impact this will have on the City of Melville road network.

The Commercial section of the Airport development will generate approximately 32,000 vehicular trips per day and the traffic related to Aviation component will generate approximately 4,000 vehicular trips per day.

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The *Jandakot Airport Master Plan 2009 Preliminary Draft* identifies the extent of road improvements required by 2016 to support the road network within the land owned by Jandakot Airport Holdings (JAH). These include the following:

- Queuing lengths on Karel Avenue approaching the Karel Avenue Extension /Berrigan Drive intersection currently (known as the Hope Road/Berrigan Drive intersection), are identified as an issue, particularly if there is a strong demand for a right turn in the evening peak hour into Berrigan Drive. JAH proposes to install traffic signals at the intersection and restrict green time in peak periods for traffic moving in/out of Berrigan Drive (north).
- To address congestion on Karel Avenue it is proposed to upgrade Karel Avenue (south) and Hope Road to a 4 lane arterial standard (additional investigation is required to determine the Karel Avenue/Roe Highway interchange upgrade requirements).
- Upgrade Karel Avenue bridge to 4 lanes and taper back to 2 lanes prior to Farrington Road. (Additional investigation is required to determine the Karel Ave/Roe Highway interchange upgrade requirements)

Of concern is the last point as this will leave approximately 100m of two lanes on Karel Avenue (south of Farrington Road) that will generate congestion as motorists try to merge into this narrowed section of Karel Avenue, given that north of Farrington Road is 4 lanes already.

JAH are responsible to fund and construct the all the infrastructure that falls within the Jandakot Airport land. Whilst some infrastructure outside of JAH area is normally under the responsibility of the City of Melville and Main Roads, JAH should be responsible for this infrastructure given that the significant traffic impact was generated by the proposed development of the airport.

It is therefore recommended that JAH fund the construction of lanes on Karel Avenue from the Bridge over the railway line to south of Farrington Road by 2016.

The need for upgrades to the road network affecting the City of Melville have not been discussed in any detail in the Master Plan. City officers are concerned with impacts on Karel Avenue, Farrington Road, South Street, Murdoch Drive, Findlay Street and North Lake Road as these routes provide direct connectivity to Kwinana Freeway, Murdoch Railway Station, Fremantle and Welshpool Industrial areas. It is anticipated that future congestion on Kwinana Freeway, South Street, Leach Highway, and Karel Avenue will lead to 'rat running' onto minor roads within the City of Melville. To alleviate the existing and future demands made on these roads

It is recommended that JAH actively examine the feasibility of a more direct access to Roe Highway and to Murdoch Drive, which may entail the extension of Roe Highway.

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Also not fully addressed in the Jandakot Airport Master Plan 2009 Preliminary Draft is the proposed change of Precinct 6 from Conservation to Commercial by 2029. This will significantly alter the modelled figures for 2031 and increase the forecasted traffic figures to over 40,000 vehicles per day.

It is recommended that JAH provide the City of Melville with updated traffic forecasts for 2031.

JAH indicated that they are committed to reducing green house gases and to this end have pursued the provision of *“regular shuttle bus services between the Airport and Murdoch Bus/Rail interchange while TransPerth bus services are being upgraded.”* The proposed routing will be via Karel Avenue, Farrington Road, Findlay Road, and South Street to the Murdoch Bus/Rail Interchange.

It is therefore recommended that Strategic Urban Planning consult with JAH on the feasibility of extending the proposed “CAT” bus service from Murdoch Train Station to Garden City and the Canning Bridge Precinct.

Land use and Activity Centres Planning

The basis of activity centres planning is the principle of optimizing the concentration of complementary urban, economic, infrastructure, social, and environmental factors in the context of a metropolitan spatial framework.

Through the draft *State Planning Policy Activity Centres for Perth and Peel* (June 2009) the network of planned activity centres is further guided by governance objectives that aim for high levels of infrastructure and services integration and usage.

These objectives are in turn achieved through synergies between a mix of land uses and activities such as types of employment, commercial, retail, residential and community services.

This diversity of co-located infrastructure, services, land uses and activities in and around activity centres is a fundamental objective for all activity centres, and State and Local Government policies and statutes provide distinct management and governance guidelines that distinguish clearly the attributes and related planning parameters of centre typologies and their predominant roles and functions.

This provides the context for determining the appropriateness, proportion, scale and mix of land uses and activities in specific centres as defined in the draft *State Planning Policy, Activity Centres for Perth and Peel* (June 2009).

Similarly this approach also establishes the policy and planning context for assessing the appropriateness of the mix and scale of land uses and activities proposed in the *Jandakot Airport Master Plan 2009 Preliminary Draft*.

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It is important to acknowledge the substantial positive initiatives and the contributions of the economic, employment and skills development proposed by the Jandakot Airport's aviation and non-aviation land uses and activities.

It is also topical to discuss the types of activities, proportions and scale proposed, in particular the 40,000m² of *Business and Office* floor space, and the 80,000m² of *Bulk Retail and Showroom*, particularly in the context of provisions for these land uses and activities in adjoining centres and the airport's aviation focused primary functions.

This acknowledges that specific converging synergies define the predominant characteristics, roles and functions of *Commercial, Specialized and Industrial* activity centres.

A number of key activity centres within the City of Melville could be affected by the significant scale of some developments in the Jandakot Airport commercial precincts.

These include in particular the Melville City Centre - Booragoon, with a total of approximately 93,800m² of nla floor space, Myaree Industrial Area, with a total of approximately 277,100m² (nla), and O'Connor Industrial Area with a total of approximately 88,400m² (nla). (Department of Planning, 2007 Perth Employment Survey, Preliminary Results)

Also the Murdoch Activity Centre mixed use and medical precincts will have significant office / business floor space capacity and Murdoch University's eastern precinct has an estimated potential for approximately 300,000m² of education, office and business related activities.

It is clear from this overview that a land use and activity centres governance and planning gap exists and that a joint management model should be developed in order to ensure complementary and integrated planning within the sub-region.

STATUTORY AND LEGAL IMPLICATIONS

N/A

FINANCIAL IMPLICATIONS

N/A

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STRATEGIC AND RISK MANAGEMENT IMPLICATIONS

The maintenance of a consistently applied commercial and industrial land uses and activities governance model is a critical pre-condition to planning, investing and managing viable and sustainable infrastructure, commerce, industry, employment and community services.

Risk Statement	Level of Risk	Risk Mitigation Strategy
Unregulated development that introduces a significant scale of new land uses and activities, in the context of specific State Planning Strategy parameters for existing and proposed activity centres, in State and local government jurisdictions.	Medium	Non-statutory inter-agency framework to work towards achieving complementary development strategies.

POLICY IMPLICATIONS

The City of Melville contains a number of activity centres that are potentially influenced by the development proposals outlined in the *Jandakot Airport Master Plan 2009 Preliminary Draft*.

In particular impact on planning, land uses, and activities are likely to range in significance from the *Regional Melville City Centre – Booragoon*, the *Strategic Specialised Centre of Murdoch*, the *District* level centre of Bull Creek and the *Industrial* centres of Myaree and O'Connor.

Aviation related developments will also impact on residents within the airport flight-path catchment.

CONCLUSION

The sub-region to which Jandakot Airport is a significant contributor is characterized by –

- a *Strategic Specialised Centre* at Murdoch that comprises major hospitals, a *Mixed Use Activity Centre*, a major train station, Murdoch University and its commercial oriented eastern precinct, and the substantial development potential on land along the south-eastern portion of Murdoch Drive,
- the *Regional Melville City Centre – Booragoon* with major existing retail and substantial office potential,

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- major road transport routes such as Leach Highway, South Street, Kwinana Freeway, Roe Highway and the commuter railway to the Primary Centre of Rockingham and Mandurah.
- significant environmentally sensitive flora and fauna resources.

The joint-agency protocol model as expressed in the *City of Cockburn Town Planning Scheme No3* is especially relevant at the sub-regional level.

This illustrates the major scale of developments emerging within the sub-region and further highlights the need to ensure a co-ordinated approach to achieve optimal planning and implementation effectiveness for both individual agencies and jointly.

This approach provides a sound option given the range of jurisdictions, regulatory and policy instruments, and critical impacts on the land uses, economic planning and sustainability of activity centres, transport infrastructure and environmental resources within the Jandakot Airport catchment area.

It is considered that an inter-agency framework or process should be explored with the objective of establishing a co-operative basis for land use and activities planning to ensure complementary commercial development at the Jandakot Airport.

It is also considered that detailed structure planning for non-aviation land uses and activities, including scale and intensity of activities, staging and implementation schedules, should be formulated according to the intent in of the draft *State Planning Policy Activity Centres for Perth and Peel* (June 2009) and the relevant sections of the Commonwealth Airports Act 1996.

In this context centre planning according to assigned primary roles and functions, accompanied by relevant impact assessments, and including appropriate consultation with adjoining local government areas, should be key components of Jandakot Airport's development processes.

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PREVIOUS OFFICER RECOMMENDATION (3096)

APPROVAL

- 1. That the City of Melville acknowledges the positive contribution to sub-regional economic development and employment as expressed in the developments proposed in the Jandakot Airport Master Plan 2009 Preliminary Draft.**
- 2. That in response to advertising for comment on the Jandakot Airport Master Plan 2009 Preliminary Draft, Jandakot Airport Holdings be advised that the City of Melville submits the following issues for consideration;**

2.1 Environmental Health

- The City of Melville does not support the increased number and frequency of flights estimated by the modelling provided in the Jandakot Airport Master Plan 2009 Preliminary Draft.**
- The 'Fly Neighbourly' campaign should be maintained and strengthened to ensure that pilots are more answerable for not flying as per the approved flight paths and policies.**
- A comprehensive study be conducted into the impacts of current and increased helicopter activity on approved flight paths in residential areas.**
- Airservices Australia (ASA) continue to maintain the complaint line and a good complaint management procedure.**

2.2 Environmental

- The environment management plan should elaborate on the timeframe, management and resources for implementing sustainable rehabilitation projects associated with the development stages of the Jandakot Airport Master Plan.**
- Due to the limited success of transplanting rare flora to rehabilitate other areas of bushland further consideration be given to develop a more sustainable offset model.**
- Specific mitigation techniques to prevent the adverse impacts of the new road cutting through the proposed "corridor" to Jandakot regional park be developed.**

2.3 Transport Infrastructure and Traffic

- Jandakot Airport Holdings (JAH) should provide the City of Melville with updated traffic forecasts for 2016.**
- Jandakot Airport Holdings should fund the construction of lanes on Karel Avenue from the bridge over the railway line to south of Farrington Road by 2016.**

**P09/3096 JANDAKOT AIRPORT MASTER PLAN 2009 PRELIMINARY DRAFT (REC)
(ATTACHMENT)**

- *Jandakot Airport Holdings should actively examine the feasibility of a more direct access to Roe Highway and to Murdoch Drive, which may entail the extension of Roe Highway.*
- *Jandakot Airport Holdings should provide the City of Melville with updated traffic forecasts for 2031.*

2.4 Land use and Activity Centres Planning

- *Notwithstanding the roles and guidance defined by Commonwealth, State and Local Government jurisdictions it is clear that a gap exists in land use and activity centres governance. This suggests that an inter-agency management model should be explored in order to ensure complementary and integrated planning and development at the Jandakot Airport and within the sub-region.*
- *Detailed structure planning for non-aviation land uses and activities, including scale and intensity of activities, staging and implementation schedules, and appropriate impact assessments should be formulated according to the intent of the draft State Planning Policy Activity Centres for Perth and Peel (June 2009) and the relevant sections of the Commonwealth Airports Act 1996.*

3. That the City of Melville advise the City of Cockburn, the City of Canning and the Western Australian Planning Commission of the issues addressed in the foregoing report (P09/3096).

Following the Council Agenda briefing forum held on 29/9/09 and the Elected Member information Session held on 7/10/09 the recommendation contained in the report has been revised and is presented as follows.

OFFICER RECOMMENDATION (3096)**APPROVAL**

1. **That the City of Melville acknowledges the positive contribution to sub-regional economic development and employment as expressed in the developments proposed in the Jandakot Airport Master Plan 2009 Preliminary Draft.**
2. **That in response to advertising for comment on the Jandakot Airport Master Plan 2009 Preliminary Draft, Jandakot Airport Holdings (JAH) be advised that the City of Melville submits the following issues for consideration;**
 - 2.1 **Environmental Health**
 - **The City of Melville does not support the increased number and frequency of flights estimated by the modelling provided in the Jandakot Airport Master Plan 2009 Preliminary Draft.**

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(ATTACHMENT)**

- The 'Fly Neighbourly' campaign should be maintained and strengthened to ensure that pilots are more accountable for not flying as per the approved flight paths and policies.
- A comprehensive study should be conducted into the impacts of current and increased helicopter activity on approved flight paths in residential areas.
- Air Services Australia (ASA) should continue to maintain the complaint line and an effective and responsive complaint management procedure.
- The number of flights per year should be capped at an agreed level significantly lower than 514,000 for fixed wing and 76,000 for helicopter flights unless it is shown that recommendations in the Jandakot Airport Master Plan 2009 are being met and that assessment is being made for other training circuits.
- Individual plane noise level assessment for an agreed noise emission range and maximum should be enforced with the "noisiest" planes having restricted flight times e.g. not permitted 0600-0800 hours and 1800-2200 hours Saturday and weekdays with further agreed limits for Sundays.

2.2 Environmental

- The environment management plan should elaborate on the timeframe, management and resources for implementing sustainable rehabilitation projects associated with the development stages of the Jandakot Airport Master Plan 2009 Preliminary Draft.
- Due to the limited success of transplanting rare flora to rehabilitate other areas of bush land further consideration should be given to develop a more sustainable offset model.
- Specific mitigation techniques to prevent the adverse impacts of the new road cutting through the proposed "environmental corridor" to Jandakot regional park should be developed.
- JAH should specify how much of the remaining bush land in a 20km radius of the airport is suitable habitat for Carnaby's Black Cockatoos and Grand Spider Orchids.
- JAH should specify how much of remaining bush land (both on and offsite) is permanently protected from development.
- JAH should clarify exactly who completed the surveys of Grand Spider Orchids and when they were completed and in which areas of the airport site.
- JAH should conduct annual surveys of *Caladenia huegelii* for the whole of the area to give an adequate estimate of the total population.

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(ATTACHMENT)**

- JAH should present evidence, sourced from peer reviewed technical research, of the successful translocation of orchids over a five year period.
- JAH should provide bush land condition surveys for precincts 4 and 4A which will be subject to development so as to provide a comparison with the proposed conservation areas 1 and 1A.
- JAH should establish measures to protect, (and regularly monitor impacts on), the Jankakot Water Mound from the adverse affects of development.
- JAH should provide a detailed plan for determining the success measures for the rehabilitation in precinct 7 and 8 before further clearing and development of Precinct 5.
- JAH should provide a commitment to the timeframe for the rehabilitation of Precincts 7 and 8 and the provision for monitoring its ongoing success.
- Precincts 6 and 6A should be clearly identified as conservation areas in the 2009 Master Plan and should only be considered for future reclassification in the context of subsequent Master Plans subject to independent evaluation of the sustained success of the rehabilitation of areas 7 and 8.
- JAH should provide a commitment to protect the remaining “remnant bush land” from future development by means of a covenant (eg. Bush Forever Status).

2.3 Transport Infrastructure and Traffic

- The proposed developments in the Jandakot Airport Master Plan 2009 Preliminary Draft will generate direct and significant traffic and road infrastructure impacts. An infrastructure contributions agreement should be established between the JAH, the City of Melville, Main Roads WA and other Local Government Authorities as appropriate.

Under this agreement JAH should be responsible for contributions to the construction and maintenance of traffic and road infrastructure commensurate to the demand and maintenance impacts generated by the expansion of developments at Jandakot Airport.

For example: the upgrading of the Karel Avenue bridge to four lanes; and the upgrading of the approach and departure lanes near the Roe Highway interchange should be continued as four lanes to tie into the existing four lanes south of Farrington Road by 2016;

- JAH should actively examine of the feasibility of a more direct access to Roe Highway and to Murdoch Drive which will entail the extension of Roe Highway and additional linkages into Murdoch Drive.

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(ATTACHMENT)**

- JAH should provide further traffic forecasting/modelling reports to 2016 and 2031 incorporating data that demonstrates the impact on roads within the City of Melville and covers transport routes such as Karel Avenue, South Street, Leach Highway and local distributor roads such as Farrington Road, Finlay Road and Murdoch Drive.

The traffic reports to be undertaken should incorporate:

- (i) assessment of demand generated by the proposed commercial land uses that includes Precinct 5 as well as the increased heavy vehicular movements accessing the Airport to transport goods to/from showrooms bulky goods stores and warehouses;
 - (ii) the proposed change of use for Precincts 6 and 6A from Conservation to Commercial should be incorporated in the updated traffic forecasts and impact assessments to 2031;
 - (iii) assessment of whether traffic signals at the intersection of South Street and Findlay Road should be provided to accommodate the introduction of the proposed shuttle bus service from the Airport to Murdoch station via Karel Avenue, Farrington Road and Finlay Road.
- In the context of additional traffic forecasting /modelling reports JAH should provide a risk assessment covering the possibility of a crash on Karel Avenue or Karel Avenue extension (Hope Road) that addresses:
 - (i) alternative emergency access
 - (ii) access by St John Ambulance or FESA
 - (iii) evacuation due to fuel or chemical spillages.

2.4 Land use and Activity Centres Planning

- Notwithstanding the roles and guidance defined by Commonwealth, State and Local Government jurisdictions it is clear that a gap exists in land use and activity centres governance. This suggests that a formal interagency management model should be explored and established in order to ensure complementary and integrated planning and development at the Jandakot Airport and within the sub-region
- JAH should conduct a comprehensive and integrated economic impact assessment of the aviation and non-aviation proposals contained within the Jandakot Airport Master Plan.
- The study area for the comprehensive and integrated economic impact assessment should include the airport land and the adjoining local government areas (the City of Cockburn, City of Melville and the City of Canning), and provide objective evaluation and guidance on the viability and sustainability of options for retail and commercial activities, traffic and transport, infrastructure, the natural environment and environmental health issues for Jandakot Airport, the adjoining Local Governments and the sub-region, including in particular the impacts on the Murdoch activity centre and other commercial centres in the vicinity.

**P09/3096 JANDAKOT AIRPORT MASTER PLAN 2009 PRELIMINARY DRAFT (REC)
(ATTACHMENT)**

- In order to facilitate co-ordinated planning and governance JAH should provide detailed structure planning reports for aviation and non-aviation land uses and activities, including scale and intensity of activities, staging and implementation schedules, and appropriate impact assessments formulated and administered according to the intent of the draft State Planning Policy Activity Centres for Perth and Peel (June 2009) and the relevant sections of the Commonwealth Airports Act 1996.
3. That the City of Melville advise the City of Cockburn, the City of Canning and the Western Australian Planning Commission of the issues addressed in the foregoing report (P09/3096).