



Form 2 - Responsible Authority Report (Regulation 17)

Application Details:	Modification to DAP Planning Approval for Expansion of the Warnbro District Shopping Centre
Property Location:	Lots 909 and 915 Warnbro Sound Avenue and 913 and 914 Palm Springs Boulevard, Warnbro
DAP Name:	Metro South West JDAP
Applicant:	TPG Town Planning and Urban Design
Owner:	CPT Custodian Pty Ltd Fabcot Pty Ltd
LG Reference:	20.2013.42.3 (D13/77848)
Responsible Authority:	City of Rockingham
Authorising Officer:	Mr Riaan Stassen, Senior Planning Officer
Department of Planning File No:	DP/13/00174
Report Date:	12th September 2013
Application Receipt Date:	24th July 2013
Application Process Days:	12 calendar days
Attachment(s):	1. JDAP Planning Approval (DP/13/00174) 2. Existing Approved Site Plan (DA01) 3. Traffic Assessment Report (4 June 2013)

RECOMMENDATION:

That the Metro Southwest JDAP resolves to:

1. Accept that the DAP Application reference DP/13/00174 as detailed on the DAP Form 2 dated 22 July 2013 is appropriate for consideration in accordance with regulation 17 of the Planning and Development (Development Assessment Panels) Regulations 2011;
2. To approve the proposed modifications to the DAP Application reference DP/13/00174 as detailed on the DAP Form 2 dated 22 July 2013 and accompanying Plan No. SD201, in accordance with the provisions of Clause 6.11 of the City of Rockingham Town Planning Scheme No.2 and subclause 30(1) of the Metropolitan Region Scheme, for the proposed amendment to the approved expansion of the Warnbro District Shopping Centre at Lots 909 and 915 Warnbro Sound Avenue and 913 and 914 Palm Springs Boulevard, Warnbro, the subject being:

(a) To delete existing Condition No.13, which reads as follows:

"13. The intersection of Halliburton Avenue to Warnbro Sound Avenue must be modified to include two right-turn lanes plus a left-turn lane on the westbound approach to the intersection, prior to the occupation of the development."

And replace with a revised Condition 13 as follows:

"13. The median break opposite Driveway 7 on Halliburton Avenue being closed in accordance with specifications approved by the City, prior to the occupation of the development."

BACKGROUND:

Site Details

Property Address:	Lots 909 and 915 Warnbro Sound Avenue and 913 and 914 Palm Springs Boulevard, Warnbro	
Zoning	MRS:	Urban
	TPS:	Commercial
Use Class:	Shop (P), Office (D)	
Strategy Policy:	Planning Policy 3.1.2 - Local Commercial Strategy Planning Policy 3.3.1 - Control of Advertisements Planning Policy 3.3.14 - Bicycle Parking and End of Trip Facilities Planning Policy 2.3 - Development Considerations for Disabled Persons	
Development Scheme:	City of Rockingham Town Planning Scheme No.2	
Lot Size:	Lot 909 - (5.5002ha) Lot 913 - (0.9090ha) Lot 914 - (2.219m²) Lot 915 - (1.030m²)	
Existing Land Use:	Shopping Centre known as ‘ Warnbro’	
Value of Development:	\$21.5 million	



Figure 1: Location Plan

History

The following outlines the history of previous Planning Approvals on the site:

- July 1997 - District Shopping Centre and four tenancies - conditional Planning Approval issued.
- September 2009 - Liquor Store extension to the Woolworths supermarket - conditional Planning Approval issued.
- October 2009 - New Entry, Signage and Awning - conditional Planning Approval issued.

- December 2009 - Alterations to the McDonalds Restaurant - conditional Planning Approval issued.
- July 2010 - Planning Approval for Signage.
- August 2011, conditional Planning Approval for Stage 2 of the Shopping Centre (Warnbro) extension.
- April 2013, conditional JDAP Approval for an amended Stage 2 of the Warnbro Shopping Centre to extend the retail floor space. The proponent has lodged the subject application for an amendment to certain conditions.
- June 2013, Council adopted an amendment to the City's Local Commercial Strategy (Planning Policy 3.1.2) to accommodate an increased retail floor space of the Warnbro District Centre from 19,962m² to 22,000m².
- July 2013, the City granted Planning Approval for a Change of Use from Non-Shop/Retail to Shop.
- In July 2013, the Proponent submitted a Development Assessment Panel (DAP) Application seeking approval to amend conditions and include alfresco dining and revised façade elevations. The application included a request to delete Condition 13 for the upgrading of the Halliburton Avenue intersection with Warnbro Sound Avenue. This matter was removed from the application by the Proponent so that it can be dealt with as a separate DAP Application, which is the subject of this report.
- In August 2013, the Council resolved to adopt the Responsible Authority Report for the revised plans and conditions referred to above.
- In August 2013, the Council resolved to adopt the Responsible Authority Report for the deletion of Condition 13 referred to above.



Figure 2: Aerial Photograph

DETAILS: OUTLINE OF DEVELOPMENT APPLICATION

Deletion of Condition 13 relating to the modification of the intersection of Warnbro Sound Avenue and Halliburton Avenue

The Applicant seeks approval to have Condition 13 of the Planning Approval for the expansion of the Warnbro Shopping Centre (approved by the SWJDAP on 18 April 2013) deleted. Condition 13 of the DAP Planning Approval states:

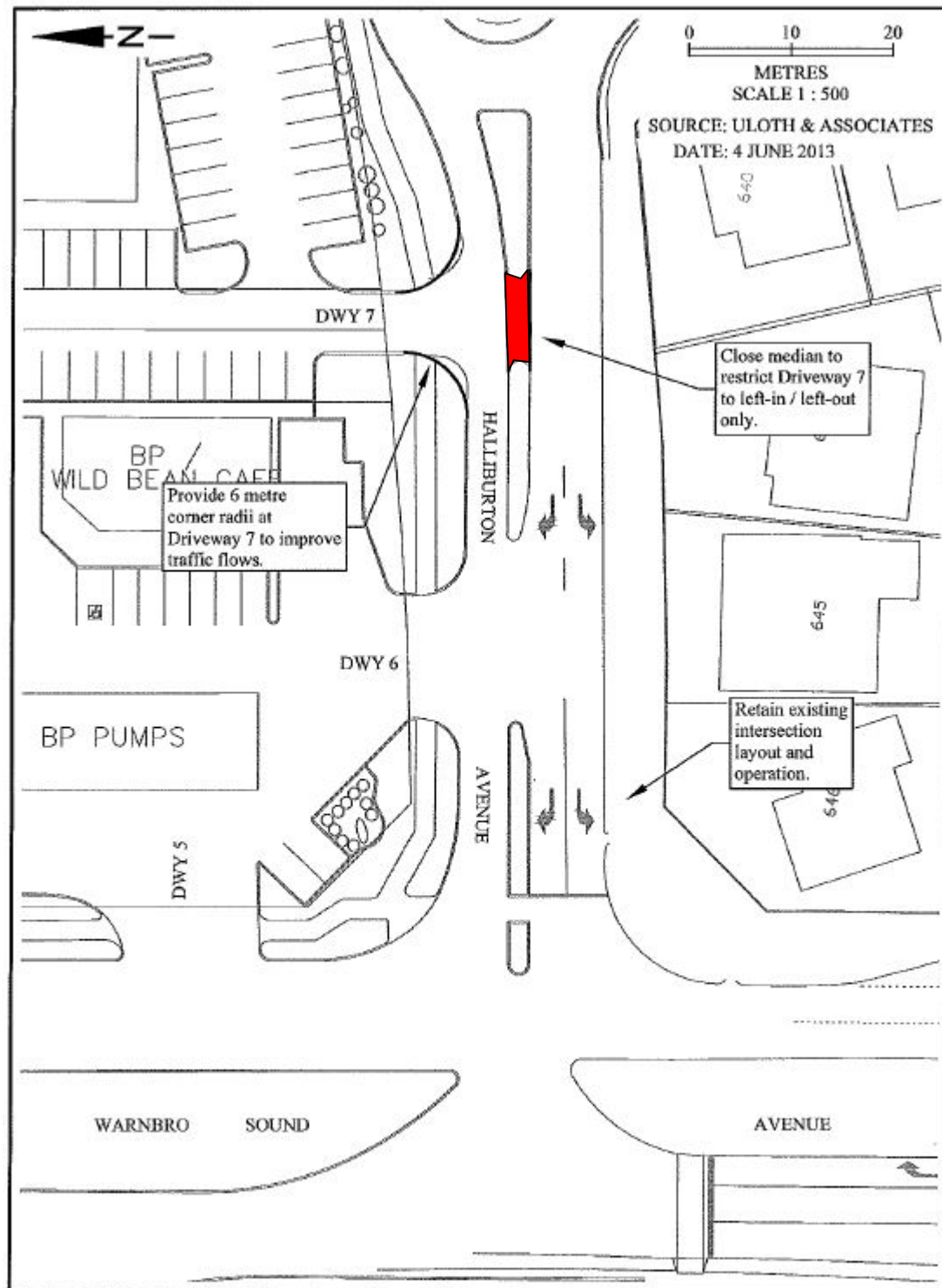
“13. The intersection of Halliburton Avenue to Warnbro Sound Avenue must be modified to include two right-turn lanes plus a left-turn lane on the westbound approach to the intersection, prior to the occupation of the development.”

The Proponent has submitted the application on the basis of the intersection modifications no longer being required if the Halliburton Avenue median is closed to allow for the extra queuing length of vehicles from the signal controlled intersection with Warnbro Sound Avenue. A revised Traffic Assessment Report (TAR) was submitted. The proposal therefore consists of:

- (i) Retain the existing Warnbro Sound Avenue and Halliburton Avenue intersection arrangement (delete Condition 13); and
- (ii) Closing the median break opposite Driveway 7. This will limit Driveway 7 to a left-in left-out access to decrease traffic congestion along Halliburton Avenue.

The Applicant's rational for this change is summarised as follows:

- The Existing Approved Site Plan (DA01) as per the JDAP Planning Approval (April 2013) provides significantly more parking at the northern end of the site with the inclusion of Lots 914 and 915 for additional parking. This would result in a slight improvement in the overall operation of the Warnbro Sound Avenue and Halliburton Avenue intersection.
- A review of the future intersection operational analysis shows that the existing traffic signal layout operates at an overall Level of Service C during peak hours, post construction of the development. The existing right turn out of Halliburton Avenue onto Warnbro Sound Avenue will however operate at Level of Service E with the queue length within Halliburton Avenue to extend through the junction at Driveway 7.
- Although the right turn will operate at Level of Service E, the expected stacking delay of 59 seconds for vehicles to move through the intersection of Halliburton Avenue and Warnbro Sound Avenue is still below the acceptable maximum limit of 65 seconds as specified in the Western Australian Planning Commission (WAPC) Transport Assessment Guidelines.
- The TAR finds that traffic congestion within Halliburton Avenue can be reduced should Driveway 7 become a left-in left-out only intersection. This would require the closure of the existing median opening opposite Driveway 7.
- It is now proposed to retain the existing intersection layout at Warnbro Sound Avenue and Halliburton Avenue.
- If the intersection was retained without modifications, vegetation along the southern side of Halliburton Avenue, currently acting as a screen to neighbouring houses, would be unaffected.



Recommended Modifications
 WARNBRO SOUND AVE - HALLIBURTON AVE - DRIVEWAY 7

FIG.
 4

Figure 3: Recommended Modifications

LEGISLATION & POLICY:

Legislation

Nil

State Government Policies

Nil

Local Policies

Nil

CONSULTATION:

Public Consultation

Driveway 7 is a shared access between the Warnbro Shopping Centre and Lots 604 to 606 Halliburton Avenue. The City consider that the proposed closure of the existing median opening changes access arrangements to Driveway 7 and therefore affected owners of Lots 604, 605, 606, 602 and 603, were consulted on the proposed changes to the Halliburton Avenue median island.



Figure 4: Consultation Map

At the close of the submission period two objections were received from tenants of Lot 604 (pharmacy) and Lot 606 (hair salon) respectively. Both submissions raised the same concerns as follows:-

Commercial effect on business

Submission:

The owner of the pharmacy (Lot 604) claims that Driveway 7 is the most used access / entry to the pharmacy. Redirecting vehicles may have a commercial effect on his business. He would be monitoring any impact on his business and will look for compensation.

The owner of the hair salon is concerned that with no access clients will not be able to turn into the Halliburton shopping centre (Lot 606). Driveway 8 does not allow for their shop to be visible from the road and with restrictions on signage, future customers will be unaware of their location. A direct access to Lot 606 from Halliburton Avenue is proposed.

Proponent's Response:

"I note that the submissions raise concerns with reduced vehicle access to their premises, and subsequent loss of trade.

It needs to be emphasised that it is only the median proposed to be closed, and not the driveway intersection to Halliburton Avenue. The only reduction in vehicle access for potential customers travelling to their premises will be for west-travelling vehicles on Halliburton Avenue no longer being able to turn right into driveway 7. These vehicles will still be able to access the premises via driveway 8, which is a more prominent and higher-order access anyway. Entry to their premises' car park is also immediately west of driveway 8 after it enters the site. Vehicles travelling to their premises from the south and using Turquoise Entrance can turn right at the round-about intersection with Halliburton Avenue and access the premises via driveway 8, which avoid the need to turn right across traffic at driveway 7 as is currently the case.

In this regard there is considered to be no potential adverse impact on vehicle access to their premises, as access is still available for vehicles approaching from the west and south direction via driveway 8 which is the more prominent and higher-order access. As such there should be no loss of trade attributed to the proposed median closure.

The only potential impact could be on vehicle access from their premises, leaving after a transaction has occurred, and therefore no loss of trade, with vehicles no longer being able to turn right onto Halliburton Avenue from driveway 7. Instead vehicles using driveway 7 will need to turn left and then perform a 180 degree turn at the round-about to access the Halliburton Avenue/Warnbro Sound Avenue intersection. Alternatively, and more preferably, they can use driveway 8, noting the comments above."

City's Comment:

The objectors appear to have a misconception of the actual proposal as they refer to "no access into our shopping centre", meaning the closure of Driveway 7 itself.

The TAR finds that traffic congestion within Halliburton Avenue can be reduced should Driveway 7 become a left-in left-out only intersection. This would require the closure of the existing median opening opposite Driveway 7. This proposal is supported by the Department of Planning.

The City considers that this proposal will have a minimal impact on access and vehicular movement.

Consultation with other Agencies or Consultants

The application was referred to the Department of Planning (Transport and Movement) who confirmed that they accept the submitted traffic analysis, stating that the Warnbro Sound Avenue Halliburton Avenue intersection will operate within acceptable limits. The Department has no objection to the proposed alternative arrangements.

PLANNING ASSESSMENT:

Proposed Deletion of Condition 13 and closure of median break in Halliburton Avenue

Comment

The City has considered this application and agrees with the proposal, based on the following:

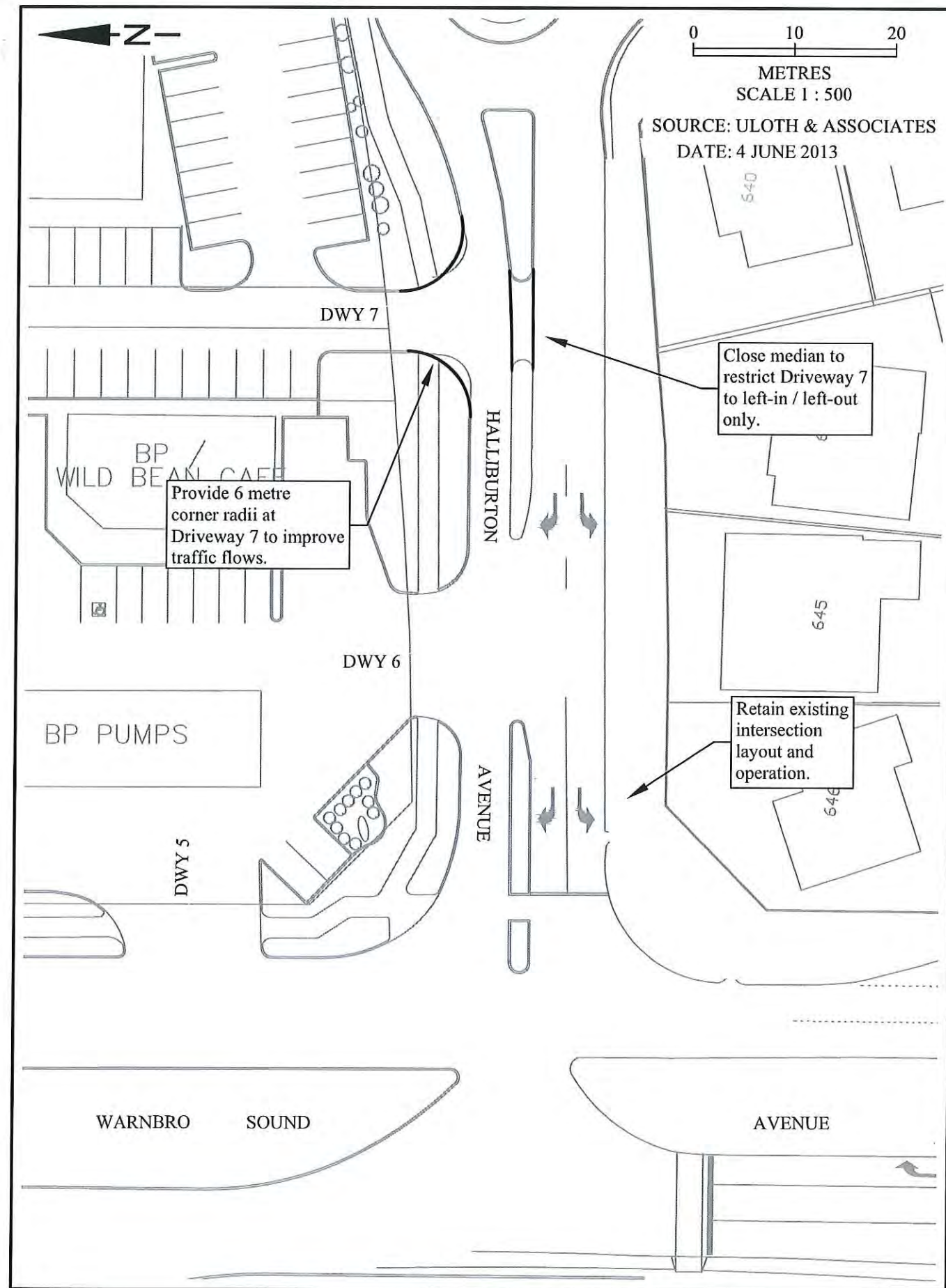
- The TAR review demonstrates that the existing traffic signal layout for the Warnbro Sound Avenue Halliburton Avenue intersection can operate at an acceptable Level of Service post development of the Warnbro Shopping Centre.
- Although the right turn will operate at Level of Service E, the expected delay of 59 seconds is still below the acceptable maximum limit of 65 seconds as specified in the WAPC Transport Assessment Guidelines.
- Traffic congestion within Halliburton Avenue can be reduced should Driveway 7 become a left-in left-out only intersection. This would require the closure of the existing median opening opposite Driveway 7.
- The proposal is supported by the Department of Planning (Transport and Movement).
- The City's Engineering Services reviewed the proposals and has no objection to the proposed modifications. The proposal conforms to the Transport Assessment Guidelines of the WAPC and will result in safer traffic movement and decreased traffic congestion.

CONCLUSION:

The revised proposal includes a minor change to the Halliburton Avenue layout configuration as well as the deletion of a condition of the DAP Planning Approval (April 2013). The City supports the following proposals:

1. Delete Condition 13 of the DAP Planning Approval (April 2013) and replace as follows:

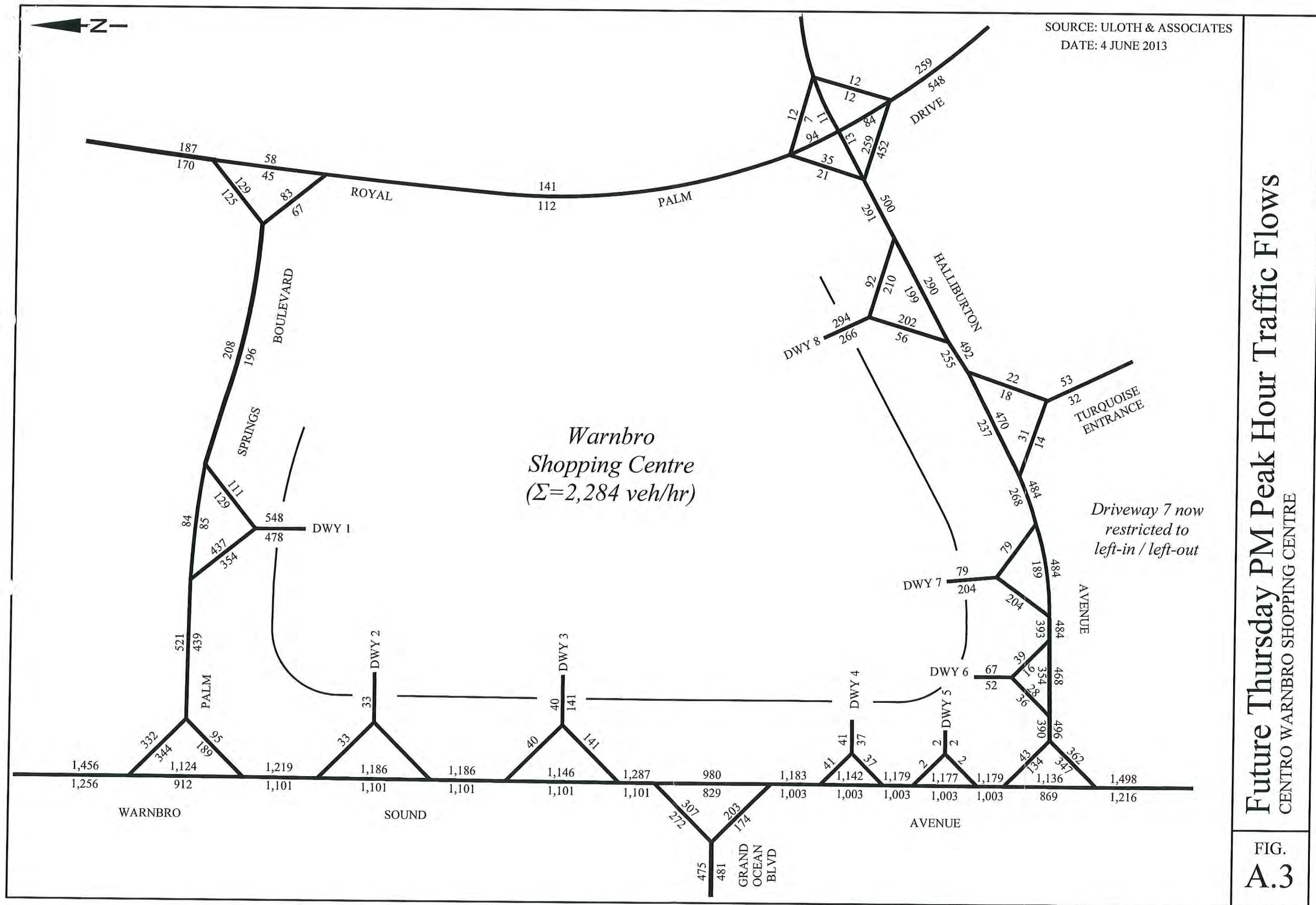
"The median break opposite Driveway 7 on Halliburton Avenue being closed in accordance with specifications approved by the City, prior to the occupation of the development."

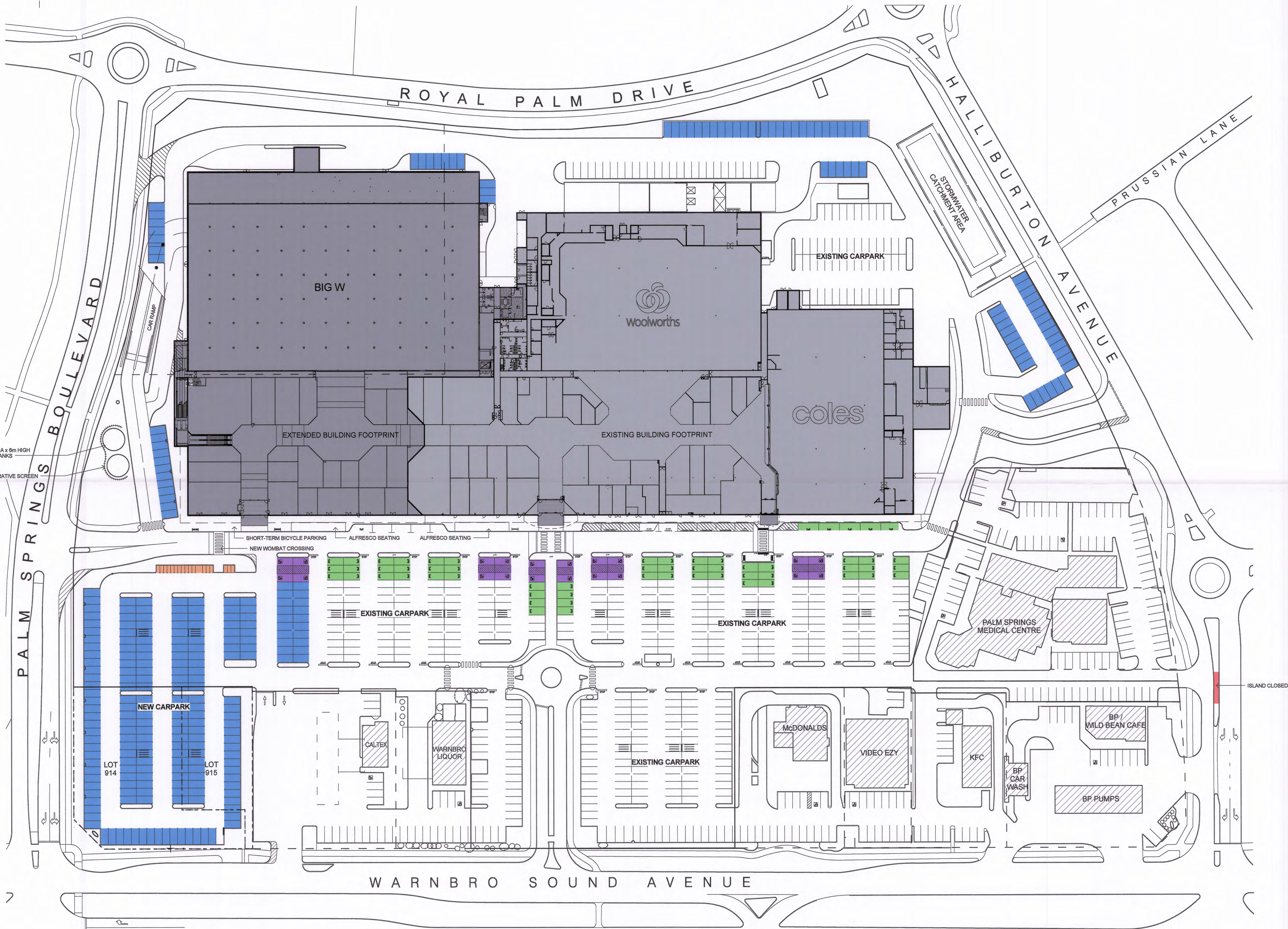


Recommended Modifications

WARNBRO SOUND AVE - HALLIBURTON AVE - DRIVEWAY 7

FIG.
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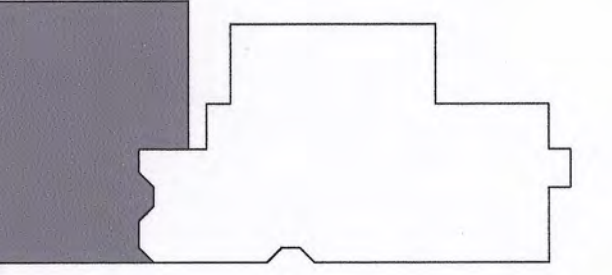




7.5m DIA x 6m HIGH
FIRE TANKS
DECORATIVE SCREEN

1 LOCATION PLAN
1:500

© COPYRIGHT
USE YOUR DIMENSIONS IN PREFERENCE TO SCALED.
ALL DIMENSIONS TO BE VERIFIED AND CHECKED ON SITE.



CARPARK LEGEND

- ADDITIONAL BAYS
- DISABLED BAYS
- PARENTS WITH PRAMS
- MOTORCYCLES
- TROLLEY BAY

Rev. Date	Initial	Description
Client		
Project Manager		
Project WARNBRO SHOPPING CENTRE		
Drawing Title SITE PLAN		
Drawn By SD	Checked By KB	Scale @ 01 1:500
Project No. 42887	Drawing No. SD201	Revision ORIGINAL DRAWING
Status AMENDED DA		

20.2013.23.1

Our Ref: 710-060
Your Ref: 20.2013.42.1 (DAP Ref: DP/13/00174)

23 July 2013

Chief Executive Officer
City of Rockingham
PO Box 2142
ROCKINGHAM DC WA 6967

CITY OF ROCKINGHAM	
RECORDED CORRESPONDENCE	
RECEIVED	
24 JUL 2013	
RECORDS OFFICE	
FILE 20.2013.42.1	A/CARD
OFFICER P17	COPY



TOWN PLANNING
URBAN DESIGN AND HERITAGE

Attention: Mr Dave Waller – Coordinator Statutory Planning

Dear Dave,

DEVELOPMENT ASSESSMENT PANEL PLANNING APPROVAL FOR EXPANSION OF WARNBRO SHOPPING CENTRE – DAP FORM 2 APPLICATION TO DELETE CONDITION 13

We write following our recent discussions regarding the DAP Form 2 application lodged by TPG Town Planning, Urban Design and Heritage with the City of Rockingham on 14 June 2013. As discussed, we seek to remove the proposed deletion of Condition 13 of the DAP approval from the aforementioned DAP Form 2 application, to enable this application to be considered at the Special Council Meeting scheduled for 5 August 2013, and the City's RAR to be provided to the DAP by 6 August 2013. In this regard we hereby submit the proposed deletion of Condition 13 as a fresh DAP Form 2 application.

Condition 13 – Halliburton Avenue Modification

Condition 13 states:

The intersection of Halliburton Avenue to Warnbro Sound Avenue must be modified to include two right-turn lanes plus a left-turn lane on the westbound approach to the intersection, prior to the occupation of the development.

It is requested that Condition 13 is deleted entirely, so as not to require the intersection modification, on the basis of the enclosed traffic assessment prepared by Uloth and Associates. In summary this assessment finds that where the existing median opening within Halliburton Avenue at Driveway 7 is closed, making this a left-in left-out only intersection, congestion within Halliburton Avenue is reduced and the existing intersection of Halliburton Avenue and Warnbro Sound Avenue can be retained without modification. This arrangement has been shown on the enclosed minor amended plans.

This request is initiated out of concern for the potential impact on existing residences that back onto Halliburton Avenue that would arise from the construction of a new turning lane located close to the rear boundaries of the residences. In addition to this, it is considered preferable from a civic and design perspective noting the existing established mature tree planting and vegetation within the verge on the southern side of Halliburton Avenue which serve a screening function for the residences. These would need to be removed to

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The Planning Group WA Pty Ltd
ABN 36 097 273 222

Mr Dave Waller
Coordinator Statutory Planning

DEVELOPMENT ASSESSMENT PANEL PLANNING APPROVAL FOR EXPANSION OF WARNBRO SHOPPING CENTRE –
DAP FORM 2 APPLICATION TO DELETE CONDITION 13

accommodate the additional lane required by Condition 13, and would result in the road surface and queuing vehicles being closer to the residences.

The loss of this vegetation would also cause a change in the landscape character of Halliburton Avenue and result in further loss of amenity.

We note that this proposal has already been forwarded to the Department of Planning for comment, who have advised that the Department has no objections. A copy of the Department's letter to the City dated 10 July 2013 is enclosed.

In accordance with the relevant requirements, please find enclosed:

- A completed Development Assessment Panel 'DAP Form 2';
- Six (6) copies of the traffic assessment prepared by Uloth and Associates;
- A copy of the Department of Planning's letter dated 10 July 2013; and
- A cheque in favour of the City of Rockingham for \$150, being the DAP Form 2 application fee. As discussed we understand that the City will not require an additional application amendment fee.

We look forward to the City of Rockingham's positive report and recommendation to the Development Assessment Panel for the deletion of Condition 13 as detailed above.

We would be pleased to discuss any of the above matters further with you and should you have any queries in relation to the above, please do not hesitate to contact the undersigned on (08) 9289 8300.

Yours sincerely
TPG TOWN PLANNING, URBAN DESIGN AND HERITAGE



Dan Lees
Senior Town Planner

Encl.
Encl.

ULOTH & ASSOCIATES

CONSULTANTS IN TRAFFIC ENGINEERING
AND TRANSPORT PLANNING

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Level 15, 207 Murray Street, Perth WA 6000
PO Box 7258 Cloisters Square WA 6850
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4 June 2013

Chris West,
Insight Project Services,
Suite 45, Level 2, Trinity Building,
72 St Georges Terrace,
PERTH WA 6000

Dear Chris,

RE: WARNBRO CENTRE SHOPPING CENTRE
WARNBRO SOUND AVENUE - HALLIBURTON AVENUE TRAFFIC SIGNALS

As requested, we have reviewed the previous recommendations to upgrade the intersection layout at Warnbro Sound Avenue - Halliburton Avenue as part of the proposed shopping centre expansion.

1. INTRODUCTION AND BACKGROUND

- The Development Application for a proposed Stage 2 development of Warnbro Shopping Centre was initially prepared in February 2011, and Uloth and Associates prepared a Transport Assessment Report in support of the proposal at that time. The proposed development plans were later revised to include a car park deck above the proposed Discount Department Store and to replace previously assumed development on Lots 914 and 915 (in the north-west corner) with additional parking. A Transport Assessment Report Addendum was therefore published in February 2013 to address the revised plans.
- When carrying out the intersection operational analyses as part of the initial transport assessment, it was identified that with the existing intersection arrangement queuing within Halliburton Avenue would extend back to the roundabout at Turquoise Entrance during peak periods, and that the right turn from Halliburton Avenue into Warnbro Sound Avenue would operate at an undesirable Level of Service E.
- In order to avoid congestion within the roundabout and also at the adjacent Access Driveway 7 (just 20 metres west of the roundabout), it was recommended to upgrade the signalised junction by introducing a second right turn lane within Halliburton Avenue. This would improve the Level of Service for the right turn movement and would reduce queuing within Halliburton Avenue by allowing more green time to be allocated to the right-in/left-out traffic signal phase.
- With the revised plans to provide significantly more parking at the northern end of the site, the February 2013 Addendum showed slightly reduced traffic flows expected at Halliburton Avenue, and hence a slight improvement on the overall intersection operation. However, since the previously recommended intersection upgrade had been approved by both City of Rockingham and WAPC, there was no attempt made to further scrutinise the need for this upgrade.
- It has now been identified that established vegetation along the southern side of Halliburton Avenue would have to be removed to achieve the approved modifications, and the verge width and screening to the adjacent residential dwellings would be significantly reduced. It is therefore desirable to reassess the intersection operations and explore alternative ways to achieve an acceptable outcome.

2. REVISED TRAFFIC FLOWS AND ANALYSIS

- Further review of the future intersection operational analyses shows that the existing traffic signal layout could operate at an overall Level of Service C following the proposed development, but the right turn out of Halliburton Avenue will operate at Level of Service E and the queue length within Halliburton Avenue will extend through the junction at Driveway 7 (although not quite as far as the roundabout at Turquoise Entrance).
- It is important to note, however, that although the right turn will operate at Level of Service E, the expected delay of 59 seconds is still below the acceptable maximum limit of 65 seconds specified within the WAPC Transport Assessment Guidelines.
- It is therefore now proposed to retain the existing intersection layout at Warnbro Sound Avenue, and to address the congestion/queuing issues within Halliburton Avenue by closing the existing median opening at Driveway 7 and hence restricting its access to left-in/left-out movements only.
- The modified future Thursday PM peak hour traffic flows (previously reported in the February 2013 Addendum Report) are as shown in the attached Figure A.3, while the future intersection operational characteristics for the existing intersection configuration are shown below in Table 1.
- Further analysis shows that the Halliburton Avenue - Driveway 8 junction will also operate at an acceptable Level of Service C during the critical peak hour with the additional right turns that would otherwise have occurred at Driveway 7.

TABLE 1
OPERATIONAL CHARACTERISTICS FOR SIGNALISED WARNBRO SOUND AVENUE -
HALLIBURTON AVENUE JUNCTION – EXISTING AND FUTURE PM PEAK HOURS
WITH EXISTING INTERSECTION LAYOUT AND OPERATION

ITEMS	OPERATIONAL CHARACTERISTICS											
	Existing PM Peak Hour						Future PM Peak Hour					
No. of Approach Lanes: N E S W	3 2 3 -						3 2 3 -					
No. of Phases	4						4					
Cycle Time (sec)	70						80					
Max X-Value	0.822						0.899					
Avrge Delay (sec)	19.9						23.3					
Level of Service	B						C					
Approach	Move- ment	X- Value	Max. Queue		Avrge Delay (sec)	Level of Serv.	Move- ment	X- Value	Max. Queue		Avrge Delay (sec)	Level of Serv.
			Veh.	m					Veh.	m		
Warnbro Sound Avenue - north	L	0.050	0.7	5	14.2	B	L	0.055	0.6	4	15.2	B
	T	0.811	20.1	147	26.6	C	T	0.844	24.7	180	31.4	C
	T	0.811	20.1	147	26.6	C	T	0.844	24.7	180	31.4	C
Halliburton Ave - east	L	0.359	8.3	61	21.1	C	L	0.447	9.9	73	23.4	C
	R	0.722	6.3	46	45.1	D	R	0.899	6.7	49	59.0	E
Warnbro Sound Avenue - south	T	0.302	6.5	47	3.5	A	T	0.318	3.2	5.5	40	A
	T	0.302	6.5	47	3.5	A	T	0.318	3.2	5.5	40	A
	R	0.822	9.7	71	30.1	C	R	0.858	34.7	12.0	87	C

Notes: Level of Service calculations are based on Average Delay and Degree of Saturation.
Underlined X-values denote maximum values.

Source: Uloth and Associates


3. RECOMMENDED PLAN

On the basis of the above analysis, the revised recommendations regarding Halliburton Avenue are now as follows:

- It is recommended to retain the existing intersection layout and traffic signal operation at Warnbro Sound Avenue - Halliburton Avenue, as shown in the attached Figure 4 (updated from Figure 4 in the February 2013 Transport Assessment Report Addendum).
- It is recommended to close the existing median opening within the Halliburton Avenue at Driveway 7, as also shown in the attached Figure 4, in order to remove the congestion that would otherwise occur as a result of long queues within Halliburton Avenue.
- It is recommended to increase the corner radii at the Driveway 7 junction within Halliburton Avenue in order to improve traffic flow for the resulting left-in/left-out operation, as also shown in Figure 4.

I trust that the above re-assessment and revised recommendations are acceptable. Please do not hesitate to contact me if you require further information or clarification.

Yours sincerely,



Darren Levey