

<b>Technical Report</b>			
<b>Application No:</b>	PA18/796		
<b>Lodgement Date:</b>	27/09/2018	<b>DAU Date:</b>	
<b>Address:</b>	Lot 128 South Western Highway		
<b>Proposal:</b>	Warehouse		
<b>Land Use:</b>	Warehouse	<b>Permissibility:</b>	P
<b>Owner:</b>	Auswide International Investments Pty Ltd		
<b>Applicant:</b>	Urbanism		
<b>Zoning:</b>	Urban Development	<b>Density Code:</b>	-
<b>Delegation Type:</b>	11.1.1	<b>Officer:</b>	Haydn Ruse
<b>Site Inspection:</b>	Yes		
<b>Advertising:</b>			
<b>Outstanding Internal Referrals:</b>	No		
<b>External Referrals:</b>	No		
<b>Within a Bushfire Prone Area:</b>	Yes		

### **Introduction:**

A planning application dated 27 September 2018 has been received for proposed Warehouse at Lot 128 South Western Highway, Byford.

The subject lot is zoned Urban Development in accordance with the Shire's Town Planning Scheme No. 2 (TPS 2). A Warehouse is considered a 'Warehouse' use which would be an 'P' use within a Mixed Business zone, as designated in the LSP, in accordance with the Shire's TPS 2.

This report recommends that the Warehouse as proposed be approved subject to appropriate conditions.

### **Background:**

#### Existing Development:

The subject site is currently undeveloped and is mostly cleared with the exception of a wide strip of vegetation running east-west through the centre of the lot.

#### Proposed Development/Site Context:

The proposal is for a two storey Warehouse, providing 545 rooms of varying size that can be rented/hired for the storage of the personal goods of customers.

### **Community / Stakeholder Consultation:**

Advertising was carried out for a period of 21 days, from 3 December 2019 – 24 December 2019, whereby 4 submissions were received.

The submissions contain objection to the proposal in relation to the following:

- Traffic volumes;
- Visual impact;
- Whether there is a need for this type of development; and
- Whether the land use should be relocated into an existing industrial park.

The content of the submissions have been considered in detail within the Planning Assessment section of this report.

The application was also referred to Main Roads WA (Main Roads), due to the location of the proposed development adjacent to a Primary Regional Road (South Western Highway), which the development would take access from. Initially, Main Roads objected to the proposed development raising concerns about a lack of traffic information and proximity of the access point to the intersection with South Western Highway. The applicant subsequently revised the plans and provided additional traffic assessment, which has satisfied Main Roads concerns and a letter of no objections has been received.

#### **Statutory Environment:**

- *Planning and Development (Local Planning Schemes) Regulations 2015*
- Metropolitan Region Scheme
- Town Planning Scheme 2
- Draft South Metropolitan Peel Sub-Regional Framework Towards Perth and Peel 3.5 Million
- Lots, 1, 3 & 128 South Western Highway Local Structure Plan
- State Planning Policy 3.7 – Planning in Bushfire Prone Areas
- State Planning Policy 7.0 – Design of the Built Environment
- Local Planning Policy 4.11 – Advertising Policy
- Local Planning Policy 4.13 – Revegetation Policy

#### **Planning Assessment:**

A comprehensive assessment has been undertaken in accordance with section 67 of the Planning and Development Regulations 2015, the assessment can be viewed as part of the attachment.

#### Land Use:

The proposed development is intended to be used for the storage of goods for customers renting/hiring storage units. This is considered to best fit within the land use definition of a 'Warehouse', defined under TPS2 as:

***'Warehouse*** – means land and buildings wherein goods are stored and may be offered for sale by wholesale.'

The proposal does not involve the offering of goods stored by wholesale; however, the definition is not worded to require this to be undertaken in order for development to meet the definition. As the proposal has been assessed on the basis of there being no wholesale, a condition would be imposed prohibiting the sale of goods by wholesale. This is an important element given warehousing for sale would include additional traffic than has been assessed as part of self storage warehousing.

Within the 'Mixed Business' land category, as designated under the Structure Plan, a 'Warehouse' land use would be a 'P' use. While the land is zoned 'Urban Development,' the Structure Plan designation must be given due regard and in this respect provides a land use category of 'Mixed Business' – where warehousing is an expected and permitted use.

Officers consider the proposed land use is consistent with the intended use of land within the Structure Plan.

In terms of the Shire's Draft Local Planning Scheme No. 3, the land is proposed to be zoned 'Service Commercial' which has an objective to:

- *accommodate commercial activities which, because of the nature of the business, require good vehicular access and/or large sites and;*
- *provide for a range of wholesale sales, showrooms, trade and services which, by reason of their scale, character, operational or land requirements, are not generally appropriate in, or cannot conveniently or economically be accommodated in, the central area, shops and offices or industrial zones.*

In the 'Service Commercial' zone, a 'Warehouse/Storage' is also a permitted and intended use.

Submissions received during consultation raised concern about the appropriateness of the proposed land use are not reflective of the current and future designation as provided by the planning framework. The use is appropriate for the land. Assessment is thus focussed on ensuring the physical works and design of the proposal reflects an acceptable development outcome.

#### Lots 1, 3 & 128 South Western Highway Local Structure Plan:

The subject lot falls within the Lots 1, 3 & 123 South Western Highway Structure Plan. The Structure Plan designates the site as 'Mixed Business' and provides requirements for the development of the area covered. The Structure Plan sets out requirements for Bushfire Management, Design Guidelines, Water Management, and Landscape Management Plans prior to development application. This range of issues are addressed through the following analysis of the proposed development.

#### State Planning Policy 3.7 – Planning in Bushfire Prone Areas:

The subject site is located within a designated bushfire prone area and subject to the provisions under SPP3.7. The Bushfire Management Plan submitted with the application indicated the development would have a Bushfire Attack Level (BAL) of BAL-29. The Bushfire Management Plan adequately addresses the requirements of SPP3.7 and the associated guidelines and should be imposed as a condition of approval.

#### External design quality

A key aspect of the development assessment of this proposal is the design outcome, and especially the external presentation of development to its local setting. Both the State and Local Planning Frameworks seek to elevate specific focus on achieving good design outcomes, which is important in a context like Byford where rapid change in the built environment is occurring. Such change needs to be guided in a way which reinforces place based values, especially in the design of external edges and the choices of building materials so that development underpins an intended rural and natural character for Byford.

In respect of the State Planning Framework, State Planning Policy 7.0 (SPP7.0) has been prepared as a State wide planning policy, that exists to elevate the importance of design quality across the whole built environment. Forms of commercial and industrial development, given their location as either integral parts to, or on the edge of, town centres particularly contribute to setting a design keynote that is an important determinant of place. SPP7.0 contains provisions that relate specifically to achieving effective design as follows:

- *New development should integrate into its landscape/townscape setting, reinforcing local distinctiveness and responding sympathetically to local building forms and patterns of development. Building materials, construction techniques and details should, where appropriate, enhance local distinctiveness.*

- *The orientation, proportion, composition, and articulation of built form elements should deliver an outcome that is suited to the purpose, defines the public domain, contributes to the character of adjacent streetscapes and parks, and provides good amenity for people at ground level.*
- *A well-conceived design addresses all scales, from the articulation of building form through to the selection and detailing of materials and building elements, enabling sophisticated, integrated responses to the character of the place.*
- *In assessing design quality, consideration of aesthetics should not be limited to style and appearance; the coherence of the design concept and the cultural relevance of the proposal should also be taken into account.*

These are in turn supported in the Local Planning Framework, where under Clause 67 of the Deemed Provisions of the Scheme, the development assessment is required to have due regard to the following matters:

- *the compatibility of the development with its setting including the relationship of the development to development on adjoining land or on other land in the locality including, but not limited to, the likely effect of the height, bulk, scale, orientation and appearance of the development;*
- *the amenity of the locality including the following —*
  - o *(i) environmental impacts of the development;*
  - o *(ii) the character of the locality;*
  - o *(iii) social impacts of the development;*

This provides a strong grounding to consider how the design of the development contributes to an effective built form outcome, which sets a positive and intended key note for development as a key entry point in to Byford.

In terms of the design, the proposed development features two large-scale and what are considered to be overly simple buildings measuring 3,871.71m<sup>2</sup> in area with a height of 6.7m. Given the designation of the land as 'Mixed Business' under the Structure Plan there is an expectation that the built form of development within this estate will be of a two storey scale. This however does not remove the expectation for a visual appealing development, as expected under both the Local and State Planning frameworks, with aesthetic edges especially important to address the primary gateway entrance from the south into Byford. The façade of the proposed development features three design elements: Shale grey colorbond at ground floor level running vertically, Windspray colorbond at the first floor level running horizontally and extending slightly beyond the footprint of the ground floor, and several Monument colorbond 'fins' extending 800mm above the building line.

This is considered only a limited attempt in creating what should be an aesthetically interesting building form. In terms of urban design, for development along major public road frontages the planning framework will often seek to promote a combination of active and/or aesthetic edges. In the case of a warehouse use however, the ability for activation is often limited given the internalised nature of activity within the vast building structure. Accordingly, it is important that design attempts to create a highly aesthetic edge, as a way to help lessen the bulk and scale of an otherwise plain looking building.

The current elevations are not considered to be an acceptable development form, for a site which is a key gateway entry point to the townsite and visually prominent from South Western Highway.

Considering the eastern (South Western Highway) edge, the building will present as a plain 70m rectangular box, with no prominent visual articulation, building depth or architectural treatments. While the Shire acknowledges that a self-storage warehouse has some limited

practicalities in respect of aesthetic design, there are a number of recent examples across the Australian and Perth urban contexts, particularly from the national storage brand, that show how design adjustments can achieve a better visual appeal.

A condition is recommended that will require the development to be modified as it presents itself to the southeast, east and northeast edges of the site:

*Revised plans being submitted to and approved by the Council of the Shire of Serpentine Jarrahdale, prior to the issue of a Building Permit. These revised plans are to demonstrate the following design changes to the satisfaction of Council:*

- i. The south east and north east corners of Building A being replaced with pre cast concrete panels, with such panel cast to provide an angular modern edge which is intermixed with stone, wood and/or recycled brick finishes. This is to wrap at least 10m around the corners of the building;*
- ii. The eastern elevation of Building A being provided with a vertical element of articulation at maximum intervals of 7m. These vertical elements are to be a width of at least 2m, project out from the edge of the building in order to create building dept variation and extend at least 2m above the roof height of the building;*
- iii. The southern elevation of Building B being replaced with pre cast concrete panels, with such panel cast to provide an angular modern edge which is intermixed with stone, wood and/or recycled brick finishes;*
- iv. Signage being integrated with the revised design of the building, and appropriately framed to represent a further design feature for the elevations of both Building A and B.*

In the absence of a revised design, the development is considered to create a substandard planning outcome for the land. It should be noted that this condition recommends Council consider the final elevations, given the importance of the site as a gateway entry in to Byford.

Local Planning Policy 4.11 – Advertising Policy:

The proposed development features branding signage that addresses South Western Highway and two internal roads. This type of signage is subject to assessment under LPP4.11. Consideration has been given as part of this assessment for the Structure Plan designation as 'Mixed Business'.

The proposed signage includes two small brand signs (7.5m<sup>2</sup>), two large brand signs (13m<sup>2</sup>), and one large business information sign (34m<sup>2</sup>). The signage is located on the first floor walls of the proposed development and would all be considered 'Wall Signs' in accordance with LPP4.11.

LPP4.11 limits wall signs to the display of the name, logo or slogan of the business premises only and limits the area of the face of walls signs to 10m<sup>2</sup>. The small branding signs comply with these requirements; however, the large branding sign exceeds the maximum area and the large business information varies both requirements. In this instance, Officer acknowledge that the planning framework envisages specific design guidelines to facilitate development within this estate, to take into account the anticipated bulky nature of development anticipated. Officers however are not satisfied with the design of the building, and by virtue of being integrated in to the building, the signage is not considered acceptable.

To address signage, the broader issue of addressing design will need to also occur first. This is as per the condition discussed above, with signage mentioned in sub point 4 of that condition:

Revised plans being submitted to and approved by the Council of the Shire of Serpentine Jarrahdale, prior to the issue of a Building Permit. These revised plans are to demonstrate the following design changes to the satisfaction of Council:

- i. The south east and north east corners of Building A being replaced with pre cast concrete panels, with such panel cast to provide an angular modern edge which is intermixed with stone, wood and/or recycled brick finishes. This is to wrap at least 10m around the corners of the building;
- ii. The eastern elevation of Building A being provided with a vertical element of articulation at maximum intervals of 7m. These vertical elements are to be a width of at least 2m, project out from the edge of the building in order to create building depth variation and extend at least 2m above the roof height of the building;
- iii. The southern elevation of Building B being replaced with pre cast concrete panels, with such panel cast to provide an angular modern edge which is intermixed with stone, wood and/or recycled brick finishes;
- iv. Signage being integrated with the revised design of the building, and appropriately framed to represent a further design feature for the elevations of both Building A and B.

Local Planning Policy 4.13 – Revegetation Policy:

The proposed development will require the removal of a significant area of vegetation at the northern end of the lot. The requirements of LPP4.13 indicate landscaping should be provided to off-set the removal of vegetation. Where possible planting should be local native species to improve biodiversity within the Shire. Officers consider a condition for a Landscaping Management Plan would be sufficient to address the requirements of LPP4.13.

Car Parking:

The proposed development incorporates a total of 35 parking bays, with 5 designated bays and 30 bays within the current road network pattern. The internal access way is one-way only and is 6.5m in width to allow for parallel parking of vehicles within proximity to the storage room access locations. This provides the additional 30 parking bays within the site (based on the parallel parking bay length and width requirements under the Australian standard). This reflects how a development like this works, as customers park and load/unload close to their secured unit.

Under TPS2 a 'Warehouse' land use requires one parking space per 100m<sup>2</sup> gross leasable area and an 'Office' land use requires one space per 40m<sup>2</sup> GLA or a minimum of two per office unit. The GLA for the warehouse is 7,734.42m<sup>2</sup> and would trigger the requirement for 78 parking spaces. The Office is 135m<sup>2</sup> and features one office unit, which would trigger the requirement for four bays.

The total parking requirement for the proposed development adds up to 82 parking spaces for which the proposed development would be in a 47 bay shortfall.

Under LPS3, the car parking requirements for a 'Warehouse/Storage' land use is one bay per 80m<sup>2</sup> and the requirement for an 'Office' land use is one bay per 40m<sup>2</sup>. Under the parking provisions of LPS3, the proposed development would require 100 car parking bays and would be in a 65 bay shortfall.

The applicant has provided a traffic and parking demand study with the application that outlines the specific parking and traffic demands generated by the proposed development type, which is specific to a self-storage development in nature. Officers are satisfied that the proposed development, in its nature, generates a relatively low and highly transient volume of traffic and parking demand.

The problem however is that should the development ever seek to transition to an alternative tenancy, in either whole or part of the buildings, there will be insufficient parking in which to accommodate this. To address this issue, a condition is recommended to limit the use of the development to self-storage only. Additionally, the Shire through its new Local Planning Scheme 3 can impose a Restricted Use designation on the land, so that no other use can occur given the issues associated with the low levels of parking provided.

**Bicycle Parking:**

The Shire's Local Planning Policy 4.15 – Bicycle Facilities Policy does not require any bicycle parking spaces or facilities for 'Warehouse' land uses; however, LPS3 provides bicycle parking requirements for a 'Warehouse/Storage' land use at a rate of one bay per 2,000m<sup>2</sup>. The proposed development covers an area of 7,734.42m<sup>2</sup> and would trigger the requirements for four bicycle parking bays under LPS3. Officers have recommended a condition of approval requiring the provision of four bicycle parking spaces to meet the future requirement of LPS3.

**Traffic:**

The proposed development is a type of development that typically generates low levels of vehicle traffic. As the development is designed for the storage of goods and given the location adjacent to a major road, there is an expectation that patrons of the site will arrive by car. The applicant has provided a Traffic Impact Statement, which estimates the development would generate 212 vehicle trips per day, 24 of which would occur during the peak periods.

Given the only access to the site is through South Western Highway, the primary consideration will be ensuring the intersection to South Western Highway is designed to facilitate the volume of traffic expected to be generated, this will ensure the flow of traffic to and from South Western Highway is managed. The intersection design will be subject to Main Roads satisfaction and determined through detailed design. Officers are satisfied that the traffic generated by the proposed development will be managed appropriately and will not detrimentally affect the performance of the surrounding road network.

Robertson Road is also required to be constructed, as a local road, for the full extent of the frontage of the property. This forms a condition of approval.

**Options and Implications:**

With regard to the determination of the application for planning approval under Town Planning Scheme No. 2, DAU has the following options:

Option 1: DAU may resolve to approve the application subject to conditions.

Option 2: DAU may resolve to approve the application unconditionally.

Option 3: DAU may resolve to refuse the application subject to reasons.

Option 1 is recommended.

**Conclusion:**

The application seeks approval for a Warehouse, to be used as a self-storage facility. The proposed development needs specific conditions to address issues in respect of design and use, and these form part of the officer recommendation.

**Attachments:**

- CL67 Table

### Deemed Provisions – Cl 67 Matters to be considered by local Government

a) The aims and provisions of this Scheme and any other local planning scheme operating within the area	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment:</b>			
b) The requirements of orderly and proper planning including any proposed local planning scheme or amendment to this Scheme that has been advertised under the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i> or any other proposed planning instrument that the local government is seriously considering adopting or approving	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
c) any approved State planning policy	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: State Planning Policy 3.7 – Planning in Bushfire Prone Areas</b>			
d) any environmental protection policy approved under the <i>Environmental Protection Act 1986</i> section 31(d) – <b>None</b> <b>Applicable to this area from what I can determine</b>	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
e) any policy of the Commission	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
f) any policy of the State	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
g) any local planning policy for the Scheme area	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: Local Planning Policy 4.11 – Advertising Policy Local Planning Policy 4.13 – Revegetation Policy</b>			
h) any structure plan, activity centre plan or local development plan that relates to the development	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: Lots 1, 3 &amp; 128 South Western Highway Local Structure Plan</b>			
i) any report of the review of the local planning scheme that has been published under the <i>Planning and Development (Local Planning Schemes) Regulations 2015</i>	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
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	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			

k) the built heritage conservation of any place that is of cultural significance	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
l) the effect of the proposal on the cultural heritage significance of the area in which the development is located	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
m) the compatibility of the development with its setting including the relationship of the development to development on adjoining land or on other land in the locality including, but not limited to, the likely effect of the height, bulk, scale, orientation and appearance of the development	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: The proposed development is the first development to occur within this estate. The design of this cornerstone development is key to establishing a good design outcome for the area. As such, a condition has been recommended, requiring some redesign to occur along the prominent edges to improve the design outcomes.</b>			
n) the amenity of the locality including the following – I. Environmental impacts of the development II. The character of the locality III. Social impacts of the development	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: The proposed development is considered unlikely to impact on the amenity of the surrounding area.</b>			
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	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
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	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: The proposal provides landscaping in accordance with TPS2 requirements. A Landscaping and Revegetation Management Plan would be conditioned to provide further detail.</b>			
q) the suitability of the land for the development taking into account the possible risk of flooding, tidal inundation, subsidence, landslip, bushfire, soil erosion, land degradation or any other risk	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: The land is considered to be suitable.</b>			
r) the suitability of the land for the development taking into account the possible risk to human health or safety	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
s) the adequacy of – I. The proposed means of access to and egress from the site; and II. Arrangements for the loading, unloading, manoeuvring and parking of vehicles	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment:</b>			

t) the amount of traffic likely to be generated by the development, particularly in relation to the capacity off the road system in the locality and the probable effect on traffic flow and safety	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment:</b>			
u) the availability and adequacy for the development of the following – I. Public transport services II. Public utility services III. Storage, management and collection of waste IV. Access for pedestrians and cyclists (including end of trip storage, toilet and shower facilities) V. Access by older people and people with disability	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
v) the potential loss of any community service or benefit resulting from the development other than potential loss that may result from economic competition between new and existing businesses	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
w) the history of the site where the development is to be located	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
x) the impact of the development on the community as a whole notwithstanding the impact of the development on particular individuals	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			
y) any submissions received on the application	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: Submissions have been received objecting to the proposed development; however, Officers consider the issues have been resolved through conditions of approval and technical reporting provided by the applicant.</b>			
Za) the comments or submissions received from any authority consulted under clause 66	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	N/A <input type="checkbox"/>
<b>Comment: Main Roads have revised their submission and do not object.</b>			
Zb) any other planning consideration the local government considers appropriate	YES <input type="checkbox"/>	NO <input type="checkbox"/>	N/A <input checked="" type="checkbox"/>
<b>Comment:</b>			