



**NOTICE OF MEETING**

**SPECIAL MEETING OF COUNCIL  
CONSIDERING CITY SUBMISSION: DEVELOPMENT  
APPLICATION LAKELANDS TRAIN STATION**

Members of Council are advised that a meeting will be held in the Council  
Chambers 83 Mandurah Terrace, Mandurah on:

**Tuesday 13 July 2021 at 7.00pm**

**MARK R NEWMAN**  
Chief Executive Officer  
8 July 2021

# AGENDA:

**1 OPENING OF MEETING AND ANNOUNCEMENT OF VISITORS**

**2 ACKNOWLEDGEMENT OF COUNTRY**

**3 APOLOGIES**

Leave of Absence – Councillor L Rodgers

**4 IMPORTANT NOTE**

Members of the public are advised that any decisions made at the meeting tonight, can be revoked, pursuant to the *Local Government Act 1995*. Therefore, members of the public should not rely on any decisions until formal notification in writing by Council has been received.

**5 PUBLIC QUESTION TIME**

Public Question time provides an opportunity for members of the public to ask a question of Council. For more information regarding Public Question Time please visit the City's website [www.mandurah.wa.gov.au](http://www.mandurah.wa.gov.au) or telephone 9550 3787.

**6 ANNOUNCEMENTS**

Modifications to City of Mandurah *Standing Orders Local Law 2016*

**7 DEPUTATIONS**

Any person or group wishing to make a Deputation to Council regarding a matter listed on this agenda for consideration must complete an application form. For more information regarding making a deputation please visit the City's website [www.mandurah.wa.gov.au](http://www.mandurah.wa.gov.au) or telephone 9550 3787.

**8 DECLARATIONS OF FINANCIAL, PROXIMITY AND IMPARTIALITY INTERESTS**

**9 QUESTIONS FROM ELECTED MEMBERS (WITHOUT DISCUSSION)**

9.1 Questions of which due notice has been given

9.2 Questions of which notice has not been given

**10 REPORTS:**

<i>No.</i>	<i>Item</i>	<i>Page No</i>	<i>Note</i>
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**11 CONFIDENTIAL ITEMS**

**12 CLOSE OF MEETING**

**Attachments to Special Council Minutes: 13 July 2021 Special Council Reports**

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<b>1</b>	<b>SUBJECT:</b>	Lakelands Train Station: Development Application Council Comment
	<b>DIRECTOR:</b>	Strategy and Economic Development
	<b>MEETING:</b>	Special Council Meeting
	<b>MEETING DATE:</b>	13 July 2021

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## Summary

The application for development approval has been lodged on behalf of the Public Transport Authority ('PTA') for the Lakelands Train Station, with the Department of Planning, Lands and Heritage ('DPLH') as the 'responsible authority' for its assessment and recommendation to the Outer Metro Joint Development Assessment Panel ('JDAP'). Council is provided an opportunity to provide comment on the application.

The application proposes the following elements:

- Station building with pedestrian overpass connecting two platforms, set in an existing cutting with associated amenities including ticketing machine facilities, bicycle storage and toilets;
- A mode-separated bus interchange facility with provision for 8 bus bays;
- Car parking comprising 400 bay at-grade car bays and separate passenger drop off area; and
- Road works to provide car park access off Ashwood Parkway and bus access from Lake Valley Drive, including modification to the existing Lake Valley Drive roundabout and Ashwood Parkway/Lake Valley Drive intersection.

According to the PTA's modelling, more than 2,300 passengers are expected to board at Lakelands Station each day in 2023, growing to 3,500 in 2031".

With a 400-bay car park, significant concerns exist with the impact on the surrounding neighbourhood in regard to the existing (or lack thereof) pedestrian network and on-street parking and verges are to be addressed as part of the development.

Further, 25 per cent of arrivals are due to be via bus, based on the bus interchange within the station, however to date, no details of bus routes servicing the district have been prepared at this stage. In order for the station to function in accordance with the modelling prepared, a substantial shift in travel behaviour is going to be required.

It is recommended that this report forms the basis for the Council's submission on the application providing comments based on the above, detailed comments relative to the management plans lodged with the proposal; and that planning and funding commitments for the surrounding infrastructure and the future Karnup Station must continue to be progressed as a priority due to the larger catchment and accessibility available to this station.

## Disclosure of Interest

Nil

## Location



## Property Details

Applicant:	Hatch RobertsDay / ADCO
Owner:	Public Transport Authority
Scheme No 3 Zoning:	N/A
Peel Region Scheme Zoning:	Reserved for Railways
Lot Size:	2.9ha (Lot 800 and Pt Lot 3002)
Topography:	Sloping down from west to east; Cutting for railway;
Land Use:	Vacant

## Previous Relevant Documentation

- G.33/8/18            28 August 2018            Council reaffirmed its stance that a future train station at Lakelands should be part of the planning for the Perth to Mandurah rail network.
- G.33/7/17            25 July 2017            Council published a position statement on public transit priorities for Mandurah which included, but not limited to an additional train station to the north of the existing Mandurah Station to service the northern suburbs of Mandurah, acknowledging the current State Government has committed to a station at Karnup.

## Background

Over the last 30 years, Council have been involved in or responded to many sub-regional level plans and strategies in regard to the impact that transport infrastructure can have on the urban footprint, and has advocated for improvements to the public transport infrastructure in Mandurah and surrounding areas.

In July 2017, Council considered a comprehensive report on the background to many of these plans and strategies and developed a position statement on public transit priorities in Mandurah and resolved the following:

1. Supports improvements to the Mandurah passenger rail line that includes:
  - (a) an extension to Ravenswood and ultimately Pinjarra;
  - (b) further improvements at the Mandurah Transit Station such as additional car parking and promotion of transit orientated development; and
  - (c) a connection between Cockburn Central and Thornlie that provides connection to the south-east metropolitan area and further connections to between the Forrestfield Airport Link and the Thornlie line be given a high priority.
2. Supports the development of a high frequency, street-based transit system to service the central Mandurah area in a staged approach with can ultimately be extended to the Peel Health campus, Halls Head Town Centre, Halls Head Beach precinct and along Mandurah Terrace (north of Peel Street).
3. Supports the development of a rapid bus transit system along Mandurah Road between the northern suburbs of Mandurah to the Mandurah Transit Station; and along Old Coast Road to the southern suburbs of Mandurah and the Mandurah Transit Station.
4. Communicates its position to the relevant authorities.

In considering this position statement, the following information was provided to Council in 2017 in regard to the Lakelands Station:

*The original master plan for the Perth Urban Rail Development Project (South West Metropolitan Railway) that culminated in the delivery of the Perth to Mandurah Rail Line had additional stations identified at South Perth, Mandogalup (Rowley Road), Stakehill, Karnup (Paganoni Road), Lakelands and Gordon Road. To date, one additional station at Aubin Grove has been delivered since 2007. The State Government planning documents, produced as referenced in the Background Section, have not necessarily confirmed or clarified the provision of future stations. As a result, Council submissions have requested the future train stations on the Mandurah line be incorporated into the plans, with timeframes for their delivery, to ensure greater levels of certainty around the provision of stations.*

*The principle method of delivery of the rail line and its associated stations was based on the stations being the 'origin' of the public transport trip rather than the 'destination', with the stations primarily located within or adjacent to major arterial roads. This largely resulted in the stations at Mandurah and Rockingham being located outside the major 'centres' in relatively isolated locations but geographically central to a wider and therefore, car-based catchment.*

*For context, in respect to the distance between existing (and potential) stations the following provides a number of examples*

- |   |        |
|---|--------|
| • Aubin Grove to Cockburn Station             | 3.3km  |
| • Cockburn to Murdoch Station                 | 6.6km  |
| • Murdoch to Bull Creek Station               | 2.2km  |
| • Mandurah to Warnbro Station                 | 23.5km |
| • Proposed Karnup Site to Warnbro Station     | 12.5km |
| • Proposed Lakelands Site to Mandurah Station | 6.5km  |
| • [Potential] Karnup Site to Mandurah Station | 11.0km |

*A station at Karnup, located adjacent to Mandurah Road and within an area of approximately 48 hectares of State Government owned land, is primarily the mid-point between the existing Mandurah and Warnbro Stations. This location has the potential to be a conduit for a bus-rapid transit line that operates along Mandurah Road to the Mandurah Station (as Mandurah Road is the central spine between the suburbs north of Gordon Road with a total population of approximately 25 000) and north*

*along the Dampier Avenue/Warnbro Sound Avenue corridor to the Warnbro and Rockingham stations (approximate 2036 population of 50 000) providing an integrated transit system for the coastal suburbs located between Mandurah and Rockingham, albeit for relatively low density suburbs.*

*The proposed station site at Lakelands, located close to Lake Valley Drive, has a site area of 1.89 hectares, and is approximately 1.2km from Mandurah Road. It would primarily serve the immediate suburbs of Meadow Springs, Lakelands and Madora Bay and would need to rely on accessibility via bus services, as the potential to provide car parking bays within the site would be limited (300 approximately). Further, the 'walkable catchment' (ie those living within 800m) would be a relatively small at 2500, given the limited development to the east of the site by virtue of Paganoni and Black Swan Lakes.*

*The State Government has announced a commitment to deliver the Karnup Station by 2021. The City of Rockingham are committed to achieving a high degree of TOD outcomes for this site whilst noting its site's location's context, which is somewhat different without the delivery of new urban development at Keralup.*

*In summary, each station has its own merits, however a detailed business case would be required to test each of the outcomes. Nonetheless, Council should support the delivery of a further station north of the Mandurah Station to provide support for Mandurah's northern population base. However, in doing so, it is acknowledged that the State Government has committed to a station at Karnup.*

In August 2018, via a notice of motion, Council resolved to:

- 1. Reaffirm its stance that a future train station at Lakelands should be part of the planning for the Perth to Mandurah rail network, and notes that a Commonwealth funded business case is currently being undertaken in relation to this project.*
- 2. Continue to advocate for more adequate provision of public transport across the Mandurah Region to cater for our growing population, including an emphasis on services in Mandurah's southern corridor and connections through to Pinjarra.*

In November 2019, with funding committed by the Commonwealth Government, the State Government announced the construction of the Lakelands Station. At this time, the announcement suggested that initial modelling predicts the new station, will have 2,300 daily boardings when the station opens in 2023, increasing to 3500 in 2031.

Detailed design and planning have progressed for the station based on these funding commitments, culminating in the lodgement of the subject application by consultants on behalf of the Public Transport Authority

#### Application for Development Approval

The site for the station is reserved under the Peel Region Scheme for Railways – as a result, the City is not the responsible authority for assessment or approval of the development application. Development Approval from the City of Mandurah is not required on this basis, with carrying out of works that are wholly located on an area identified as a regional reserve under a region planning scheme not requiring the approval of local government.

The process is as follows:

- PTA lodges the application with the City;
- The City forwards the application to the DPLH (administrative process) within 7 days;

- The DPLH arranges for public advertising of the application to surrounding landowners and via their consultation hub on their website for 14 days;
- The City & other public authorities provide comment to the DPLH within 42 days – the subject of this report;
- Review of the plans by the State Design Review Panel / Office of Government Architect as outlined in State Planning Policy No 7.
- The DPLH prepares a Responsible Authority Report for the Outer Metro Joint Development Assessment Panel (JDAP) who will determine the proposal. Two City of Mandurah Elected Members make up the panel on the JDAP.

### Station Project Works

The application lodged for the Lakelands Station outlines that it will be delivered as an integrated multimodal station. The works for which development approval is sought consists of 6 key elements, as outlined in the application report, with key development plans such as site plan, movement network, landscape plans and renders shown as **Attachment 1**:

- The proposed station building and platforms;

*“The station design provides for two marginal platforms situated below grade within the existing rail reserve cutting, accessed by stairwells and elevators via an elevated concourse. The concourse connects to the main station complex comprising a main entry building and associated outbuildings and structures, which are situated at grade. The station building is conceived as two discrete volumes containing core station amenities and service area, connected by a generous circulation area.*”

*A restrained and contextually sympathetic material palette is employed throughout the station’s built form. The design of the station has been informed by a series of site-specific technical challenges including considerable changes in topography the need to construct the station within an operational rail corridor. In response to these constraints, the station design employs prefabricated design elements within a narrow building footprint to minimize disruption to Mandurah line services and address level differences.”*

- Bus interchange facilities;

*“An off-street bus interchange will be provided immediately west of the main station buildings. The interchange provides for eight bus bays in addition to layover and circulation space. The interchange will be covered by a canopy connecting to the station buildings, providing weather protection and shade. The interchange has been designed consistent with Transperth operational requirements and will play a significant role in overall function of the station by connecting local bus services directly with the train station to facilitate intermodal transfers.*”

*The bus interchange will function as an integrated transport node providing ‘bus and ride’ connectivity to the station. To maximise the benefit of this approach, local bus routes will be reviewed and revised to establish a supportive feeder bus network servicing the station. These routes may potentially include additional services or modifications to current routes which presently connect to existing stations. However, these routes and services are yet to be confirmed and will be finalised through internal PTA processes in line with the station opening.”*

- Car and Bicycle Parking;

*“A total of 405 car parking bays are provided within the application area, consistent with prior planning for establishment of a station in this location. Given that the site is within an established urban area, parking facilities have been designed to be accommodated within the extent of the Rail reserve area*



*with access provided from the existing movement network. 16 'kiss and ride' bays are provided for passengers to be dropped off.*

*Car park design provides for clear and logical vehicle circulation while accommodating pedestrian movement along dedicated paths and walkways. Landscaping and trees are provided for throughout parking areas with a focus on screening at interfaces with existing properties. Provision is separately made for two secure bicycle storage facilities (2 x 48 spaces) to the north and south of the main station entry for use by bike commuters.*

*Given limited land available for alternate forms of development within the station catchment, the low-density character of the surrounding locality, and the separation of the station from Lakelands Activity Centre, the proposed car parking is considered to be a practical necessity for station operations consistent with the Station's status as a 'Park and Ride' station under the METRONET Station Precinct Design Guide. It is however noted that overall station planning provides for a diverse and sustainable modal split with park-and-ride accounting for only 22% of total forecast patronage. Car parking will be made available for exclusive use of station patrons consistent with other Transperth-operated park-and-ride facilities within the network."*

- Movement Network modifications;

*"The proposed development concept includes some improvements to the surrounding movement network to ensure that competing access demands from buses, private vehicles, cyclists and pedestrians are appropriately managed and ensure that a high degree of accessibility is realised. Key elements include:*

- *Provision of vehicular access to car parking areas via one crossover to Ashwood Parkway*
- *Modification to geometries of the existing roundabout at the intersection of Lake Valley Drive and Warburton Trail to provide access to the proposed bus interchange*
- *Provision of pedestrian and cyclist path connections to the station from Arramall Trail to the east, Ashwood Parkway to the north and Lake Valley Drive to the East including a full movement pedestrian crossing at the intersection with Warburton trail.*

*The proposed modifications ensure adequate access is provided for buses and private vehicles whilst maintaining pedestrian and cyclist access."*

- Public Realm, Landscaping and Public Art.

*"The proposed development will deliver a significant new public realm and associated landscaping including:*

- *Landscaped curtilage between the rail corridor and abutting retaining walls associated with station buildings.*
- *A paved urban realm with opportunities for rest, feature seating and shade abutting the station buildings and extending through the bus interchange and car parking area to connect with the surrounding movement network.*
- *Tree planting and areas of landscaping punctuating car parking areas and providing visual screening to established residential areas.*
- *20 existing trees will be removed due to the location of station infrastructure and associated ground level changes and will be replaced with approximately 142 new tree plantings, including 70% of species to be endemic of the Perth and South West region.*

*The landscape design employs hard and soft landscape and urban design elements which create an external environment that interacts in a considered manner with the station's built form. This results in a well-integrated, engaging place that positively contributes to the character of the local area.*

*Public realm planning also provides for incorporation of suitable native species to support biodiversity, low ongoing water use and maintenance costs and integration of lighting and wayfinding.*

*A key element of the project consistent with the METRONET policy framework is the provision of public art. A variety of public art opportunities have been identified for the project including art incorporated within the station building architecture and integrated with public realm landscaping. Public Art for the station will be delivered in accordance with the WA State Government Percent for Art Scheme subject to further development through the detailed design phase subject to standard approval conditions.”*

### Technical Considerations

*The Lakelands Station design has been informed by a range of technical inputs from the project’s consultant team in addition to PTA operational requirements and standards. Technical considerations relevant to station design, construction and operation are summarised below, as informed by supplementary reports.*

- **Station Patronage and Operation**

*“Forecasts estimate that approximately 2,300 passengers will board at Lakelands Station each day in 2023, growing to 3,500 in 2031. Due to patronage numbers, the station will not be staffed upon opening. Consistent with forecast patronage growth to 2031, it is anticipated that the station may ultimately be staffed with a customer service office and commercial kiosk. These potential additions are proposed to be future-proofed within the initial station build, enabling their later installation once patronage growth and/or other organisational triggers permit.*

*Station operations will be subject to standard safety and security operations including CCTV monitoring, visitation by PTA security personnel, incorporation of CPTED design principles and inclusion of appropriate anti-climbing features and mesh fencing in appropriate locations.”*

- **Station Access and Mode Share**

*“Based on a review of patronage estimates... a mode split to 2031 is shown in the table below:*

<i>Bus/Bus feeder</i>	<i>875</i>	<i>(25%)</i>
<i>Walked, Ran, Jogged</i>	<i>413</i>	<i>(11.8%)</i>
<i>Drive (Park and Ride)</i>	<i>405</i>	<i>(11.6%)</i>
<i>Dropped Off</i>	<i>1,364</i>	<i>(39.0%)</i>
<i>Cycling</i>	<i>96</i>	<i>(2.7%)</i>
<i>Passenger (Park and Ride)</i>	<i>99</i>	<i>(2.8%)</i>
<i>Drive (not Park and Ride)</i>	<i>99</i>	<i>(2.8%)</i>
<i>On Demand</i>	<i>99</i>	<i>(2.8%)</i>
<i>Other</i>	<i>50</i>	<i>(1.4%)</i>

*It is apparent from this forecast that the majority of passengers will be served by the ‘Kiss and Ride’ drop off and pick up facility and the bus interchange. These modes account for the majority of patronage as the physical limitations of the site restrict the amount of parking spaces that can be accommodated, with a total of 405 car parking spaces are provided.*

*Based on advice...parking generation rates are generally between 94 and 178 parking spaces per 1,000 boardings. Given there will be 3,500 boardings by 2031, this gives a range between 329-623 parking spaces. Accordingly, 405 car parking bays is considered appropriate for the expected patronage. 96 lockable bicycle bays are provided.”*

- **Transport Network Assessment**

*“A Transport Impact Assessment (TIA) has been prepared by GTA now Stantec to support the proposed Station, including an assessment of the station’s impact on the established movement network. Based on the analysis and discussions presented, traffic impacts arising from station operation are expected to be within normal parameters. Over a full day, the station is expected to*

*generate in the order of 5,600 vehicle movements per day with approximately 2,800 entering the car park and 2,800 exiting the car park by 2031. Peak traffic flows are expected to be between 6:45am and 7:45am in the AM peak with a total of 907 car trips. The PM peak is forecast to be between 4pm and 5pm with an expected 461 car trips.*

*Traffic flows to and from the station will typically lead to very good levels of service at intersections, while impacts of the proposed station traffic flows on the intersections on Mandurah Road in the vicinity of Lake Valley Drive are also expected to be acceptable. All streets near the proposed site are expected to have traffic volumes typically less than the theoretical maximum traffic flows of roads of their type.*

*Access to the proposed station is well served by the current cycle network. Cycle paths and proposed end-of-trip facilities have been found to be acceptable, providing access to and from the station from the generally residential development surrounding it.*

*A road safety assessment has identified the intersection of Lake Valley Drive and Yindana Boulevard as of potential concern, due to the number and types of crashes, and is recommended for further examination through a Road Safety Audit to examine why these crashes currently occur and if the increased traffic flows from the station will increase the rate of these crashes. Additionally, there are some observed deficiencies in the pedestrian network, namely Payanna Grange, a section of Lake Valley Drive and at the roundabout at Warburton Trail. The above are all considered manageable recommendations in the context of the approval of the station.”*

Also provided includes reports relating to:

- Bushfire Management;
- Noise and Vibration Management
- Environmental Considerations
- Aboriginal Heritage
- Water Management
- Waste Management
- Servicing; and
- Construction Management.

It should be highlighted that the above reports outline that the site will be cleared of standing vegetation with the exception of two pockets of Scrub within the rail corridor, north and south of the platforms.

*The project has Part IV EP Act approval in the form of Ministerial Statement 637 relating to the construction of the Perth to Mandurah railway and hence a Schedule 6 EPA Act exemption from the need for a clearing permit.*

*The Perth to Mandurah railway project was referred to the Federal Government in accordance with the requirements of the EPBC Act and was determined not to be a controlled action; hence no assessment was required.*

*A Flora and Fauna Survey completed in May 2020, identified that the Lakeland Station project has the potential to impact the Federally listed Tuart Woodland Threatened Ecological Community (TEC); however, as this TEC was listed after the previous referral determination, in accordance with section 158A of the EPBC Act - Approval process decisions not affected by listing events that happen after section 75 decision made (decision are made under section 75 as to whether an action is a controlled action), the determination that the Perth to Mandurah railway project, which includes the Lakelands Station project, does not require an EPBC Act assessment still stands.*

## **Comment**

In assessing the proposal, there are a number of key issues that require addressing by the State Government in the delivery of this project, namely the access to the site and impacts surrounding it.

The history of the announcement to the planning and delivery of the Lakelands Station have been addressed above. The station has been committed long after the completion of the surrounding subdivision and development since the early 2000's when the station was identified but not committed.

Large lots were created to the south in order to achieve tree retention, laneway product produced with on-street parking for their visitors, parking nodes created as local parks as their destination points (such as Black Swan Lake), and notably many roads created with no footpaths. Whilst this is potentially an error on the WAPC's and City's behalf in mandating these footpaths at the time (even in the absence of a potential station), clear evidence of planning decisions being made in the absence of the station's commitments was the creation of the four residential lots fronting Lake Valley Drive. This has clearly constrained the site and will result in management challenges for noise, privacy, interface and access to the site.

### Parking

As outlined above, State Government forecasts suggest *"More than 2,300 passengers are expected to board at Lakelands Station each day in 2023, growing to 3,500 in 2031"*. With a 400-bay car park and arrival by car forming 11.6 per cent of arrival modes, an earlier Station Access Strategy commissioned by the Perth Transport Authority, outlines issues for the broader precinct:

*"Retrospective fitting of improvements in the immediate station precinct includes review of the footpath network, which in many cases is not provided. This will impact on use of the station for walking modes and reduce safety on local streets. Kiss and Ride and off-street parking when the station is commissioned is likely to impact on amenity of existing residents and measures are included to resolve these issues."*

It is anticipated that the project budget is solely focused on the station infrastructure on the site itself and will not extend to off-site impacts to deal with parking management and lack of cycling/footpath infrastructure. It is likely that this will be a significant issue for the City into the future.

The PTA has established a Community Reference Group (CRG) and some of these issues have been raised at recent meetings. However, on lodgement of the technical detail now received with the Development Application, particularly the Traffic Impact Assessment (TIA), it is apparent that significant investment is required to ensure that modes other than parking on site can be achieved. At present there is no information provided on the proposed bus routes that will be added and planning in place to increase the mode split away from car use.

The TIA notes a forecast 25 per cent of people using bus feeder/bus for its 2023 opening. This figure is the same as was found as part of the Mandurah Train Station Access Study which identifies 15 connecting bus routes. It is considered unlikely that the station will be able to achieve a similar ratio of bus connection to Mandurah Train Station, reinforcing the need for strong and early commitments on enhanced routes.

The adequacy of onsite parking is clearly highlighted as an issue. The TIA models a Park and Ride utilisation of 17.6% (405) with the car park proposed to full early in the morning 7:30am from its opening. To provide context, in 2017 the Access Strategy for the Mandurah Train Station was recorded as 34% Park and Ride. Given the density of housing, bus connections and increased options for alternative transport to the Mandurah Train Station this increases the importance of attention to non-car modes for the Lakelands Train Station from the outset.

With only 400 car parking bays, as evidenced by other stations in the Perth Metropolitan area and at the Mandurah station, vacant land and verges will become popular places for parking; the nature of the subdivision in close proximity to the station has a large number of rear laneways, and on street parking provided at subdivision stage for visitors to these properties in lieu of a driveway; coupled with the trend of garages being used for storage rather than parking of vehicles.

In reviewing aerial images, where there are 'rear loaded lots' and reserve parking at Black Swan Lake and on Yindana Blvd within an easy 5-10min walk from the site, there are the following parking bays already:

East of Station:

• Lake Valley Drive	16
• Clarendon Court	17
• Black Swan Lake Reserve	25
• Lilydale Drive	11
• Bradley Street	3

West of Station:

• Lake Valley Drive (east of Yindana)	13
• Lake Valley Drive (west of Yindana)	16
• Payanna Grange	15
• Kerkeri Heights	8
• Catani Way	5
• Yindana Blvd Reserve	20
• Winslow Crescent	11
• Warburton Trail	8

TOTAL 168

The impact of verge parking and parking within designated car parking bays will be a significant issue within 400-800m of the train station. Cars will utilise available parking space when on-site spaces are full or, for some commuters, to save money. This can lead to congestion of surrounding roads, obstruction of driveways and frustration of existing residents. This scenario has been noted at Mandurah Train Station. The higher surrounding lot density at Lakelands is likely to see this problem amplified unless managed effectively.

At the present time, the City, does not have any residential parking permits in place and has a Council Policy POL-TFT 05 Parking Permits. This Policy would require review as currently it provides:

*The City shall not issue a Residential Parking Permit;*

- a) where sufficient parking can be provided on the land;*
- b) for use by a business or commercial enterprise;*
- c) for use involving any large commercial vehicle greater than one tonne (panel vans and utilities excepted); or*
- d) where untimed parking is available within 200 metres of the residential dwelling.*

The City will need to review its position on Residential Parking Permits, however there will be financial implications to implementing and managing this system, together with other parking enforcement.

It is strongly suggested that the City are proactive in highlighting the pending parking concerns with the PTA and the community and implement any restrictions in line with the opening of the station.

The report refers to the potential introduction of time parking within the vicinity of the train station. At a practical level, people using the train will not be doing so for short periods unlike train stations in the metropolitan area. The enforcement of time parking at this location would also be problematic given its distance from Mandurah City Centre.

Preliminary assessments by City Officers indicate the most appropriate option would be to install “No Parking” restrictions to all but those with residential parking permits within an 800m radius. “No Parking” provides an option for set down and pick up while the driver remains with the vehicle.

It is important from the outset that the City identify that surrounding residential streets will not be there to support overflow parking. Timed parking may be suitable for parking provided to service those using Black Swan Lake East of the site, to prevent all day parking by train users. There are significant labour resource

implications for the administration of parking permits, installation of line marking, signage and enforcement by Rangers and Parking Officers.

The TIA also highlights the inadequacy of the proposed Kiss and Ride provisions. The report advises that *“for the 3,500-passenger scenario in 2031 the proposed 16 bays will not function.”* The report refers to the need for 26 Kiss and Ride Bays to prevent encroachment into the parking aisle adjacent to Ashwood Parkway. Inadequacies in the Park and Ride and Kiss and Drop provision further highlight the need for strong commitments to non-car modes. In addition, with increasing private transport such as taxis and ride sharing the provision of 16 short term bays is wholly inadequate and must be revisited. The PTA advises that the design of the existing short-term bays are flexible for future growth.

To provide some context to the challenge ahead, some high-level analysis of the modelling against current journey to work mode of travel for northern Mandurah suburbs suggests a significant challenge ahead to change travel behaviour:

	Current Modelling (2031)		Sub-Total	2016 ABS Journey to Work (*)
<i>Bus/Bus feeder</i>	875	25.0%	25.0%	4%
<i>Walked, Ran, Jogged</i>	413	11.8%	11.8%	2%
<i>Drive (Park and Ride)</i>	405	11.6%	14.4%	74%
<i>Drive (not Park and Ride)</i>	99	2.8%		
<i>Dropped Off</i>	1,364	39%	44.6%	6%
<i>Passenger (Park and Ride)</i>	99	2.8%		
<i>On Demand (Ride Share)</i>	99	2.8%		
<i>Cycling</i>	96	2.7%	2.7%	0%
<i>Other</i>	50	2.7%	2.7%	4%

*\* percentages for suburbs of San Remo, Silver Sands, Meadow Springs, Lakelands and Madora Bay (accessed via id profile, June 2021)*

Whilst the station will have an impact, the way in which people arrive to the station will have to be a monumental shift in travel behaviour and planning for funding for this.

Notwithstanding the above, at the time of writing, a number of significant and mature tuart trees remain on site. Given the (relative) low number of parking bays, it would be the City's preference to have some of the car parking designed around the retention of a number of these trees (despite references above that they are beyond the scope of formal environmental approval requirements. They form the character of the location and should be retained if they remain safe. However, the PTA has confirmed that retention of these trees will make the car park design a challenge, and have a significant tree planting ratio in the car park as a result.

### Footpaths

During 2019/2020, the PTA progressed with a number of Station Access Strategy's (SAS) for existing stations through the Metropolitan Area; and due to its planning being progressed also prepared one for the Lakelands Station. Some notable quotes from the SAS for Lakelands reinforce a number of issues that are relevant to the development of the station:

*“Lakelands will have the lowest level of parking provided at stations with Park and Ride with the exception of Wellard. It would therefore be assumed these bays would be predominantly taken up by single occupancy commuters at an early time in the morning, thus meaning no spaces would be available for other users during a typical weekday.*

*The walk mode proportions (existing and future) for the SAS... the proposed proportional walking mode share for Lakelands Station in 2021 upon opening is higher than the six stations reviewed as part of this review (being Canning Bridge, Bull Creek, Wellard, Kwinana, Warnbro and Mandurah).*

*This is also the case for 2031, where the walking mode share for the station is higher than stations that are either specifically designed as Transit Oriented hubs (Wellard) or have substantial increases in walking catchments due to high density development (Canning Bridge).*

*The existing pedestrian network in the area is poor by contemporary standards. Even though the area to the west of the station location was developed from the early 2000's on, there is a distinct lack of infrastructure and therefore poor environment conducive to supporting pedestrian trips to and from the station.*

*Figures below illustrate this with each red dot representing a dwelling that does not have direct access to a footpath on their verge."*



*Figure 21 Residences with no adjacent footpath north of Lake Valley Drive*





Figure 22 Residences with no adjacent footpath south of Lake Valley Drive

In order to achieve appropriate accessibility via walking and cycling, improvements are required to the footpath network within the 'walkable catchment' including the provision of footpath infrastructure and street trees. Details provided within the development application however, do not indicate any such improvements will be undertaken with the exception of a footpath along Ashwood Parkway and improved connection at the intersection of Lake Valley Drive and Warburton trail.

In order to address this lack of infrastructure, the City requires the State Government to ensure that project budget for the station contains sufficient funds for an external pedestrian access plan to be prepared and implemented.

In regard to the footpath and parking issues raised above, these matters have been identified in recent assessments of the Nicholson Road and Ranford Road stations that form part of the Cockburn-Thornlie line by the local governments and the DPLH.

The WAPC (as the relevant approval body) has required the following conditions to be applied to the approval for the Nicholson Road Station:

10. *A Signage and Wayfinding Plan shall be submitted and approved by the Western Australian Planning Commission, on the advice of the City of Gosnells, prior to the commencement of station operations. Once approved, the plan is to be implemented in its entirety, and maintained thereafter by the site owners.*
11. *An External Pedestrian Access Plan for the provision of pedestrian connections to the local road network and across Nicholson Road shall be submitted and approved by the Western Australian Planning Commission, on the advice of the City of Gosnells, prior to the commencement of station operations. Once approved, the plan is to be implemented in its entirety.*



- 12. A Traffic and Parking Management Plan for the ongoing management of traffic shall be submitted and approved by the Western Australian Planning Commission, on the advice of the City of Gosnells, prior to the commencement of station operations. Once approved, the Traffic and Parking Management Plan is to be implemented in its entirety.*

It is imperative that similar conditions are applied to the Lakelands Station for the reasons listed earlier. The City's officers are in a position to assist in preparing such plans, however funding their implementation will require Government commitments.

Further, given the constrained site with regard to access by private vehicle and bus, it is recommended that Council also highlight the continued need for the station at Karnup. At the present time, the State Government's position on Karnup (as published on the Metronet website) is as follows:

*After a thorough assessment both Karnup and Lakelands were identified as viable locations for a new station on the Mandurah Line, and with the Federal Government contributing 80 per cent of the funding for a station at Lakelands this was deemed the best value for money option.*

*The State Government remains committed to building a new station at Karnup. A full business case for the station and surrounding residential development is being progressed.*

*In the meantime, Karnup and Secret Harbour will benefit from improved bus services to the area from Warnbro Station and local road enhancements, to be delivered as part of the Lakelands Station project*

Karnup's delivery has the potential to compliment the Lakelands Station and alleviate some of the potential issues raised that will impact the surrounding area.

#### Technical Information

Further, in considering the level of technical information provided the following are a number of key points from City officers that require review for the project:

1. The reporting focusses on the internal design of the site, with little to no consideration of the external implications and responsibilities for implementation, in regard to any geometry, lighting changes, and a general comment that roads operating at 1.5 times the identified capacity are not going to be adequate particularly as Lakelands is still developing.
2. Further consideration of the City of Mandurah detailed standards and requirements in association with assets that will be the City's responsibility to maintain and development controls that are the City's responsibility regarding dust and noise;
3. Some concern with the submitted landscape plan regarding tree planting spaces and lack of root soil volume. It is recommended that a regular spacing at one tree per 4 car bays is provided; and increase available uncompacted and aerated soil root volume to 25m<sup>3</sup> per tree.

This can be achieved by using suitable designed permeable paving solutions in the carparking bays or products such as *Strata Cells* under the carparking bays. Also, dispense with the proposed plastic root barriers (further limiting root expansion), as a flexible root barrier membrane can be applied to the back of kerb and road base to protect kerbs from lifting and the fine feeder roots exploiting the moisture layer beneath asphalt paving;

4. Addition of additional pedestrian link on the south side of the main carpark entry/exit to the train station building entry to avoid the need for people to have to walk against vehicles leaving the carpark or be forced to cross the carpark access to get to the designated east west pedestrian link. An additional link would assist safe movement to and from carpark.

5. Addition and completion of the footpath network within the site from the south (Arramall Trail) to the station entrance (noting a missing link close to the southern bus turnaround);
6. Movement of the cycle shelter on the northern side close to the station entrance – it appears as an afterthought and segregated from the station building proper – to encourage cycling, it should form part of the station entrance.
7. The impact of noise on existing residents. Given the multiple noise source including car doors, propulsion and braking, PA systems and pump rooms, that are likely to impact residents abutting the northern and southern side of the site, it is recommended that improved noise attenuation beyond the filling of gaps in the existing fence as noted in the Noise and Vibration Design Report is included.

Information provided in the report submitted does not address the existing fences nor the impact of any proposed height changes. A properly designed acoustic fence to an appropriate height is recommended to protect the abutting properties. At the time of writing, the PTA advise that further work on the noise management is required to be undertaken by the relevant contractor.

8. Further comments required regarding the findings of the Road Safety Audit completed as part of the feasibility study;

### **MEAG Comment**

This item was considered by the Mandurah Environmental Advisory Group at its meeting on 25 June 2021 and the following recommendations were made:

*MEAG is frustrated and disappointed in the PTA's attitude with regard to the failure to retain mature tuart trees. This is demonstrative of the why biodiversity is being lost at an alarming rate on the Swan Coastal Plain. State authorities should be leading by example in terms of preserving urban canopy. MEAG suggests that an offset is offered for the loss of the trees.*

*MEAG is also concerned with the lack of regard the planning for this station has had for the surrounding residents and sustainable transport. MEAG does not support the assumption that residential streets and the nearby reserve are considered as acceptable parking solutions.*

Officers agree with these comments which have been addressed in the body of the report.

### **Consultation**

The PTA has engaged City officers in the design phases of the station preceding the lodgement of the Development Application where many of these issues were raised; and has established a Community Reference Group, with City officers being in attendance also.

Formally, the Development Application has been advertised for comment between 24 June and 8 July. At the time of writing, the City is not aware of any major issues arising, however it will be the DPLH's responsibility to report on these submissions to the JDAP at time of determination of the proposal.

### **Statutory Environment**

Despite being a project of public works, an application for development approval is still required under the Peel Region Scheme for the station. The process for the determination of an application under the Peel Region Scheme to the relevant JDAP is outlined under the Background Section of the report.

### **Policy Implications**

At the present time, Council does not have any residential parking permits in place and has a Policy POL-TFT 05 Parking Permits. This Policy would require review as currently it provides:

*The City shall not issue a Residential Parking Permit;*

- a) where sufficient parking can be provided on the land;*
- b) for use by a business or commercial enterprise;*
- c) for use involving any large commercial vehicle greater than one tonne (panel vans and utilities excepted); or*
- d) where untimed parking is available within 200 metres of the residential dwelling.*

Council will need to review its position on Residential Parking Permits, however there will be financial implications to implement and manage this system together with other parking enforcement. It is strongly suggested that the City are proactive in highlighting the pending parking concerns with the PTA and the community and implement any restrictions in line with the opening of the station.

## **Financial Implications**

The potential financial implications of implementing a parking management plan its ongoing operational requirements and path plan upgrades, which should also include light upgrades, are unknown at this stage, however given the commitment to the Station, it is considered imperative that the project includes the funding for their implementation.

The PTA advises that the funding for the project does not extend to the extent of modifications required to implement high level changes identified by officers to date and those included in the original Station Access Strategy.

It is recommended that the Mayor, on behalf of Council writes to Minister for Transport; the Member for Mandurah; and the Member for Canning advising of concerns in relation to the Lakelands Station and the potential difficulties for the local community for the operation of the station in regard to the pedestrian and cyclist network and parking management surrounding the station that require further attention and funding.

## **Risk Analysis**

There is a risk that not being proactive in managing the pending issues surrounding the station prior to its opening will result in significant angst from the surrounding community; and with no investment in improving the footpath environment by the State Government has the potential for a majority of arrivals to the station to be via car which is not sustainable.

## **Strategic Implications**

The following strategies from the City of Mandurah Strategic Community Plan 2020 – 2040 are relevant to this report:

### Social:

- Facilitate safe neighbourhoods and lifestyles by influencing the built form through urban design.

### Health:

- Provide and facilitate quality infrastructure that is accessible, and conducive to a healthy, active community.

### Organisational Excellence:

- Demonstrate regional leadership and advocate for the needs of our community.

## **Conclusion**

The application for development approval has been lodged on behalf of the Public Transport Authority ('PTA') for the Lakelands Train Station with the Department of Planning, Lands and Heritage ('DPLH') as

the 'responsible authority' for its assessment and recommendation to the Outer Metro Joint Development Assessment Panel ('JDAP').

With a 400-bay car park, significant concerns with the impact on the surrounding neighbourhood in regard to the existing (or lack thereof) pedestrian network and on-street parking and verges are to be addressed as part of the development. Further, 25 per cent of arrivals are due to be via bus, based on the bus interchange within the station, however to date, no details of bus routes servicing the district have been provided.

It is recommended that this report forms the basis for the Council's submission on the application providing comments based on the above, detailed comments relative to the management plans lodged with the proposal; and that planning and funding commitments for the future Karnup Station must continue to be progressed as a priority due to the larger catchment and accessibility available to this station.

NOTE:

- Refer ***Attachment 1.1 Development Plans and Building Design Renders***

## **RECOMMENDATION**

That:

1. In accordance with Clause 30(3) of the Peel Region Scheme, Council provides this report to the Western Australian Planning Commission for the Application for Development Approval lodged for the Lakelands Train Station at Lot 800 Ashwood Parkway, Lakelands highlighting the following modifications are required to the development plans prior to commencement and/or the following conditions applied to its approval:
  - (a) A re-design of the car park to provide for maximum retention of existing tuart trees on site; the inclusion of an additional east-west pedestrian path on the southern side of the main accessway off of Ashwood Parkway; and additional drop off / pick up bays in accordance with the Traffic Impact Assessment.
  - (b) The northern bicycle storage unit being relocated or redesigned as an integral part of the station building and not as a standalone separated building;
  - (c) Improvement to the path network from the southern part of the site off from Arramall Trail to the station building;
  - (d) Improvement to the landscape plan regarding tree planting spaces and improvements to root soil volume as outlined in the report;
  - (e) Further work being undertaken with regard to Noise Management and its impact on surrounding neighbouring properties; and as a minimum, require a masonry wall provided at the rear of Lots 1695 – 1698 Lake Valley Drive;
  - (f) Plans being prepared and implemented, at the PTA's cost, to implement the recommendations of the Station Access Strategy which shall include, as a minimum:
    - (i) A Signage and Wayfinding Plan;
    - (ii) External Pedestrian Access and Paths Plan; and a
    - (iii) Traffic and Parking Management.
2. Council recognises that notwithstanding the delivery of the Lakelands Station, that the State Government should progress with the planning and commitments to the Karnup Station.

- 3. The Mayor, on behalf of Council, writes to the Minister for Transport; the Member for Mandurah; and the Member for Canning advising of concerns in relation to the Lakelands Station and the potential difficulties for the local community for the operation of the station in regard to the pedestrian and cyclist network and parking management surrounding the station that require further attention and funding.**





- 1. Station Forecourt
- 2. Station pods
- 3. Concourse Bridge
- 4. Up-Main Platform
- 5. Down-Main Platform
- 6. Bus Interchange
- 7. Bus Layover
- 8. Bus Entry/Exit
- 9. Carpark Entry/Exit
- 10. Emergency Exit
- 11. Short Term Parking
- 12. Kiss & Ride/Taxi
- 13. Accessible Parking
- 14. Carpark
- 15. Motorcycle Parking
- 16. Bike Shelter
- 17. Pedestrian Entry
- 18. Pedestrian Axis
- 19. Walking Trail
- 20. Wafer Tank/Pump House
- 21. Irrigation
- 22. Bin
- 23. Existing Communication Hut
- 24. Existing Communication Equipment
- 25. Existing Communication Pole
- 26. Existing Residential Houses
- 27. Electrical Substation
- 28. Isolation Transformer
- 29. New Platform Building

**ISSUED FOR REFERENCE DESIGN**

**DRAWING COLOUR CODED - PRINT ALL COPIES IN COLOUR**

**REFERENCE DESIGN NOT FOR CONSTRUCTION**

REV	DATE	ISSUED FOR REFERENCE DESIGN	NM	JG	SB	NM
		AMENDMENT	DSN	DRN	CHK	APP
ORIG SIZE						
A1		AT ORIGINAL PLOT SIZE				

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PROJECT ADDRESS  
LAKELANDS, WA  
Special Council 13 July 2021

REFERENCES	SCALE
	SCALE BAR - 1:500
	DATUM
	HORIZONTAL: PCG2020
	VERTICAL: AHD71

DESIGNED	NM
DRAWN	JG
CHECKED	NM
APPROVED	NM
DATE	

**LAKELANDS**

LAKELANDS STATION

ARCHITECTURE

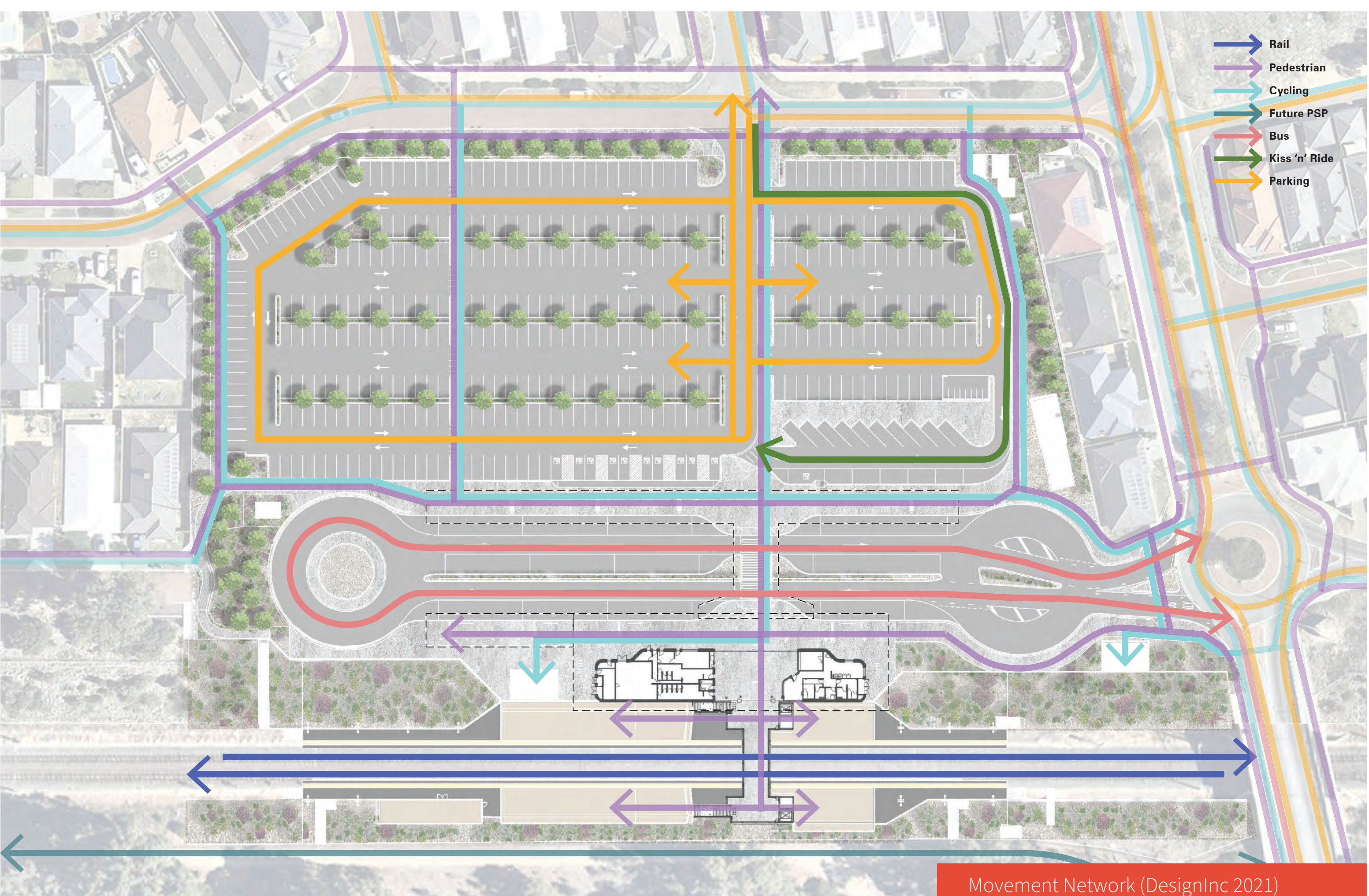
SITE CONTEXT PLAN

PTA DRAWING No: 08-A-93-AR-001

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REV: A





Movement Network (DesignInc 2021)



WSUD filter strips with shade tree and sedge planting  
proposed car park lighting

connections into existing pedestrian and cycle networks  
clear delineated pedestrian path  
access through car park

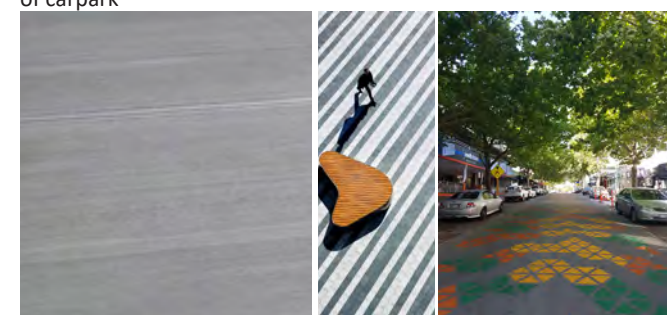
proposed path network to connect with greater pedestrian network.  
avenue of tree & low verge planting under provides open views and guides users to key station entry points.

**LEGEND**

- extent of landscape works
- pedestrian connections
- proposed path (grey)
- proposed paving
- embankment planting
- buffer planting
- median and carpark planting
- filter strip planting
- basin planting
- proposed verge trees
- shade trees to car park



WSUD filter strips with shade tree and sedge planting  
portable generator parking  
hardy plant selection to high foot traffic areas adjacent car bays and footpath  
shade tree planting adjacent footpath  
buffer / screen landscape planting to back of existing residential adjacent existing residential lots  
moterbike parking  
tank compound and pump house  
seating for short term parking bays  
clear sightlines at all vehicle / bus entry and exit points.  
600mm wide planting to base of sliding gate  
light coloured paving to reduce 'heat island' effect.  
bike storage  
use of low maintenance, waterwise native species with seasonal colour to build on identity of place and add to local ecosystem



DWG LAKPR-ADCO-LA-DWG-01  
REV 1  
DATE 29-04-2021  
SCALE 1:800 @ A3  
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# LAKELANDS TRAIN STATION

Special Council 13 July 2021  
DEVELOPMENT APPLICATION LANDSCAPE MASTER PLAN







**Figure 4:** 3D Render, looking west toward existing Lakelands Residential Area (DesignInc 2021)



**Figure 5:** 3D Render, looking east toward Black Swan Lake Park (DesignInc 2021)





**Figure 9:** 3D Render, view from platform looking south (DesignInc 2021)



**Figure 10:** 3D Render, looking east toward Station Entrance from bus interchange crossing (DesignInc 2021)