



City of Cockburn
Special Council Meeting
Agenda Paper

For Tuesday, 28 November 2017



City of Cockburn
PO Box 1215, Bibra Lake
Western Australia 6965

Cnr Rockingham Road and
Coleville Crescent, Spearwood

Telephone: (08) 9411 3444
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NOTICE OF MEETING

Pursuant to Clause 2.5 of Council's Standing Orders, a Special Meeting of Council has been called for Tuesday 28 November 2017. The meeting is to be conducted at 7:00 PM in the City of Cockburn Council Chambers, Administration Building, Coleville Crescent, Spearwood.

The purpose of this meeting is to:

1. Consider a Notice of Motion to Revoke a Council Decision made at Ordinary Council Meeting on 9 November 2017 - Item 17.3 'Jandakot Road Upgrade'; and
2. If the revocation Motion is successful, to consider an Officer Recommendation similar to that presented to the Ordinary Council Meeting on 9 November

A handwritten signature in black ink, appearing to read 'Stephen Cain', with a stylized flourish at the end.

Stephen Cain
CHIEF EXECUTIVE OFFICER

CITY OF COCKBURN

SUMMARY OF AGENDA TO BE PRESENTED TO THE SPECIAL COUNCIL MEETING TO BE HELD ON TUESDAY, 28 NOVEMBER 2017 AT 7:00 PM

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CITY OF COCKBURN

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TO BE HELD ON TUESDAY, 28 NOVEMBER 2017
AT 7:00 PM**

- 1. DECLARATION OF MEETING**
- 2. APPOINTMENT OF PRESIDING MEMBER (IF REQUIRED)**
- 3. DISCLAIMER (TO BE READ ALOUD BY PRESIDING MEMBER)**

Members of the public, who attend Council Meetings, should not act immediately on anything they hear at the Meetings, without first seeking clarification of Council's position. Persons are advised to wait for written advice from the Council prior to taking action on any matter that they may have before Council.
- 4. ACKNOWLEDGEMENT OF RECEIPT OF WRITTEN
DECLARATIONS OF FINANCIAL INTERESTS AND CONFLICT
OF INTEREST (BY PRESIDING MEMBER)**
- 5. APOLOGIES & LEAVE OF ABSENCE**
- 6. PUBLIC QUESTION TIME**
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- 8. PETITIONS**

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10. PURPOSE OF MEETING

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11. COUNCIL MATTERS

11.1 NOTICE TO REVOKE PREVIOUS COUNCIL DECISION (MINUTE NO.0022) - ITEM 17.3 - JANDAKOT ROAD UPGRADE

Author(s) D Green

Attachments 1. Notice of Revocation Motion [↓](#)

RECOMMENDATION

That Council revoke (Minute No. 0022) - Item 17.3 – Jandakot Road Upgrade of the Ordinary Council Meeting held on 9 November 2017, as follows:

*...that Council defer the item until a land acquisition agreement is reached with affected landowners. **CARRIED 5/4***

TO BE CARRIED BY AN ABSOLUTE MAJORITY OF COUNCIL

Background

By letter dated 9 November 2017 Cr Chontelle Sands submitted a Notice of Revocation of Council decision (Item 17.3) made at the Ordinary Council Meeting held on 9 November 2017. The Notice was countersigned by Cr Philip Eva, Mayor Logan Howlett and Cr Stephen Pratt, in accordance with the requirements of Regulation 10 (1a) of the Local Government (Administration) Regulations 1996 (as amended) and is shown in the Attachment. Pursuant to Regulation 10 (2) of the Regulations, an Absolute Majority of Council is required for the Revocation Motion to be carried.

Submission

N/A

Report

In accordance with Clause 16.6(b) of the City of Cockburn Standing Orders Local Law, should the revocation be successful, the reason for seeking the change is to promote the Officer Recommendation contained within the attached Agenda as being the preferred solution for the overall benefit of the District.

Strategic Plans/Policy ImplicationsLeading & Listening

Deliver sustainable governance through transparent and robust policy and processes.

Budget/Financial Implications

N/A

Legal Implications

Regulation 10 (1) (a) of the Local Government (Administration) Regulations 1996.

Community Consultation

N/A

Risk Management Implications

There is an “Extreme” level of assessed Financial Risk and a “High” level of Operational/Service Disruption Risk associated with this item if the construction program for Jandakot Road does not proceed.

There is a “Moderate” level of assessed Brand/Reputation Risk associated with this item.

Advice to Proponent(s)/Submissioners

Those who lodged a submission on the proposal have been advised that this matter is to be considered at the 28 November 2017 Special Council Meeting.

Implications of Section 3.18(3) *Local Government Act, 1995*

Nil.

024/003

Mr Stephen Cain
Chief Executive Officer
City of Cockburn
SPEARWOOD WA 6163

9 November 2017

Dear Stephen,

Notice of Revocation – Item 17.3 Ordinary Council Meeting – Jandakot Road Upgrade

Pursuant to Regulation 10 (1a) of the Local Government (Administration) Regulations 1996 we, the undersigned, hereby give Notice of Motion to revoke the following decision of Council passed at the Ordinary Council Meeting of 9 November 2017 in respect of this matter:

Item 17.3 Jandakot Road Upgrade

“Moved Deputy Mayor Smith Seconded councillor Allen that Council defer the item until a land acquisition agreement is reached with affected landowners” CARRIED 5/4

In accordance with Clause 16.6 (b) of the City of Cockburn Standing Orders Local Law, the reason for seeking the revocation, should it be successful, is to promote the Officer Recommendation contained in the Agenda for the same item as being the preferred solution for the overall benefit of the district.

Yours sincerely,



Councillor Chontelle Sands

Councillor Philip Eva

Mayor Logan Howlett

Councillor Stephen Pratt

024/003

Mr Stephen Cain
 Chief Executive Officer
 City of Cockburn
 SPEARWOOD WA 6163

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Councillor Philip Eva

Mayor Logan Howlett

Councillor Stephen Pratt

024/003

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Yours sincerely,

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_____ Councillor Philip Eva

 Mayor Logan Howlett

_____ Councillor Stephen Pratt

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Chief Executive Officer
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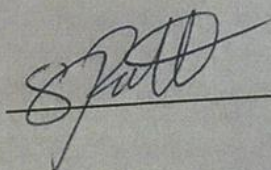
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Yours sincerely,

_____ Councillor Chontelle Sands

_____ Councillor Philip Eva

_____ Mayor Logan Howlett

 _____ Councillor Stephen Pratt

13/11/17.

12. ENGINEERING & WORKS DIVISION ISSUES

12.1 JANDAKOT ROAD UPGRADE

Author(s)	C Sullivan and D Arndt
Attachments	<ol style="list-style-type: none">1. Option 1 – four way centralised roundabout at Solomon/Jandakot ↓2. Option 2 – four way offset roundabout ↓3. Option 3 – three way intersection with traffic lights at Solomon/Jandakot ↓4. Armadale and Jandakot Road Construction Issues - November 2017 ↓5. Jandakot Road Upgrade Agreement (CONFIDENTIAL)

RECOMMENDATION

That Council:

- (1) proceed with the comprehensive and staged upgrade of Jandakot Road and Solomon Road, in accordance with design Option 1 and timing outlined in this report
- (2) proceeds with the road upgrades as soon as practicable, including undertaking the necessary acquisition of any required land for Option 1, based on land valuations carried out by a Licenced Valuer, in accordance with the provisions of the Land Administration Act 1997; and
- (3) advise those parties that made a submission of Council's decision accordingly.

Background

At the Ordinary Council Meeting on 9 March 2017, an item was presented for Council to consider acquisition of land required for the planned upgrades of Jandakot Road between Solomon Road and Fraser Road and Solomon Road between Cutler Road and Jandakot Road, Jandakot.

Council subsequently resolved the following:

“That Council defer the purchase of land required for the road widening from all the affected properties from in stage 1 of the Jandakot road widening proposal until after the noise impact

study has been completed and presented at a comprehensive workshop as was agreed at the OCM 09/02/2017, which is to be facilitated between the City's Officers, Elected Members and all affected land owners for all stages of the Jandakot Rd widening project."

Two workshops have been undertaken subsequent to this, with affected landowners along Jandakot Road and Solomon Road as well as landowners taking access from roads coming off Jandakot Road and Solomon Road. This has resulted in a significant amount of feedback, which has shaped consideration of three upgrade options. The City also received feedback regarding whether an upgrade of Jandakot Road and Solomon Road is required at this stage.

An item was presented at the Ordinary Council Meeting on 9 November 2017 outlining three potential options for the upgrading of Jandakot and Solomon Roads with a recommendation that Council endorse Option 1 and proceed with the road upgrades, including the necessary land acquisitions. The options are shown in Attachments 1, 2 and 3 with land resumption areas.

Council subsequently resolved the following:

"That Council defer the item until a land acquisition agreement is reached with affected landowners."

Following the Council meeting a notice of motion to revoke the above decision was lodged.

Submission

N/A

Report

This report deals with the following questions:

1. Why is the upgrading of Jandakot Road and Solomon Road required;
2. Which of the three design options should be supported; and
3. What is the impact deferring the upgrading of Jandakot and Solomon Roads.

Why is the road upgrade required?

An upgrade to both Jandakot Road and Solomon Road, including key intersections, is fundamentally needed to address safety and congestion issues. Members of the community have expressed concern with the road's capacity, particularly Jandakot Road, and expressed a

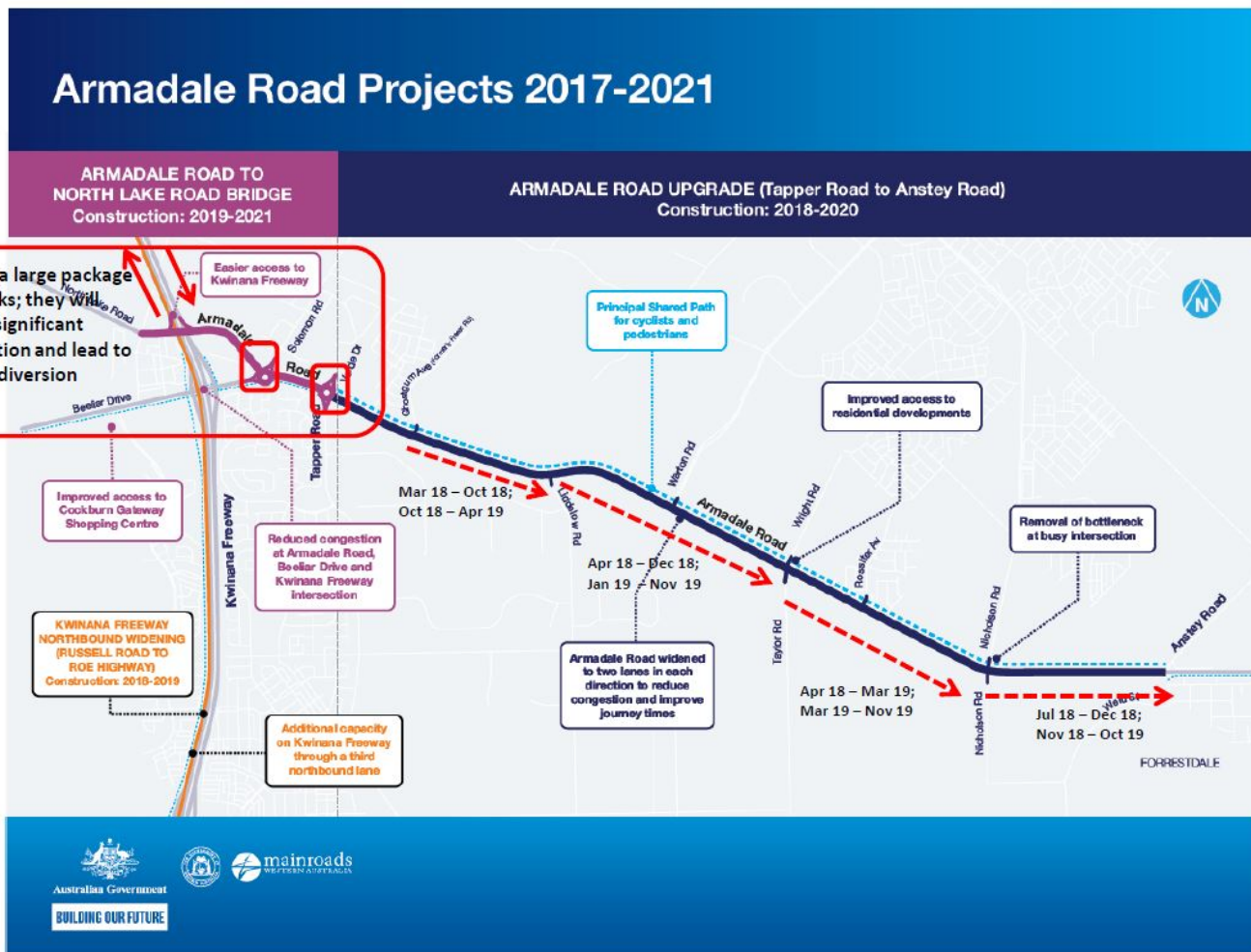
desire for it to be upgraded to increase the levels of safety and decrease congestion. The most recent traffic surveys show Jandakot Road is approaching the limits of safe operating capacity for a single lane rural road. Accordingly, an upgrade is needed. This extends also to Solomon Road, as the capacity and configuration of that road forms a key part of the local road network.

Crash statistics for Jandakot Road are high, in comparison with other roads throughout the City. In the period from January 2011 to December 2015 there were 78 reported accidents in the section between Berrigan Drive and Fraser Road. The majority of accidents were vehicles from one direction e.g. rear end/side swipe type crashes. Prior to this period, a number of serious accidents have occurred, including one fatality. In the year to date, there have been two further fatalities along Jandakot Road, being in July 2017 near Coonadoo Court and September 2017 near the Warton Road roundabout. Clearly Jandakot Road is a dangerous road and the safety issue must be addressed.

The City continues to grow and by 2031 it is forecast that there will be 26,000 vehicles per day using Jandakot Road. In March 2017 the actual traffic vehicle count on Jandakot Road was just under 15,000 vehicles in the section between Berrigan Drive and Solomon Road. It is at the point of 15,000 vehicles per day that a single lane road needs to expand its operating capacity. There are however no other viable options to shift this traffic, given the current levels of congestion experienced along Armadale Road and Beeliar Drive, the most immediate alternative east-west route.

The Commonwealth and State Government are committed to upgrading Armadale Road from Anstey Road to Tapper Road and from Verde Drive to North Lake Road. These works, including a new bridge over the Kwinana Freeway, will help service the increasing growth and address significant congestion in the Cockburn Central area.

The Main Roads program outlines that Armadale Road will be upgraded in stages, with the first section from Anstey Road to Tapper Road. Construction of this section is programmed to commence in March/April 2018; followed by the duplication of Armadale Road to the North Lake Road Bridge commencing in mid- 2019 through to 2021. These preliminary dates are based on recent discussions with the Main Roads project delivery team and a more detailed description of the proposed staging of the works is included as Attachment 4. The diagram below shows the proposed staging of the different packages in the Armadale Road project.



Although the upgrade of Armadale Road and construction of a bridge over the Kwinana Freeway will provide additional capacity and improve safety and operational efficiencies in the area; the Main Road's ROM (Regional Operations Model) forecast for Jandakot Road indicates that even with the upgrades to Armadale Road, it will be carrying 26,500 vehicles per day by 2031. This is consistent with earlier forecasts by the City and reinforces the need to act now and upgrade Jandakot Road, especially with the availability of external funding. As discussed at the July 2017 public meeting, the Main Roads traffic model indicates Jandakot Road duplicated by 2021. The impact of deferral of the project is discussed later in the report.

In addition, by 2031 there will be an extra 20,000 to 30,000 people living in the nearby localities of Jandakot, Treeby, Piara Waters, Harrisdale and Haynes. A significant number of these residents are likely to utilise Jandakot Road as their most direct access to the Kwinana Freeway.

Solomon Road, while able to be retained as a single carriageway in either direction; will need upgrading to improve its functionality and

provide for formalised turning treatments, particularly at its juncture with Jandakot Road.

The benefits associated with the road upgrade include:

- safer turning movements (both at roundabouts, at rural standard roads intersecting with Jandakot Road and at the driveways of landowners adjoining Jandakot Road);
- safer opportunities for cycling and walking – with footpaths and street lighting;
- a reduced likelihood for serious accidents, as there will be a significantly reduced potential for head on or right angle traffic accidents that generally cause the most serious injuries; and
- increased road capacity; and
- reduction in sign posted speed from 80 km/h to 70 km/h

The key requirements of an upgraded Jandakot Road are to provide improved safety and capacity. However, within the constraints of the existing 20m road reserve it is not possible to achieve this.

The only viable design outcome is to increase Jandakot Road from a single lane rural road to a dual divided carriageway road with roundabout intersection controls. This cannot fit within the existing 20m road reserve of Jandakot Road, and therefore if the road is to be upgraded, it will necessitate land acquisition from private owners along the road; particularly at the intersections of Jandakot Road and Solomon Road and Jandakot Road and Fraser Road.

This will create a new road environment along Jandakot Road, which will be safer for all landowners along this road and those that access their properties from rural roads coming off this road. Accordingly, it is not essentially a question of whether Jandakot Road and Solomon Road should be upgraded, but rather in what design form the dual carriageway should take.

Design options and the recommended approach

Any decision on duplicating Jandakot Road must be carefully balanced against the impact to all local residents, changes to driveway access and land resumptions on individual properties. This has been a fundamental consideration in testing three design options, which are:

- Option 1 –the ‘central roundabout’ option;
- Option 2 –the ‘offset roundabout’ option; and
- Option 3 –the ‘traffic lights’ option.

The community workshops and meetings earlier this year assisted in the design options tested. While the majority of the land required for the road upgrades will be provided by Stockland from the Calleya

residential estate, there are some additional portions of private land on the western side of Solomon Road and both sides of Jandakot Road west of the Solomon/Jandakot Roads intersection that would also be required. These landowners are clearly important stakeholders in the design of a safer road.

As mentioned, Council's deferral of the land acquisition item in March 2017 was in order to facilitate workshops with the landowners directly impacted by potential land acquisition. The workshop held in April 2017 requested the City to investigate:

- reducing the design speed to better suit existing road reserve and lessen land resumption;
- cost effective ways to reduce the impact of traffic noise;
- test alternative drainage options to reduce basin sizes;
- traffic safety at intersections; and
- environmental concerns about pollution.

The road design was tested with a design speed of 80km/h and a sign posted speed of 70 km/h to check differences in land required and road alignment. For safety reasons, the design speed of a road is normally required to be 10km/h above its sign posted speed. A video camera was also installed at the intersection of Jandakot Road and Berrigan Drive to observe turning movements, and review the nature and level of traffic using Jandakot Road.

The noise model was run again to compare the sign posted speed of 70 km/h to 80 km/h for limits of acceptable noise. An independent engineer peer review was also conducted by BG&E Consultants on the design of the options, including drainage basin design.

In regard to vehicular movement along Jandakot Road, it was found that the major turning movements were:

AM Peak: From Jandakot Rd, 52% turn north, 47% to Freeway

From Berrigan Dr: 31% turn into Jandakot Rd, 67% head north

PM Peak: From Jandakot Rd, 38% turn north, 57% to Freeway

From Berrigan Dr: 62% turn into Jandakot Rd, 26% head north

In terms of road speed, this was explained to the community at the public meetings as being regulated by Main Roads WA (MRWA); as this Agency sets design parameters for roads, including the sign posted speeds. Discussions were held with MRWA, which determined the sign

posted speed for an upgraded Jandakot Road should be 70 km/h and design speed 80 km/h after the road has been upgraded to a dual carriageway.

A second workshop undertaken in July 2017 was open to all landowners who either live on Jandakot Road, or on the access roads intersecting Jandakot Road. A significant amount of feedback was received which has shaped consideration of the three upgrade options being considered. It should also be noted that the City also received feedback about whether an upgrade of Jandakot Road is required at this point in time. The results of the survey are discussed later in the report.

The three options identified are:

Option 1 – four way centralised roundabout at the Solomon/Jandakot Road intersection

Option 2 – four way offset roundabout at the Solomon/Jandakot Road intersection

Option 3 – three way intersection with traffic lights at Solomon/Jandakot Road intersection

A presentation by MRWA to the July workshop favoured the roundabout as the safest option as it reduced crash severity. At the workshop the MRWA Network Operations Manager presented a video showing modelling of traffic volumes and intersection performance in 2031 in morning and afternoon peak traffic for a roundabout (Options 1 and 2) and for a signalised three way intersection (Option 3) solution.

MRWA is currently working on optimising traffic signals across the metropolitan area and remains committed to a general strategy that roundabout treatments are preferred over the installation of traffic signals.

The drainage design was tested using the median island and road reserve as drainage storage with additional underground pipework in order to reduce area of land required for the proposed retention basin.

The City's acoustic consultant, Lloyd George Acoustics advised that changing the road surface from the existing dense grade asphalt to open grade asphalt (OGA) and posting the speed at 70 km/h would reduce the noise level, as summarised below.

Posted speed of 70km/h results in a 1 dB reduction:

- use of OGA road surface results in 2 dB reduction;
- when road project is constructed, there will be a reduction in noise level compared to existing noise levels

- as traffic increases over time, noise levels will increase to marginally above existing noise levels;
- the proposed mitigation represents around a 3 dB reduction compared to the No Build option.

Consideration must also be given to environmental constraints such as native vegetation and Bushland Forever.

Each option impacts on native flora and fauna values of the site. The City completed a Level 1 flora and fauna assessment in spring 2016 for the road reserve and private lots to meet requirements under the Environment Protection (EP) Act 1986 (WA) and Biodiversity Conservation (EPBC) Act 1999 (Commonwealth).

The study area comprised the Jandakot Road reserve and the following private lots: 7, 8, 20, 27, 44, 58, 72, 97, 120, 134, 135 and Lot 103 Jandakot Rd; and 8 and 13 Falcon Place. The extent of the flora and fauna survey did not include areas identified within the two roundabout options being presented as this area was previously surveyed as part of the Stockland development. Additional studies will be required to determine scale of impact on flora and fauna values within the preferred option. The majority of the private lots were accessed by the environmental consultant. The Level 1 survey comprises both the results of field survey and observations along with desktop study of a 3km radius of the proposed site area.

The 2016 flora and fauna assessment indicated that no listed Threatened (Declared Rare) and Priority Flora or other flora species of conservation significance were recorded in the private lots or road reserve. A single vegetation community was described within both the road reserve and private lots. This vegetation community represents the Threatened Ecological Community 'Banksia Woodland of the Swan Coastal Plain', which is a Matter of National Environmental Significance (MNES) protected under the Environment Protection and Biodiversity Conservation Act 1999 (Commonwealth).

Any impact of MNES generally requires offsets. The ratio of offsets required is informed by the quality and size of the patch in question.

The amount of land required for each proposed option is:

- Option 1 – Road widening and a central roundabout – 53,315m²
- Option 2 – Road widening and an offset roundabout – 59,155m²
- Option 3 – Road widening and traffic signals – 51,535m²

Option 1 will have lesser impact on the two MNES and therefore is likely to require less offsets. Option 2 requires the clearing of a large portion of the environmentally sensitive land at intersection of Jandakot Road and Solomon Road, and therefore there will be a requirement to

lodge a submission with the Commonwealth for assessment of any clearing activity. The Minister can make a determination on the scale of impacts within 20 business days. Should the determination be regarded as significant further documentation and assessment will be required.

In addition, a state issued clearing permit will be required for any clearing activity within the road reserve. The timeframe for this process is four to five months.

Jandakot Road is currently a rural road within a 20m road reserve. If Council determines the need to upgrade this road in the manner as recommended by the City officers, then the road would need to be widened by acquiring privately owned land. These private land impacts would be particularly significant at key intersections, and primarily at Jandakot Road and Solomon Road.

Staging the Road Development

In the item presented to Council on 9 March 2017, it was stated that the development of Jandakot Road could occur in stages. Stage 1 works, from Fraser Road to Solomon Road, would align with the development of the Calleya estate. At the time it was recommended this include the roundabout at Solomon / Jandakot. Stage 2, from the modified roundabout to Berrigan Drive, would need negotiation with a number of private landowners. Further stages of the road development east of Fraser Road would be timed to coincide with any further urbanisation of the Treeby area, which was a matter Council would consider later in 2017.

Subsequently, at the May 2017 Ordinary Council meeting, the Treeby District Structure Plan was approved for advertising and then adopted at the September 2017 meeting. This will pave the way for additional urbanisation in this suburb.

At the September 2017 meeting Council also resolved to adopt Scheme Amendment 112; part of this resolution requiring the applicant (Schaffer Corporation) to cede land and contribute to the cost of upgrading Jandakot Road.

With these additional elements in place, a revised staging for the road upgrade could occur:

- Stage 1 – Upgrading Jandakot Road from Fraser Road to just prior to the current Solomon / Jandakot Road intersection and upgrading Solomon Road to just prior to the Solomon / Jandakot Road intersection;
- Stage 2 – Upgrading Jandakot Road from Berrigan Drive to and inclusive of the Solomon / Jandakot Road intersection; and

- Stage 3 – Upgrading Jandakot Road east of Fraser Road to be timed with any further development of the Treeby estate that abutted Jandakot Road.

The advantages of removing the intersection from stage 1 is that it allowed for those works to be considered in a funding application to the Metropolitan Regional Road Group (MRRG), for funds from the State Government. The inclusion of the roundabout would increase the likelihood of the project meeting the threshold requirements for MRRG funding. Preliminary notification from the MRRG fund is that the project will be approved in the funding offers which are normally released in December each year, by the Transport Minister.

Taking in to account the extensive design work, community engagement and research that has been undertaken, it is recommended that Jandakot Road and Solomon Road be upgraded, and that the required form of that upgrade should be completed in the following stages:

- Stage 1
 - Land acquisition to facilitate the adopted design (Stage 1 works only) being undertaken in late 2017;
 - Upgrade of Jandakot Road between Solomon Road and Fraser Road,(not including Jandakot Road and Solomon Road intersection);
 - Upgrade Solomon Road, south of Jandakot Road
 - Environmental review and clearing permit commencing in December 2017;
 - Construction activities commencing in early 2018 and being completed by August/September 2018.
- Stage 2
 - Upgrade Jandakot Road between Berrigan Drive and Solomon Road;
 - Reconstruct intersection of Solomon Road and Jandakot Road in accordance with Option 1 (centralised roundabout)
 - Design and service relocations finalised early 2018
 - Land acquisition to facilitate the adopted design (Stage 2 works) being undertaken in early 2018;
 - Environmental review and clearing permit commencing in December 2017;
 - Construction activities will start in July/August 2018 and completed by mid-2019.

The following bar chart shows the approximate construction periods of the two stages compared to recent advice from the Main Roads project team on the program for the Armadale Road duplication project. As discussed at the November OCM, stage 1 of Jandakot Road would be completed by August 2018 with stage 2 construction following, allowing the first half of 2018 for land acquisition, approvals and a public tender for the construction contract. While this construction work overlaps with the first stage of the Armadale Road project, recent advice from the Main Roads project team has noted that the State has placed a requirement on the entire Armadale Road project (both stages) to maintain the existing traffic lanes throughout the works at all times and hence the current road capacity.

This requirement will potentially minimise the impact of any works on surrounding roads, including Jandakot Road. By the time stage 2 of the Armadale Road project commences, stage 2 of Jandakot Road will be either completed or in the closing stages.

Task Name	2018	2019	2020	2021
Armadale Road Upgrade - Stage 1 Tapper Road to Anstey Road	[Bar spanning from start of 2018 to mid-2019]			
Armadale Road Upgrade - Stage 2 Tapper Road to North Lake Road Bridge		[Bar spanning from start of 2019 to mid-2021]		
Jandakot Road Stage 1 – Fraser Road to Solomon Road	[Bar spanning from start of 2018 to mid-2018]			
Jandakot Road Stage 2 – Berrigan Drive to Solomon Road		[Bar spanning from mid-2018 to end of 2018]		

Option 1 will essentially achieve:

- Jandakot Road being converted to a dual divided carriageway road (similar to Beeliar Drive between Hammond Road and Spearwood Avenue);
- Road will be kerbed, stormwater control by pipe system and retention basin, street lighting, pedestrian and cycling infrastructure installed.
- The major intersections at Solomon Road and Fraser Road being converted to dual lane roundabouts (similar to the Spearwood Avenue and Beeliar Drive roundabout), with these being central roundabouts and not offset in order to achieve the best design outcome, lessen the impact on the environment, reduce the area of required land and share land requirement impacts as equitably as possible;

- New intersection treatments being provided at the rural roads intersecting with Jandakot Road and Solomon Road (through dedicated deceleration lanes and turning lanes).
- Provide connectivity to Calleya Subdivision - by linking Clementine Boulevard to Jandakot Road.

The impact of deferring the upgrading of Jandakot and Solomon Roads

The risk to the City if the proposed upgrading is deferred would be that the 4-lane dual carriageway upgrade will not proceed in a timely manner. This will potentially increase safety issues along this road. Accident data, as outlined previously, clearly shows the need to increase road and intersection capacity in order to address the existing and future safety issues for road users, residents and the general community.

Where it could, the City has previously conditioned developments in this area in order to obtain funding for a road upgrade and land acquisition. A voluntary agreement was entered into between the City and Stockland, the developers of the Calleya residential estate, south of Jandakot Road. The voluntary agreement requires that the developer upgrade Jandakot and Solomon Roads, where they adjoin the Calleya development. Stockland are required to complete these works by 31 December 2017 or when the 900th residential lot is created.

The City has acknowledged that due to its deferral of this matter in March 2017, this completion date is unable to be achieved and are currently finalising an addendum to the agreement to reflect that.

The progression of the Calleya estate means that Stockland will have to construct the intersection treatments where the internal subdivision roads access Solomon and Jandakot Roads in early 2018. If the Council resolves not to proceed with the upgrade of Solomon and Jandakot Roads within the recommended timeframes, these intersections works will have to be designed to reflect the current status of the respective roads and the intersections updated at a future date.

The cost of these redundant works would be deducted from Stockland's financial contribution for the upgrading costs of Jandakot and Solomon Roads and the City would be required to make up the difference when the upgrading occurs. Stockland has costed a single roundabout and dual roundabout options at the Clementine Boulevard entrance, with the additional cost to the City of around \$2.3m. Stockland's obligations are detailed in the voluntary agreement, which is included as Attachment 5 (Confidential).

This agreement was put in place at the behest of Council's decision at the May 2013 OCM. That item made recommendation for the Deed to be struck so the road improvements occurred by the time 50% of the

estate was complete. The Deed then set that requirement and the date required for completion; i.e. by Dec 2017. The requirements contained with the agreement are contained within the officer's report under the heading "Hard Infrastructure Upgrading Requirements" (p112-114), the relevant section is as follows:

1. *Full road widening of Jandakot Road between Solomon and Fraser Roads.*
2. *Full contribution towards upgrading of Jandakot Road between Solomon and Fraser Roads.*
3. *Full contribution towards upgrading of Solomon Road between Dollier and Jandakot Roads.*
4. *Construction of a 2.5m wide shared path (LSP side) on both Jandakot Road and Solomon Road.*
5. *Construction of three roundabouts at Solomon Road/Jandakot Road, new internal subdivision road/Jandakot Road and Fraser Road/Jandakot Road intersections.*
6. *Construction of 2.5m wide dual use path along one side of Armadale Road (LSP side) between Fraser Road and the junction of Solomon Road and Knock Place.*

In the event of the City being in default of this agreement (that is by not allowing Stockland to construct to the agreed timeframes), the City would have to cover all additional or consequential costs. For example, escalation cost of road construction contracts, which will be an issue in Perth in the years to come as the road market increases activity with the introduction of the State road projects into the marketplace. This escalation on Jandakot Road project over a three year period could be of the order of 10% or more, that is about \$2.0M.

Deferral to after the completion of the Armadale Road project is completed has significant cost risks in that the MRRG funding offer would have to be declined and a new application made in the future (minimum two years) when there would be no surety of the application being successful, pending competition from other projects.

The other project to consider is the PTA rail extension from Thornlie to Cockburn Central. This project is part of the State Government Metronet group of projects which will also impact on traffic management in the Cockburn Central area during the time frame contemplated for the Armadale Road project. Fundamentally, this rail project will affect the car parking access to the Cockburn Central rail station on the east side of the Freeway. The existing access/egress point to the car park is via Knock Place onto Solomon Road to Armadale Road. This site has been the subject of recent intersection upgrade works by the City to improve the traffic congestion at peak times.

For the duration of the PTA rail project, vehicles would be diverting north along Solomon Road to avoid the congestion (see diagram below) and hence the imperative to construct the western section of

Verde Drive as soon as possible after the section east of Solomon Road. Drivers would also be diverting north along Solomon Road to Jandakot Road during this time which if Jandakot Road is not duplicated in time will cause more congestion along Jandakot Road.



Road configuration during Cockburn Railway station and car parking upgrade

These road improvements, in particular the construction of the remaining sections of Verde Drive in the Cockburn Central East area will need to happen in conjunction with the Armadale Road project and prior to Main Roads undertaking the road works between Tapper Road and the bridge over the Freeway.

In summary deferring the upgrading of Jandakot and Solomon Roads until after the completion of the Armadale Road upgrading works by MRWA will increase safety issues along these roads. The accident data clearly shows the need to increase road and intersection capacity and address the safety issues that currently exist for road users, residents and the general community. Delaying the road upgrade will only lead to increasing levels of congestion and increased safety risk.

Deferral to after the completion of the Armadale Road project is completed also has significant cost risks in that the MRRG funding offer would have to be declined and another application could only be made in the future (minimum two years) at which time there would be no surety of the application being successful. A deferral would also incur additional cost to the City for the Stage 1 works due to the potential escalation cost of road construction over that period and the

requirement for the City to forgo the financial contribution by Stockland, in respect to the redundant intersection works.

Conclusion

It is recommended that the Council proceed with the comprehensive and staged upgrade of Jandakot Road and Solomon Road, in accordance with design Option 1, without any further delay.

Strategic Plans/Policy Implications

Moving Around

Reduce traffic congestion, particularly around Cockburn Central and other activity centres

Improve connectivity of transport infrastructure

Leading & Listening

Ensure sound long term financial management and deliver value for money

Deliver sustainable governance through transparent and robust policy and processes

Budget/Financial Implications

Land acquisition and construction costs for Stage 1 are approximately \$12m and are to be fully funded by Stockland.

The road component of Stage 2 is estimated to cost \$9.7m. The MRRG component of this would be \$6.3m, with the City contributing the balance of \$3.4m. Land for the roundabout component would be paid for by Stockland and as noted, land has been ceded from the Schaffer Corporation, for the eastern portion of Stage 2.

As noted above, preliminary advice from the MRRG is that the project is approved and up to 40% of the funding could be available in early FY18/19.

This would see the project commence in 2018 with Stage 1 funded by Stockland, continue in FY18/19 with land acquisition funded by the State and Stockland and construction completed in FY19/20 when the City's contributions would be required. A summary of the total cost of the project is shown below:

Description	Project Cost	Cost Contribution			
		Stockland Contribution	Schaffer Corp. Contribution	State MRRG Contribution	City of Cockburn Contribution
Stage 1 - Upgrade of Jandakot Rd between Solomon Rd and Fraser Rd,(not including Jandakot Road and Solomon Road intersection)	\$12,054,380				
Land acquisition cost to facilitate the adopted design for Stage 1	\$1,054,380	\$1,054,380			
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 1	\$8,000,000	\$8,000,000			
Construction cost to upgrade Solomon Rd, south of Jandakot Rd	\$3,000,000	\$3,000,000			
Stage 2 - Upgrade Jandakot Road between Berrigan Drive and Solomon Road including the intersection of Jandakot	\$12,063,700				
Land acquisition cost to facilitate the adopted design for Stage 2	\$2,363,700	\$380,280	\$718,380	\$300,000	\$965,040
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 2 - Midblock	\$6,800,000	\$800,000		\$4,533,333	\$2,266,667
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 2 - Roundabout Option 1	\$2,400,000			\$1,600,000	
Construction cost to construct roundabout for the access to Schaffer Corporation development.	\$500,000		\$500,000		
TOTAL:	\$ 24,118,080	\$13,234,660	\$1,218,380	\$ 6,433,333	\$ 3,231,707

Total Project Contribution %	55%	5%	27%	13%
Stage 1 Project Contribution %	100%	0%	0%	0%
Stage 2 Project Contribution %	3%	10%	53%	27%

Legal Implications

If Council resolves an upgrade of Jandakot Road, then any process of land acquisition needs to follow the requirements of the Land Administration Act 1997.

Community Consultation

Consultation included community workshops in April and July 2017, as well as mail outs, hardcopy survey and information posted on 'Comment on Cockburn' website.

During the July workshop there was a proposal from the floor to request a show of hands for deferral of any upgrade of Jandakot Road until after the duplication of Armadale Road to which there was unanimous agreement. In light of the safety, congestion and cost increase issues that must be dealt with, City officers do not consider this to be a viable option.

A feedback form was provided to residents for completion on the night, or via an online survey on Comment on Cockburn. It was also emailed to residents groups following the workshop.

A total of 392 people visited the website. Overall, 48 people contributed to the survey by 26 July 2017. A letter was sent out to all households in the area prompting them to complete the survey. By 8 September, when the survey was finally closed, 70 responses were received.

Key survey findings: Total respondents 70, with the strongest support for Options 1 and 2.

	Support strongly support	or	Oppose strongly oppose	or
Option 1 Four way centralised roundabout at Solomon Road /Jandakot Road	36		25	
Option 2 Four way offset roundabout at Solomon Road/Jandakot Road	39		21	
Option 3 Traffic lights at Solomon Road /Jandakot Road	10		49	

A landowner workshop was held on 11 April 2017. Issues raised by landowners included:

- Most landowners acknowledged that the current road situation along Jandakot Road is unsafe, and that this safety issue must be addressed.
- Some landowners did not want any changes to the road at all, and instead the City of Cockburn should be ensuring that the State

Government deliver the long awaited Armadale Road upgrade and new freeway bridge that would possibly negate the need for any changes to Jandakot Road.

- All landowners were concerned about noise, and what noise solution would ultimately be proposed by the City.
- Landowners with road widening proposed on their land were concerned about this impact.
- Several landowners requested the opportunity for subdivision and development rights as a consideration for supporting the road upgrades.
- Some landowners felt that widening the road will only make congestion more problematic.
- Landowners felt that the entire length of Jandakot Road needs to be addressed at the one time, as leaving any section as a single carriageway will shift congestion points to that area.
- Landowners requested investigation as to why the road upgrade intersection at Jandakot Road and Solomon Road and Jandakot Road and Fraser Road could not be entirely located within the Calleya Estate.
- Landowners wanted the opportunity for further community workshops before any progress on the project.

This resulted in further detailed work and research being undertaken by City officers, to arrive at three design options to form the basis of further engagement with the community. The three design options are analysed in the above section of the report, including the community comment received.

Risk Management Implications

The City's intention is to improve road safety on Jandakot Road and minimise accidents. As noted earlier in the report, crash data shows 78 accidents (ie crashes) on Jandakot Road between Berrigan Drive and Fraser Road (January 2011 to December 2015). The majority (82%) were rear end/side swipe type crashes, with 5% resulting in people being taken to hospital. During 2017, there have been two fatalities along Jandakot Road with fatalities having occurred in the years prior to that.

Council has also previously been made aware of the issue of Jandakot Road, and the current levels of traffic being experienced along this single lane rural road. At the 13 May 2010 Council meeting, Item 16.1 (Minute No. 4261) Council considered complaints from landowners about traffic speed and traffic volume along Jandakot Road. This was in response to a petition signed by 23 residents that had been tabled earlier in that year to Council (11 March 2010 Council meeting). The proposed noise treatments outlined in this report will mitigate this issue.

The risk to the City if the recommendation is not followed or is deferred again is that the 4-lane dual carriageway upgrade will not proceed in a timely manner. This will increase safety issues along this road. Accident data clearly shows the need to increase road and intersection capacity and address the safety issues that exist for road users, residents and the general community. From a risk management viewpoint, it is imperative that the safety and congestion issues be addressed as soon as possible.

Deferral to after the completion of the Armadale Road project is completed has significant cost risks in that the MRRG funding offer would have to be declined and another application made in the future (minimum two years) when there would be no surety of the application being successful. The additional cost that would be incurred by the City for the Stage 1 works have been described above.

Advice to Proponent(s)/Submissioners

All residents along Jandakot Road as well as all residents who access property from roads off Jandakot Road have been advised that this matter is to be considered at the 28 November 2017 Special Council Meeting.

Implications of Section 3.18(3) *Local Government Act, 1995*

Nil.

Option 1 – Four Way Centralised Roundabout at Solomon Rd/Jandakot Rd Intersection

Attachment 1



Option 2 – Four Way Offset Roundabout at Solomon Rd/Jandakot Rd Intersection

Attachment 2



Option 3 – Three Way Traffic Signal at Solomon Rd/Jandakot Rd Intersection

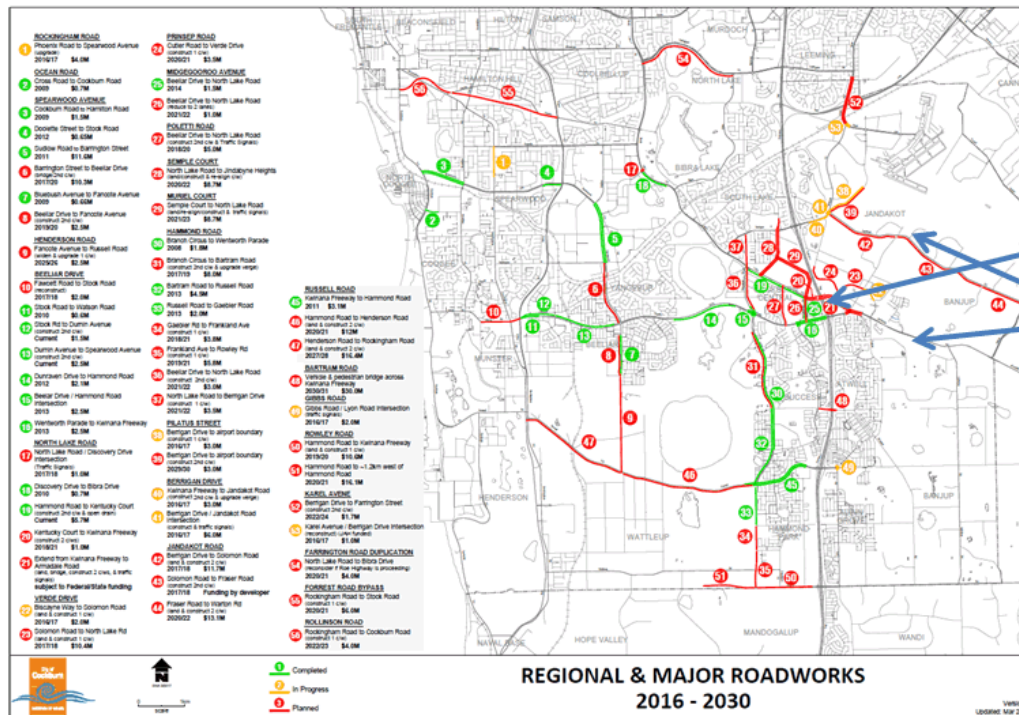
Attachment 3



Armadale & Jandakot Road

This presentation outlines the
construction, congestion and
financial issues

Regional Road Plan

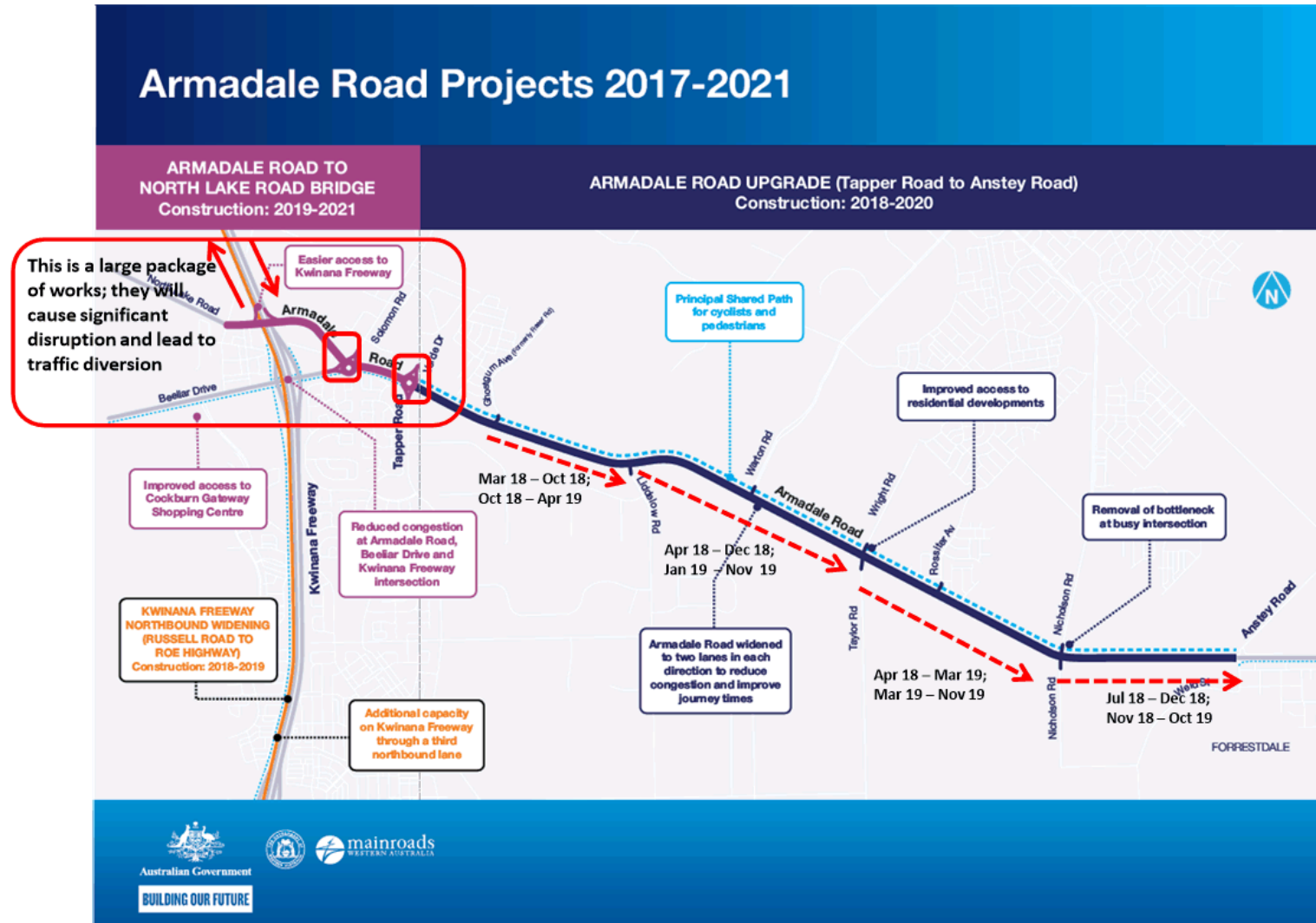


- The City’s regional road plan proposes a substantive number of improvements around Cockburn Central and the major eastern laterals (Armadale and Jandakot Road)
- The cost and timing of these works will impact the flow of traffic across the City; as well as how much has to be contributed from the Municipal fund as opposed to other sources.

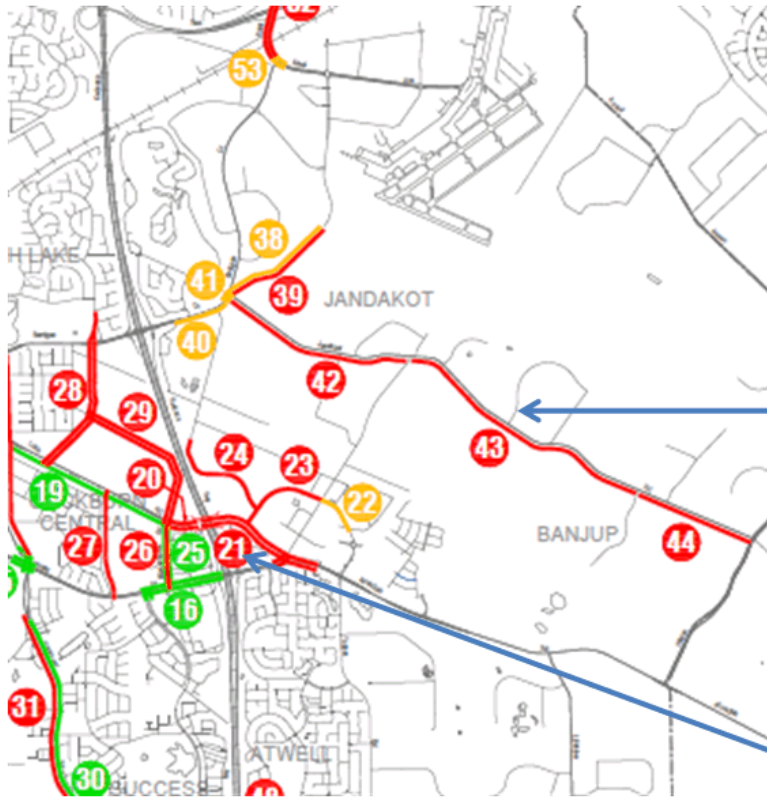
MRWA Armadale Road Projects

- The upgrade to Armadale Road happens in two stages:
 1. Road duplication 2018 -19
 2. New Bridge, roundabouts and freeway connections 2019 – 2021
- The road duplication will see new sections constructed, then traffic switched to the new section and the existing section re-constructed.
- This happens in stages down the length of Armadale Road.
- The following slide shows each package of works, with dates for each stage.
- There are no set dates for the complete Stage 2 package, just a date range. However, this is a big package and will take the best part of 3 years.
- This part of the project will cause the most amount of traffic diversion, which has only one option – Jandakot Road.

Armadale Road Construction plan

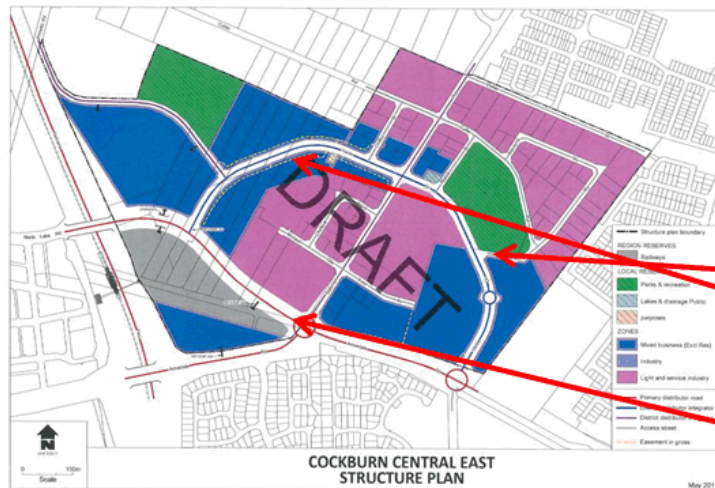


Eastern Development



- Current traffic:
 - Jandakot – 15,000 vpd (Mar 17 data)
 - Armadale (14/15 data)
 - At Freeway 40,000 vpd
 - At Liddelow 28,000 vpd
- During the Armadale Road reconstruction traffic will divert onto Jandakot Road. The question is ‘how much’?
- As an example, Farrington Road is carrying 20,000 vpd and the MAC will add another 5,000 vpd.
- Conceivably between 5000 -10,000 vpd will try to divert from Armadale onto the (single lane) Jandakot Road
- The major works on Armadale Road are when the MRWA constructs the bridge, builds the Freeway CD roads and upgrades the Solomon and Tapper roundabouts. Simultaneously the PTA builds its train line extension.
- These works go from **2019-2021**.

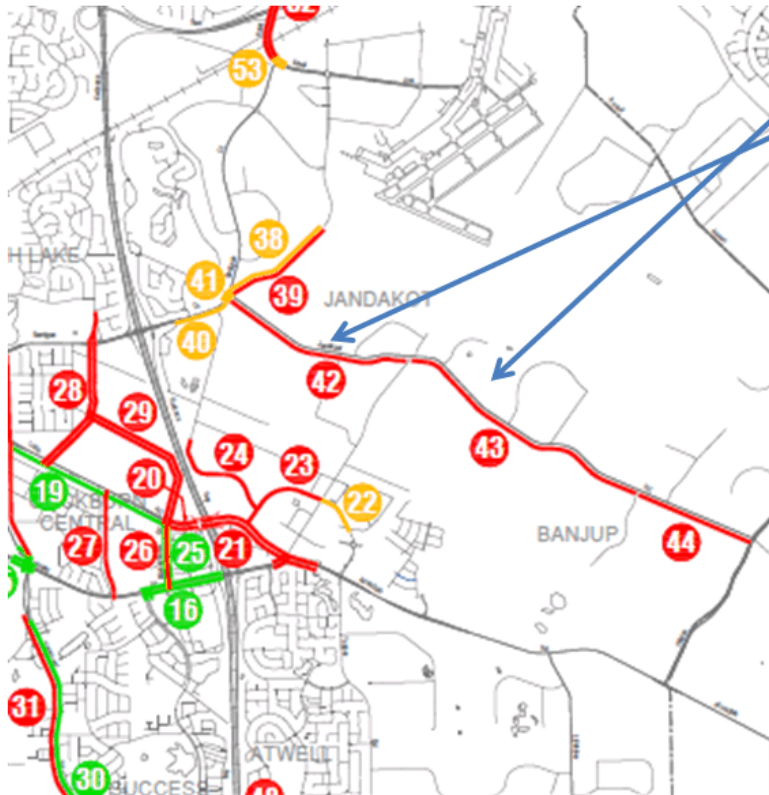
Cockburn Central East



OCM 14/8/2017 Item 15.2 Attach 1

- New structure plan adopted Sep 17
- Thornlie – Cockburn Train line project involves substantive works in **2020-21**
- Project includes significant redevelopment of PTA carpark – 50% patrons are Cockburn residents
- Verde Drive upgrades planned
 - (east) constructed 2018
 - (west) FY 19/20 (**essential**)
- 2019 or 2020 - Knock Place closed, so PTA carpark traffic diverted onto Verde Drive, then seeks Solomon for exit
- But without improvement to Jandakot Road, Solomon has no capacity to move this.

Jandakot Road Upgrade



- City had proposed this occur in two stages
 - 2018 construction Calleya section; and land acquisition for infill section
 - 2019 construction of infill section
- By end 2019 Jandakot Road would have capacity to take diverted traffic without this causing safety concerns.
- All resident local accesses on Jandakot Rd would have been reconstructed too.
- There would have been some overlap with the Armadale Road construction in 2019. Traffic management measures can be implemented to cope with this.
- However, when the major impact of the Armadale Road Bridge stage will be experienced from 2019-21 there would have been an alternative route for traffic.
- Delaying Jandakot Road works to 2022 provides no alternative option for traffic; its either congested on Armadale or congested on Jandakot from 2019-21

Works Sequence Proposed for dual build scenario

Date	Armadale Road	Jandakot Road	Other
Jan - Dec 18	Ghostgum - Liddelow new carriageway	Fraser - Solomon dual carriageway (est complete Sep 18)	Verde Drive (Solomon - Armadale)
	Liddelow - Wright new carriageway	Solomon - Berrigan land acquisition	
	Wright - Nicholson new carriageway		
	Nicholson - Anstey new carriageway		
Jan - Dec 19	Ghostgum - Liddelow (complete Apr 19)	Solomon - Berrigan dual carriageway	Verde Drive (west complete by 2020)
	Liddelow - Wright (complete Nov 19)	Jandakot Road 4 lanes (est before Nov 19)	
	Taylor - Nicholson (complete Nov 19)		
	Nicholson - Anstey and bridge (complete Oct 19)		
Jun 19 - Dec 21	New Armadale Bridge		
	Reconstruction Tapper intersection		
	Reconstruction Solomon intersection		
	Redevelop PTA carpark		
	Thornlie Train line connected		

Financial Risk Analysis

Description	Project Cost	Cost Contribution			
		Stockland Contribution	Schaffer Corp. Contribution	State MRRG Contribution	City of Cockburn Contribution
Stage 1 - Upgrade of Jandakot Rd between Solomon Rd and Fraser Rd,(not including Jandakot Road and Solomon Road intersection)	\$12,054,380				
Land acquisition cost to facilitate the adopted design for Stage 1	\$1,054,380	\$1,054,380			
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 1	\$8,000,000	\$8,000,000			
Construction cost to upgrade Solomon Rd, south of Jandakot Rd	\$3,000,000	\$3,000,000			
Stage 2 - Upgrade Jandakot Road between Berrigan Drive and Solomon Road including the intersection of Jandakot	\$12,063,700				
Land acquisition cost to facilitate the adopted design for Stage 2	\$2,363,700	\$380,280	\$718,380	\$300,000	\$965,040
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 2 - Midblock	\$6,800,000			\$4,533,333	\$2,266,667
Construction cost to upgrade of Jandakot Rd as per the adopted design for Stage 2 - Roundabout Option 1	\$2,400,000	\$800,000		\$1,600,000	
Construction cost to construct roundabout for the access to Schaffer Corporation development.	\$500,000		\$500,000		
TOTAL:	\$ 24,118,080	\$ 13,234,660	\$ 1,218,380	\$ 6,433,333	\$ 3,231,707
Total Project Contribution %		55%	5%	27%	13%
Stage 1 Project Contribution %		100%	0%	0%	0%
Stage 2 Project Contribution %		3%	10%	53%	27%

Contribution frozen; escalation City's cost. Roundabout duplication City's cost.

MRRG bid cancelled. Rules prevent re-bid for two years. No guarantees.

- Under the 'build now' scenario Jandakot Rd costs **\$24m** and the City contributes **27%**.
- Delaying adds:
 - \$2.3m for Clementine roundabout redundant works;
 - \$6.4m loss of MRRG component – under the funding rules the city can't rebid for MRRG monies for two years and has no guarantee of success
 - Stockland contribution is frozen and the City must bear any escalation costs. A five year deferral (ie 2022) could add several \$m to this project.
 - Worst case in 2022 it's a **\$28m** project and the City has to fund **51%** of this!

Impact Summary

- FY18-21 – traffic will move from Armadale onto Jandakot Roads. This will peak from FY19-21 when the combined impact of Armadale Rd bridge and the train station project come together. If there is no alternate route then both Armadale and Jandakot Roads become heavily congested.
- Delaying Jandakot Road to 2022 places substantial financial risk on the City. There is a potential for extra \$10m required from the Municipal Fund. This risk doesn't exist under the build now scenario.
- From a traffic management perspective, having an overlap of some parts of the Armadale Road and Jandakot Road projects is manageable.
- The impact of this would be for a much more shorter time period, than will occur with congestion across both eastern lateral routes from delaying the re-construction of Jandakot Road.
- From a safety perspective the upgrade of Jandakot Road still remains the City's highest priority project.

13. NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY MEMBERS OR OFFICERS

14. CONFIDENTIAL BUSINESS

Nil

15. RESOLUTION OF COMPLIANCE

RECOMMENDATION

That Council is satisfied that resolutions carried at this Meeting and applicable to items concerning Council provided services and facilities, are:-

- (1) integrated and co-ordinated, so far as practicable, with any provided by the Commonwealth, the State or any public body;
- (2) not duplicated, to an extent Council considers inappropriate, services or facilities as provided by the Commonwealth, the State or any other body or person, whether public or private; and
- (3) managed efficiently and effectively.

16. CLOSURE OF MEETING