3.2 METROPOLITAN REGION SCHEME AMENDMENT 1313/41 - MIDLAND FREIGHT RAIL REALIGNMENT

Ward: (Midland/Guildford Ward) (Strategic Planning)

Disclosure of Interest: Nil

Authorised Officer: (Executive Manager Planning)

KEY ISSUES

- The Department of Lands, Planning and Heritage has conducted studies into realigning the Midland Freight Rail Corridor to a southern alignment adjacent to the Great Eastern Highway Bypass.

- A series of consultations have been undertaken with the Department of Planning, Lands and Heritage (DoPLH) and Main Roads WA regarding the detail of this realignment. This has resulted in a Planning Control Area (Planning Control Area 119) under the Planning and Development Act 2005 being declared in October 2015 along this route. Further detailed design discussions have proposed changes to the original concept to support local movement networks.

- The proposed freight rail realignment was considered by Council on 15 March 2017 where it was resolved that certain road connectivity issues be addressed.

- A Metropolitan Region Scheme Amendment is now proposed to formalise Planning Control Area 119 into the Metropolitan Regional Scheme as a ‘Railways’ and ‘Primary Regional Roads’ reservation.

- The MRS proposal includes some recommended amendments proposed by Council in the resolution made at its Meeting held on 15 March 2017.

- Although the City agrees with the notion to confirm the Freight Rail Realignment by inclusion in the Metropolitan Region Scheme (MRS), there are still some matters identified in the 15 March 2017 report that is outstanding. Resolution of these matters may impact the final MRS reservations, which results in the City not being in a position to support the MRS proposal as it stands.

That the Council resolve to:

1) Not support the proposed Metropolitan Regional Scheme Amendment 1313/41 in its current form, for the following reasons:

   a. Traffic Modelling has indicated the appropriateness of retaining the Military Road connection to Bushmead / Helena Valley roads and no evidence to the contrary has been provided. This will require a realignment of the ‘Railways’ reservation westward to provide adequate space for Military Road to remain open and connect to the future Helena Valley / Bushmead Road Bridge.
b. There is concern that the Stirling Crescent Overpass has not been adequately provided with enough land (for buttresses) in the ‘Primary Regional Roads’ reservation to support a viable road and rail crossing on Stirling Crescent. Resolving this land reservation issue at this stage, will provide certainty and will reduce the need for any future amendments to the Metropolitan Regional Scheme at a later date.

c. It is unknown if the proposed addition of an underpass at the Austral Bricks site and a rail bridge over Clayton Street that can provide for 4 lanes with associated turning pockets (actions 4 and 5), have been considered in the MRS proposal. Clarification is required as it may impact the MRS alignment (width).

2) Request the Western Australian Planning Commission to provide affected landowners the opportunity to comment on any modifications to the MRS that may result in more land being required from them, prior to a final decision being made.

BACKGROUND

The proposed freight rail realignment was considered at the Ordinary Council Meeting on 16 December 2016 where Council resolved to:

1) Defer consideration of this matter until a further Ordinary Meeting of Council to accommodate a request of the Department of Planning to conduct further meetings with relevant City of Swan staff on this matter.

Following further discussions, the matter was again considered at the Ordinary Council Meeting on 15 March 2017 where Council resolved to:

1) Support the officer’s comments on road connectivity issues on the proposed freight rail realignment as outlined in the report.

2) Request the Department of Planning keep open the option of retaining the existing freight line alignment with appropriate safety mitigation for the movement of dangerous goods.

3) Notwithstanding the above, note this is not a formal support or non-support comment on the proposed freight rail realignment.

4) Record the reason for changing the staff recommendation is that the cost of realignment is high, it will impact the Hazelmere Industrial Area and leaves open the opportunity for business to propose development opportunities over the existing rail alignment.

At this meeting a map was provided that graphically displayed and identified the concept route and key issues.
DETAILS

The Midland Freight Rail Realignment is the re-routing of the heavy freight railway out of the Midland CBD, South Guildford and Woodbridge to a new southern alignment generally paralleling Military Road, Bellevue and the Great Eastern Highway Bypass, Hazelmere. The effect of this project will be significant in the reduction of noise, improvements in traffic at the level crossings in Midland and improvement of the amenity along its route. There would be an improvement in the movement of freight to the operator as trains would not have to slow as much while negotiating the tight turn in the line at Woodbridge. Trains would avoid 5 existing level crossings on this new alignment.

The realigned route starts west of the Roe Highway rail overpass in Bellevue and travels westward and southward before turning west along the Great Eastern Highway Bypass, then turns southerly to the freight line south of the rail bridge on Great Eastern Highway Bypass. (Refer to the attached map)

As a result of this alignment the City previously questioned a series of issues relating to the reduced connectivity of the Bellevue and Hazelmere industrial areas and the closing of the Stirling Crescent access to the Great Eastern Highway Bypass. The following preferences were reflected in the actions detailed in the Ordinary Council report of 15 March 2017:

Suggested short term actions:

1. Carry out the traffic modelling of the area generally bounded by Great Eastern Highway, Roe Highway, the area to the south of the Great Eastern Highway Bypass and the current freight rail alignment to the west in conjunction with Main Roads WA, the Metropolitan Redevelopment Authority and Department of Planning;

2. Detailed design of the Lloyd Street/Great Eastern Highway Bypass Interchange including the railway crossing. This is part of the design for the section of Lloyd Street between the GEH Bypass and the Helena River crossing. Consideration also needs to be given to the adjacent Roe Highway/ Great Eastern Highway Bypass and ramp requirements. It is proposed that Main Roads WA will carry out this work with input from the City of Swan and Department of Planning;

3. A concept design of the Lloyd Street/Clayton Street intersection providing an uncontrolled south movement when travelling east on Clayton Street. This is to allow for land in case traffic modelling shows need to accommodate extra capacity for the Lloyd Street/Clayton Street intersection. It is proposed the Department of Planning will request the Metropolitan Redevelopment Authority investigate this as a part of their planning for Lots 504 & 656 Clayton Street and 9036 Lloyd Street;

4. Concept design of the railway underpass for the Austral Bricks link road to ensure the railway profile provides sufficient clearance above the 100 year flood level. This will serve as a subdivision road and an extra link south for Military Road improving connectivity in the area. 5.

5. Concept design of the Clayton Street Underpass to accommodate 4 lanes; and

6. The Bushmead Road/Roe Highway road crossing design as part of the Roe Highway/Great Eastern Highway Interchange layout to provide HWL clearance and to accommodate improvements to the Helena Valley Road and Midland Road intersection.
7. **Detailed design of the overpass of Stirling Crescent and the rail line and Great Eastern Highway Bypass.** The freight rail alignment study demonstrates a fly-over could work. As such further investigation and any land should be set aside for this.

**Medium term actions:**

8. **Investigation of the retention of Military Road after considering the results of the traffic modelling exercise.** It should be noted that there would be a high cost to retain this connection as it would include an intersection with Bushmead Road that would be a bridge structure to allow clearance for the freight rail line. Based on this relatively high cost the connection would likely need to provide a major benefit to be constructed; and

9. **Completion of the Lloyd Street link between the Great Eastern Highway Bypass and Clayton Street.**

**Long term actions:**

10. **Construction of the railway realignment; and**

11. **Ensuring necessary steps from the items above are completed prior to construction of the railway.** These are the full Lloyd Street connection between Clayton Street and the GEH Bypass, and completion of Military Road connections as determined by the traffic study.

**Outcomes:**

The recommended actions from the 15 March 2017 Council Meeting have been progressed in some instances and in others not:

**Action 1**

It is understood that the traffic modelling proposed in Action 1 will be concluded in the second half of 2018.

**Actions 2 and 3**

The above short term Actions 1, 2 and 3 have been suitably completed.

**Action 4**

It was proposed that the addition of an underpass at the Austral Bricks site shown on the attached map would future proof the site at a point where the rail alignment is suitably high enough to permit the construction of an underpass. In the short term it would maintain Austral Bricks’ current access to Military Road and in the longer term provide for a future link road to Lloyd Street improving traffic connectivity and circulation within Bellevue.

However since last discussions with the DoPLH, the City has not seen an amended design to the rail alignment to incorporate this proposal.
Action 5

It was requested and agreed that the proposed rail bridge over Clayton Street be provisioned for 4 lanes with associated turning pockets.

However since last discussions with the DoPLH, the City has not seen an amended design to the rail bridge to incorporate action 5.

Actions 6 and 8

Specific traffic modelling to determine the need for the retention of Military Road has not been conducted nor has a possible design for a future intersection with Bushmead Road been provided to the City. However, it should also be highlighted that no evidence has been received that Military Road’s connection would not be possible. In the absence of such modelling the City considered the Greater Midland traffic modelling, which included the Lloyd Street connection across the Helena River, conducted in 2015.

This modelling estimates that in 2031 the southern section of Military Road would carry about 24,000 vehicles per day, which justifies the need for the road. Should Military Road be closed, a major part of the 24,000 trips will be diverted to Lloyd Street, which in turn will contribute to more congestion on that road.

The Railway reservation shown in the MRS proposal does not provide enough space for Military Road to remain. City officers agree that a modification of the rail reservation westward would permit enough space for this road to remain.

The City acknowledges that while it is technically possible to construct a safe priority T-intersection on top of the new proposed Bushmead / Helena Valley Road Bridge that this would be an additional cost to the State. Given that the ultimate road connectivity in Hazelmere and Bellevue would be reduced by the loss of Military Road, the long term implications to the City would be acute.

Without Military road south connecting to Bushmead / Helena Valley roads, residential traffic would likely deviate via the Lloyd Street Southern extension to re-enter Clayton Street and the CBD. A closure of this road reduces access to the light industrial estate in Bellevue and may affect those businesses as they navigate a longer route towards Hazelmere and beyond. Loss of a linkage over the Helena River would further constrain access to Midland and Bellevue.

However since the last discussions with the DoPLH, the City has not seen an amended design to the rail and road design to incorporate actions 6 and 8.

Action 7

The City notes that land is proposed to be reserved for a future bridge (‘Regional Roads’ reservation) at Stirling Crescent over the Great Eastern Highway Bypass.

The proposal used by the State in determining this crossing may have used plans that do not adequately provide for High Wide Loads on the bypass and double stacked containers on the freight line. The City consequently questions the suitability of potential approaches to this crossing and requests a review of the land reservation to encompass the approach buttresses. It is believed that a greater land reservation may be required.
Since last discussions with the DoPLH in regards to this project, the issue of access to the South Hazelmere Industrial Estate has become more acute. Keeping open the Stirling Crescent linkage over the Great Eastern Highway Bypass will improve access and connectivity to the South Hazelmere industrial estate and the overall movement network for Hazelmere Industrial Estate as a whole.

City officers have strong concerns that without a Stirling Crescent Overpass the viability of the South Hazelmere Industrial Estate may be compromised. The traffic modelling proposed to be conducted as part of Action 1 above is required to provide guidance on the need for this overpass.

However since last discussions with the Department of Planning the City has not seen a detailed design related to a Stirling Crescent Overpass to assess its viability and suitability to the proposed MRS ‘Primary Regional Roads’ reservation and impact on the local road network.

In the absence of the outstanding items, it is not possible to confirm that the current MRS proposal sufficiently provides for all the land that may be required as a result of the outcomes of the actions still to be dealt with.

**CONCLUSION**

Although the City agrees with the notion to confirm the Freight Rail Realignment by inclusion in the MRS, there is still some information outstanding that may impact the final reservation.

There is concern that the Stirling Crescent Overpass has not been adequately provided with enough land (for buttresses) in the Primary Regional Road reservation to support a viable road and rail crossing on Stirling Crescent. Resolving this land reservation issue at this stage, will provide certainty and will reduce the need for any future amendments to the regional scheme at a later date.

Traffic Modelling has indicated the appropriateness of retaining the Military Road connection to Bushmead / Helena Valley roads and no evidence to the contrary has been provided. This will require a realignment of the ‘Railways’ reservation westward to provide adequate space for Military Road to remain open and connect to the future Helena Valley / Bushmead Road Bridge.

It is unknown if the resolution of Actions 4 and 5 will impact the MRS alignment (width).

On the basis that there is no clarity on the outcome of Actions 6, 7 and 8 that have the potential to impact on the MRS alignment/land requirements, the City cannot support the MRS 1313/41 proposal as it stands.

The City requests that if additional land requirements result from the resolution of Actions 6, 7 and 8, affected landowners be given the opportunity to provide comment prior to a final decision being made by the WAPC.
CONSULTATION

The Metropolitan Regional Scheme Amendment 1313/41 consultation is being undertaken by the Department of Lands, Planning and Heritage. This consultation closes 22 June 2018. The City of Swan is a referral agency in this process.

No separate consultation by the City is required.

ATTACHMENTS

- Metropolitan Regional Scheme Amendment 1313/41, indicating the proposed re-aligned Midland Freight Rail
- Annotated Midland Freight Rail Re-alignment map (Tabled at the Ordinary Council Meeting 15 March 2017 showing the location of the Actions mentioned in this report)

STRATEGIC IMPLICATIONS

The proposed freight rail realignment will have positive strategic implications regarding the efficient movement of rail freight through Midland, Bellevue and South Guildford avoiding 5 level crossings and improving the amenity in the communities adjacent to the freight line.

The proposed alignment supports additional critical access between the north and south Hazelmere industrial estates via Stirling Crescent. However additional land may be required to support this crossing.

Military Road's role in the strategic movement network is now better understood. The loss of connection over the Helena River (Military Road) as a result of the freight rail realignment will noticeably compromise the local movement network and reduce access to Midland CBD and the Bellevue industrial estate.

STATUTORY IMPLICATIONS

The City’s Local Planning Scheme No17 will have to be brought in-line with the final MRS outcome.

FINANCIAL IMPLICATIONS

The City may incur additional costs associated with this project related to design elements for the construction of the Lloyd Street Southern Extension tie-ins and Stirling Crescent tie-ins. This is warranted and expected so as to seamlessly connect to the final road network plans associated with the Midland Freight Rail realignment.

VOTING REQUIREMENTS

Simple majority
RECOMMENDATION

That the Council resolve to:

1) Not support the proposed Metropolitan Regional Scheme Amendment 1313/41 in its current form, for the following reasons:
   a. Traffic Modelling has indicated the appropriateness of retaining the Military Road connection to Bushmead / Helena Valley roads and no evidence to the contrary has been provided. This will require a realignment of the ‘Railways’ reservation westward to provide adequate space for Military Road to remain open and connect to the future Helena Valley / Bushmead Road Bridge.
   b. There is concern that the Stirling Crescent Overpass has not been adequately provided with enough land (for buttresses) in the ‘Primary Regional Roads’ reservation to support a viable road and rail crossing on Stirling Crescent. Resolving this land reservation issue at this stage, will provide certainty and will reduce the need for any future amendments to the Metropolitan Regional Scheme at a later date.
   c. It is unknown if the proposed addition of an underpass at the Austral Bricks site and a rail bridge over Clayton Street that can provide for 4 lanes with associated turning pockets (Actions 4 and 5), have been considered in the MRS proposal. Clarification is required as it may impact the MRS alignment (width).

2) Request the WAPC to provide affected landowners the opportunity to comment on any modifications to the MRS that may result in more land being required from them, prior to a final decision being made.

MOTION that the Council resolve to:

1) Support the proposed Metropolitan Region Scheme Amendment 1313/41 subject to the following issues being addressed satisfactorily by the WAPC prior to final approval:
   a. Traffic Modelling has indicated the appropriateness of retaining the Military Road connection to Bushmead / Helena Valley Roads and no evidence to the contrary has been provided. This will require a realignment of the ‘Railways’ reservation westward to provide adequate space for Military Road to remain open and connect to the future Helena Valley / Bushmead Road Bridge.
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2) Request the WAPC to provide affected landowners the opportunity to further comment on any modifications to the MRS that may result in more land being required from them, prior to a final decision being made.

3) The reason for changing staff recommendation is to support the amendment and highlight the issues of concerns so that the WAPC can address the matter prior to adoption of the amendment.

(Cr Elliott – Cr Johnson)

RESOLVED UNANIMOUSLY TO:

1) Support the proposed Metropolitan Region Scheme Amendment 1313/41 subject to the following issues being addressed satisfactorily by the WAPC prior to final approval:

   a. Traffic Modelling has indicated the appropriateness of retaining the Military Road connection to Bushmead / Helena Valley Roads and no evidence to the contrary has been provided. This will require a realignment of the ‘Railways’ reservation westward to provide adequate space for Military Road to remain open and connect to the future Helena Valley / Bushmead Road Bridge.

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2) Request the WAPC to provide affected landowners the opportunity to further comment on any modifications to the MRS that may result in more land being required from them, prior to a final decision being made.

3) The reason for changing staff recommendation is to support the Amendment and highlight the issues of concerns so that the WAPC can address the matter prior to adoption of the amendment.
2. Design to allow for freight rail at Lloyd & GEH Bypass

3. Investigation of dedicated slip lane off Clayton Street

4. Allowance for possible new road through Austral Bricks

5. Allowance for 4 lanes at Clayton St crossing

6. Modifications to Helena Valley Road and Midland Road

7. Stirling Crescent overpass

8. Retain Military Road

9. Construction of Lloyd Street

10. Construction of rail realignment

11. Proposed Freight Rail

12. North and South connections under Roe Highway

13. Bellevue Link Road

- Proposed Freight Rail
- Existing Road
- Possible connection
- Possible connection (further investigation required)