



Department of **Planning,  
Lands and Heritage**



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draft

Operational

Policy

1.12

# Planning proposals adjoining Regional Roads in Western Australia

March 2023

The Department of Planning, Lands and Heritage acknowledges the traditional owners and custodians of land and waterways across Western Australia. The Department is committed to reconciliation to improve outcomes for Aboriginal and Torres Strait Islander peoples and to work together to provide a culturally-safe and inclusive environment.

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Locked Bag 2506  
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website: [wa.gov.au/dplh](http://wa.gov.au/dplh)  
email: [info@dplh.wa.gov.au](mailto:info@dplh.wa.gov.au)

tel: 08 6551 8002  
fax: 08 6551 9001

National Relay Service: 13 36 77

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draft

# Operational Policy 1.12

Planning proposals adjoining Regional Roads in Western Australia

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## 1. Policy intent

This policy applies to planning proposals affecting lots adjoining Regional Roads which are identified in a region and/or local planning schemes in Western Australia.

It provides guidance on vehicular access from adjoining lots, road reserve widening, road upgrading, scenic route considerations, infrastructure contributions and corner lot truncations.

The policy seeks to promote an efficient and safe regional road network by providing general guidance to decision makers, land use planners and proponents.

## 2. Application of this policy

The policy requirements should be implemented via conditions of approval for subdivision and/or development applications.

These policy requirements may also be supplemented with guidance provided through planning controls in the following planning instruments:

- a region scheme and/or local planning scheme
- a regional, sub-regional and/or local planning strategies
- a structure plan or precinct structure plan (includes outline development plan, development plan and subdivision guide plan<sup>1</sup>)
- an activity centre plan (includes activity centre structure plan<sup>1</sup>)
- a development contribution plan
- a local development plan (includes detailed area plan<sup>1</sup>)
- a local planning policy.

<sup>1</sup> The *Planning and Development (Local Planning Schemes) Regulations 2015*, Part 9, Division 1, regulation 79(1) states 'A planning instrument made under the Act before commencement day and in accordance with the repealed regulations or a State planning policy continues in force as if it were a planning instrument of the same type made under the Act in accordance with these regulations.'

## 3. Regional Roads in Western Australia

Regional Roads have an important role to carry high volumes of vehicular traffic including freight vehicles within Western Australia. Vehicle access to Regional Roads requires careful management to safeguard the optimum traffic flow and manage entry and exit points that can affect road traffic safety.

Main Roads WA, local government and/or the Department of Planning, Lands and Heritage (DPLH) transport planning/engineering staff on behalf of the Western Australian Planning Commission (WAPC) should be consulted to provide detailed advice where required.

In region schemes, **Primary Regional Roads** are the responsibility of Main Roads WA. **Other Regional Roads** have a shared responsibility between the WAPC and local government.

Outside of region schemes, local planning schemes have **Primary Distributor Road** being the responsibility of Main Roads WA and **District Distributor Road** being the responsibility of local government.



The WAPC's delegation of powers to decision makers may affect land adjoining Regional Roads and can be viewed online at: [Western Australian Planning Commission resolutions and instruments of delegation \(www.wa.gov.au\)](http://www.wa.gov.au)

The Main Roads WA Regional Road hierarchy has different road descriptions and map legend colours to those of the WAPC's region and local planning schemes. The Main Roads WA map descriptions and colours are **Primary Distributor** (light blue) (rural areas and built up) and **Regional Distributor** (Red) (rural areas), **District Distributor A** (Green) (built up areas) and **District Distributor B** (Dark Blue) (built up areas). The Main Roads WA online map can be viewed at: <https://catalogue.data.wa.gov.au/hu/app/road-information-mapping-system>

Regional Roads are progressively being reviewed by Main Roads WA.

## 4. Policy objectives

The objectives of this policy are to:

- improve traffic flow and safety by minimising vehicle access to current and future Regional Roads.
- ensure subdivision and/or development proposals and planning instruments accord with current and future transport planning and engineering design requirements.
- outline the vehicular access principles and requirements which should be applied in the assessment of planning proposals.
- maintain and improve safety and efficiency for all modes/users.
- identify and protect the visual amenity of unique scenic Regional Road tourism routes.

## 5. Policy measures

The policy objectives and measures complement the *Driving Change-Road Safety Strategy for Western Australia 2020-2030* which provides general guidance to improve Regional Road safety.

Proponents should liaise with the WAPC/DPLH, Main Roads WA and/or local government early in the preparation of subdivision and/or development applications and planning instruments to ensure that the design for access management is optimised. A pre-lodgement discussion is recommended to assist with the early identification and resolution of issues, prior to an application being lodged.

Where considering proposals for vehicle access onto Regional Roads, the vehicle access arrangements will need to be determined in consultation with Main Roads WA, DPLH and/or local government.

Where a subdivision proposal requires vehicular access to a Regional Road to be restricted or prohibited, a condition of subdivision should be applied requiring a covenant on title under Section 150 of the *Planning and Development Act 2005* and Part 3, Division 3 of the *Planning and Development Regulations 2009*. Otherwise restrictive covenants may be applied via Section 129A of the *Transfer of Land Act 1893*.



Planning instruments listed in section 2 above, may stipulate road widening, access and consolidation of vehicular access requirements that relate to subdivision and/or development proposals.

## 5.1 Access to Regional Roads

Where Regional Roads are constructed or planned to freeway standards, no access is permitted other than access to **Freeway Service Centres**.

On Regional Roads not constructed or planned to freeway standards, there is a general presumption on traffic and safety grounds against the creation of new driveways or increased use of existing accesses to these roads, particularly where alternative access is available from a side or rear street, right of way or laneway.

The types of land use that may be allowed access to a Regional Road include large traffic generators such as major shopping or community centres. These land uses would justify either a local distributor or access road, leading from a junction with the Regional Road to the car parking servicing the centre.

Land uses with high peak hour traffic volumes such as a service station may have vehicle access to a Regional Road, however access via an adjoining/nearby lower order road should be preferred where practicable. In regional areas, access may

be appropriate for land uses and activities such as industry, abattoirs, stock saleyards and rural properties.

In determining planning proposals with direct access to Regional Roads, the following should be considered in consultation with transport planners/engineers:

- the effects of the development on traffic flow and safety of all road users.
- the character and function of the road (existing and proposed).
- the volume and speed of traffic.
- the width of the carriageway and visibility.
- the volume and type of traffic generated by the development.
- the setting and context of the locality.
- emergency access requirements, including bushfire access.

Where access is permitted, conditions may be imposed prescribing the location and width of the junction or driveway to ensure adequate visibility and to provide for the safe and convenient movement of vehicles both entering and leaving the Regional Road. This may include full-movements or include restrictions on certain movements, depending on traffic conditions.

The WAPC, Main Roads WA and/or local government may require at the subdivision and/or development stage, various works to improve

vehicle and pedestrian/cyclist safety such as new and upgraded pathways, signalised and un-signalised intersections, lanes, service roads and/or regulatory sign controls.

Planning proposals which involve multiple/adjoining lot owners along Regional Roads not designed to freeway standards, should seek to reduce individual driveways to a shared driveway or service road, where practicable, via conditions of subdivision and/or development approval. Local planning schemes should include provisions and/or plans to guide the reduction of crossovers. Adjoining lot owners may enter a joint legal agreement for reciprocal vehicular access easement across adjacent lot/s and to consolidate driveway access in consultation with the WAPC/DPLH, Main Roads WA and/or local government.

## 5.2 Driveway access to Regional Roads

New driveway access to Regional Roads may be approved following consultation with the WAPC/DPLH, Main Roads WA and/or local government where the following requirements are addressed:

- the effects of the proposal on traffic flow and road safety will be the primary consideration and may be informed by the WAPC's *Transport Impact Assessment Guidelines* (2016). [Planning guidelines - Transport impact assessment \(www.wa.gov.au\)](http://www.wa.gov.au)



- driveways located opposite a terminating road of a T-junction or median openings for *U-turn* purposes or in the functional area of intersections should be avoided.
- driveways designed for use by heavy vehicles should ensure the turn-out radii meets the required design turning template of the worst performing vehicles proposed to enter and exit the site.
- driveways should be as near to 90 degrees to the road centreline as site conditions permit.
- vehicles to enter the Regional Road in a forward gear.
- large commercial complexes which justify their own system of internal access roads should accord with the standards of an internal access road and not impact the adjoining Regional Road.
- new development requiring a road upgrade should be provided at the proponent cost and in accordance with Austroads [Guide to Road Design](#) | [Austroads](#) and/or Main Roads WA standards.
- residential driveways which cross a footpath/shared path/cycle path should ensure the pathway is constructed across the driveway. Refer to Main Roads WA driveway policy. [Driveways](#) | [Main Roads Western Australia](#).

### 5.3 Regional Road reserve widening

Land reserved or identified for Regional Road purposes may be required to be ceded free of cost as a condition of subdivision and/or development approval, where there is a clear need and nexus between the planning proposal and/or its impact on the safety and function of the relevant Regional Road. This may be due to:

- additional traffic movements, including those by large vehicles that require adequate land for vehicle manoeuvring and acceleration/deceleration lanes.
- an increase in residential density and/or new individual lot road frontages that increase the potential for turning movements to and from the lot/s fronting Regional Roads.
- a new intersection with the Regional Road that creates a need for additional land.
- an improved transport design that includes safety, efficiency of the road or intersection based upon vehicle speed, density, congestion etc. and need for road or intersection works.

The decision maker may also require land for road widening be ceded free of cost as a condition of subdivision and/or development in situations other than those listed above.

There may be circumstances where the WAPC considers it is unreasonable to request land to be ceded free of cost for road widening, particularly

in a long-term project where it is not required immediately. Accordingly, a condition may be imposed to require the proponent to execute an agreement with the local government or the Commissioner of Main Roads WA or the WAPC, to affect the sale of the land required for road widening.

Where land is required for road reservation, such land may be required to be set aside as a separate lot pending acquisition by the local government or the Commissioner of Main Roads WA or the WAPC. This is subject to the WAPC being satisfied that adequate access is maintained to the original lot for vehicles and public utilities.

### 5.4 Upgrading of Regional Roads

The WAPC, in consultation with Main Roads WA and/or local government and in consideration of any relevant planning instruments, may require as a condition of subdivision and/or development approval, the upgrading of the road network. Such a requirement may be imposed where the WAPC considers that the safety and capacity of existing abutting and surrounding Regional Roads are either substandard or inadequate to accommodate additional traffic generated from the subdivision and/or development.

The WAPC will require the proponent to make satisfactory arrangements with Main Roads WA and/or local government, where applicable, for the design, construction or upgrading of the





relevant section of road/s. The WAPC may require the proponent to fund or undertake any required improvements that arise from the subdivision and/or development, such as civil works, intersection upgrades, installation of a roundabout or traffic signals or related ancillary works.

The proponent is responsible to satisfactorily demonstrate that the proposed subdivision and/or development will not adversely impact upon Regional Road safety or efficiency.

The WAPC, Main Roads WA or local government may require the proponent to submit, at its own cost, a **Transport Impact Statement** or **Transport Impact Assessment** prepared in accordance with the WAPC's *Transport Impact Assessment Guidelines 2016* to address safety and traffic concerns and this may include a **Road Safety Audit**.

The proponent should accord with the following to allow the subdivision and/or development to proceed:

- the proponent carries out the works at their own cost, to the satisfaction of Main Roads WA or local government, or provide a financial contribution for the cost of the works, or
- the contribution should be an amount equal to Main Roads WA or local government's estimated cost to undertake the works at the date of clearance of the road upgrading/construction condition by Main Roads WA or local government.

The construction contributions for Regional Roads may include all requirements to construct the necessary infrastructure including design, management and materials.

## 5.5 Infrastructure contributions

*State Planning Policy 3.6 Infrastructure Contributions 2021* (SPP 3.6) sets out items that may be required as an infrastructure contribution. Contributions may be required through the subdivision and/or development process or contained within a **Development Contribution Plan** in cases where cost-sharing arrangements are proposed.<sup>2</sup>

## 5.6 Truncations

The truncation standards apply to Regional Roads in Western Australia. The truncations are required to be ceded free of cost to ensure that sight distances at street junctions are adequate and sufficient land is available to accommodate services in the street verge.

<sup>2</sup> *The Planning and Development (Local Planning Schemes) Regulations 2015*, Schedule 2, Part 9, clause 69 (2) states 'The local government must not grant development approval subject to a condition that future contributions to the provision of infrastructure related to the development may be required under a development contribution plan that is not in place at the time the application is determined'.

Truncations are required in the following circumstances:

- where land is proposed to be subdivided in new estates.
- where existing traffic movements in established areas will be significantly affected and/or where there is a need to improve intersection sight lines resulting from subdivision/amalgamation and/or development.

Where a lower and higher order road intersect, the truncation requirements of the higher order road apply to the intersection.

The following truncation requirements apply to corner lots:

- **Primary Regional Roads or Primary Distributor Road**  
Determined by Main Roads WA based on design needs and local characteristics.
- **Other Regional Roads or District Distributor Road**  
Determined by the WAPC and local government. A truncation of 8.48 metres (6 metres x 6 metres) unless specified otherwise by local government.  
A minimum truncation of 14 metres (10 metres x 10 metres) applies to industrial areas or the appropriate Restricted Access Vehicle (RAV) design requirements



## 5.7 Scenic regional routes

Throughout the State, there are Regional Roads that are valued for the views they provide of the adjoining landscape, whether natural, rural, or urban in character. A number of these roads in natural and rural landscapes have been designated as **Tourist Drives** at a State level. Many other scenic roads are identified at a local level and comprise a tourist resource. Designated tourist or scenic roads, and any others identified through further investigation, warrant particular attention to ensure that they retain their existing value to the community.

Remnant vegetation within or adjacent to road verges, including wildflowers and trees, is likely to hold biodiversity value as well as contributing to landscape values and the viewing experience of road users; for example, by framing views of the road's surrounding landscape or forming a canopy over the road. Trees may also have amenity value for the shade they provide for pedestrians and cyclists. Remnant vegetation and planted trees should be protected, and any impacts addressed. Vegetation clearing should be minimised for abutting development and related vehicle driveways/acceleration-deceleration lanes.

Aspects of road design that are most relevant to their protection as scenic roads include:

- road design speed.
- measures taken to retain roadside vegetation especially trees (for example, guard rails).

- the ability for the road reserve to accommodate planting to screen intrusive elements such as noise walls.
- design of infrastructure within and adjoining the road reserve such as signage.
- roads designed to minimise cut-and-fill, so they blend better within their landscape setting.

These and other measures and techniques are outlined in the WAPC's Visual Landscape Planning in WA manual 2007 (VLPM). For example, digital modelling images of the proposed changes to roads and the adjoining landscape may be required to assist with assessment.

Regional, sub-regional and local planning strategies should include actions for protecting and managing the experience of users of Regional Roads which provide views of surrounding valued landscapes. The WAPC's *Indian Ocean Drive Planning Guideline* (2014) is an example. Local planning schemes should apply the strategy actions to zoning, land use permissibility and development controls.

Where new Regional Roads are proposed in landscapes that are valued by the community, they may have an adverse impact on landscape character. Examples include coastal and river foreshores, wetlands, bushland, built heritage landscapes, and escarpments that form the backdrop to urban areas. Regional Roads should not be in these sensitive areas. The landscape manual (VLPM) contains advice on these and other valued landscapes.

## 6. Definitions

For the purpose of this policy:

**Access** means both entry to and exit from either a road or abutting development by a vehicle.

**Crossover** means that part of a driveway that is located within the road reserve.<sup>3</sup>

**Driveway** is defined in Australian Standard 1348 Road and Traffic Engineering.<sup>3</sup>

**Internal driveway** means the section of a driveway that is not within the road reserve.<sup>3</sup>

**Junction** is the meeting point of two or more roads.

**Regional Road/s** means a road reserved under a:

- region scheme – *Primary Regional Roads* (Red on scheme maps) and *Other Regional Roads* (Blue on scheme maps).
- local planning scheme – *Primary Distributor Road* (Red hatched on scheme maps) and *District Distributor Road* (Blue hatched on scheme maps). As defined in the *Planning and Development (Local Planning Schemes) Regulations 2015*.<sup>4</sup>

<sup>3</sup> A 'driveway' consists of an 'internal driveway' and a 'crossover'.

<sup>4</sup> Regional roads are identified in region schemes and local planning schemes throughout the State. The regional road names and map legend colours are consistent in region schemes but are inconsistent with some local planning scheme maps. This anomaly can be corrected as local planning schemes are progressively reviewed and updated.