

12 Chief Community Planner reports

12.1 Lathlain Park Management Plan Review

Location	Lathlain
Reporting officer	Senior Planning Officer
Responsible officer	Chief Community Planner
Voting requirement	Simple majority
Attachments	<ol style="list-style-type: none">1. Draft amended Lathlain Park Management Plan - for endorsement and community consultation [12.1.1 - 30 pages]2. Approved WAPC Lathlain Park Management Plan (July 2017) [12.1.2 - 58 pages]3. Draft amended Lathlain Park Management Plan - tracked changes version [12.1.3 - 30 pages]4. Online Community Survey Results Extract [12.1.4 - 9 pages]

Recommendation

That Council endorses advertising of the draft amended Lathlain Park Management Plan, as contained at Attachment 1, for a period of twenty-eight (28) days.

Purpose

To seek Council's endorsement to advertise the draft amended Lathlain Park Management Plan.

In brief

- The Lathlain Park Management Plan (LPMP) was originally approved by the Western Australian Planning Commission (WAPC) in July 2017 and is to be reviewed every 5 years.
- At the September 2021 Ordinary Council Meeting (OCM), Council resolved to commence the early review of the LPMP, subject to consent from key stakeholders, with a report to be presented to the February 2022 OCM.
- At the February 2022 OCM, Council received a report on the review of the Lathlain Park Management Plan, with it being recommended that a consultant be appointed to progress with the stakeholder engagement, community consultation and preparation of an amended LPMP.
- Since the February 2022 OCM, the LPMP has undergone an extensive review process, including but not limited to a desktop analysis, meetings with key stakeholder groups, community engagement, preparation of the draft amended LPMP and review of the draft amended LPMP by Town Officers.
- Council's endorsement is sought to advertise the draft amended LPMP for public comment. Following the conclusion of the twenty-eight (28) day consultation period, and the consideration of public submissions, a further report will be presented to Council to endorse the final amended LPMP for forwarding to the WAPC for approval.

Background

1. The Lathlain Park Management Plan was approved by the WAPC in July 2017. A copy of the approved LPMP is at Attachment 2.

2. Lathlain Park is on land that is a regional 'Parks and Recreation' reservation under the Metropolitan Region Scheme (MRS).
3. The purpose of the LPMP is to guide the development, use and management of the Lathlain Park precinct. The LPMP intends to reflect the needs of key stakeholders, primarily the Perth Football Club and the West Coast Eagles, and the local community. The LPMP is a guiding document to be given due regard, it is not a statutory document.
4. The land the subject of the LPMP comprises 3 zones – Zone 1: Perth Football Club; Zone 2: Community Activity; and Zone 3: West Coast Eagles (as per the image below). Development of Zones 2 and 3 has been undertaken in accordance with the LPMP. Development of Zone 1 is yet to commence.



5. Having regard to Clause 16 of the MRS text, it was originally intended that development undertaken in accordance with the LPMP would not require development approval.
6. Since the WAPC's approval of the LPMP in 2017, a number of planning approvals and initiatives have been progressed relating to the use and management of the Lathlain Park precinct.
7. In December 2020, the WAPC granted planning approval to the playing of competitive football matches by the West Coast Eagles Football Club and Perth Football Club at Lathlain Park for a period of three (3) years subject to certain conditions inclusive of the following:
 - No more than 6,500 spectators are to attend the site at any one time. After the three year period, no more than 3,500 spectators are to attend the site at any one time and the approval for 6,500 spectators shall lapse and be of no further effect.
 - No more than 45 game days permitted per year, of which no more than three are to be an Australian Football League (AFL 'pre-season' men's games). Fixtures are to be provided to the Town prior to the commencement of each season.

- Prior to the commencement of the development a Transport Impact Assessment, Parking and Traffic Management Plan and a Travel Plan are to be submitted and thereafter implemented to the specifications of the Town of Victoria Park and the satisfaction of the WAPC on the advice of the Town of Victoria Park.
 - Prior to the commencement of the development an acoustic report demonstrating compliance with relevant environmental requirements is to be submitted and thereafter implemented to the specifications of the Town of Victoria Park and the satisfaction of the WAPC on the advice of the Town of Victoria Park.
8. Subsequently, in November 2021, the Council granted approval to an amendment to the Deed of Agreement with the West Coast Eagles to permit the playing of competitive football games by the West Coast Eagles including up to 45 game days (including AFL, AFLW and AFL pre-season football games) on Oval 1 at Lathlain Park.
 9. The LPMP outlines that a review of the document should be undertaken every 5 years after its approval, or a lesser timeframe as determined and agreed to by key stakeholders.
 10. At the September 2021 OCM, Council considered motions from the Annual Meeting of Electors, including motions relating to game and event day parking restrictions around Lathlain Park. Council resolved as follows:

Electors' Resolution	Council Action
<p>Resolution 7 That Council:</p> <ol style="list-style-type: none"> 1. Implements game and event day parking restrictions in the surrounding street network in Lathlain prior to or as close to the commencement of the 2022 football season to mitigate impact on amenity. The surrounding street network is identified in the Lathlain Park Management Plan. 2. Identifies the parking restrictions according to time, days, and months, by means of clear and regular interval signage in the streets; replacing faded signs as a priority. 	<p>That Council:</p> <ol style="list-style-type: none"> 1. Notes the elector's resolution when considering the draft Parking Management Plan, which includes the following proposed actions: <ol style="list-style-type: none"> a. Review the parking demands on event days to gather information to allow more efficient parking management for future events b. Use this information to educate visitors of the available and preferred parking locations c. Encourage the West Coast Eagles management to provide incentives for catching the train to attend events d. Improve the streetscape from

3. Ensures the parking restrictions, enables the safe passage of vehicles and pedestrians and allows for emergency access with consideration that one side of each street prohibits parking on game and event days as required.
4. Considers issuing resident parking permits similar to those implemented in Burswood Peninsula in December 2020.
5. Provides an implementation update on points 1, 2 and 4 through appropriate Town mechanisms such as the Ordinary Council Meeting on a regular basis, such as bi-monthly.

Victoria Park Station to Lathlain Park to encourage the use of other forms of transport which reduces parking capacity requirements.

2. Notes that a review of signage in the Lathlain Park area and broadly across the Town is ongoing. Replacement of faded/damaged signs is a priority and will continue to occur.
3. Requests the Chief Executive Officer to conduct a review (post major event with 4,500-6,500 patrons in attendance) of those roads impacted by events at Lathlain Oval and investigate those streets which will require parking to be reduced, on the basis of traffic safety, to one side only dependent on road width/occupancy levels and a risk assessment.
4. Request the CEO to provide a report to the November 2021 detailing considerations, engagement options and costing to implement and install game/event day parking restrictions to the surrounding street network prior to or as close to the commencement of the 2022 football season as detailed in the Lathlain Park Management Plan (July 2017).
5. The Chief Executive Officer seek the consent of the key stakeholders to commence the 5 year review of the Lathlain Park Management Plan by no later than 31 October 2021, being a time frame less than 5 years since adoption of the Plan in July 2017, and to report the outcome of the review to Council by no later than February 2022.

11. In relation to action 5, the following reasons were provided for this additional item:

"The Lathlain Park Management Plan was approved by the WA Planning Commission in July 2017. It is required to be reviewed every 5 years or other lesser timeframe as determined and agreed to by the key stakeholders. Since the Plan was approved in 2017, the West Coast Eagles commenced occupation of Lathlain Park in July 2019 and since then have added an AFLW and WAFL team to their AFL team in 2020, the WA Planning Commission approved the playing of competitive matches by the West Coast Eagles at Lathlain Park for crowds up to 6,500 in late 2020, and the Perth Football Club is looking to expand with womens football. It is fair to say that the intensity of use of Lathlain Park has increased, despite COVID-19 interruptions, and 2022 may be the busiest year since the Eagles commenced there.

For that reason, and the Town's work towards developing a Parking Management Plan for the whole Town, it would be appropriate to bring forward the review of the Lathlain Park Management Plan to begin by 1 November 2021 to understand what has been achieved in this Plan and what remains to be achieved, and to inform the residents' concerns about the need for increased traffic and parking management in the area from the start of the 2022 football season."

12. Further to Council’s resolution of September 2021, written consent was received from both of the key stakeholders, being the Perth Football Club and West Coast Eagles Football Club, to commence the review of the LPMP ahead of the 5 year review period.
13. Furthermore, at the February 2022 OCM, Council received a report that made the following recommendation:

“It is recommended that Council note the contents of this report, and that a consultant be appointed to undertake the following works:

- *Review the LPMP and identify any further issues requiring attention.*
- *Meet with Perth Football Club, West Coast Eagles Football Club, DPLH Officers and Council Officers to discuss the LPMP and identify any issues requiring attention.*
- *Preparation of a draft amended LPMP.*
- *Undertake community consultation on the draft amended LPMP.*
- *Review public submissions and modify the draft amended LPMP as necessary.*
- *Present final draft amended LPMP for consideration by Council and approval by the WAPC.”*

14. Element Advisory were subsequently appointed to undertake the review of the LPMP.

Strategic alignment

Environment	
Community priority	Intended public value outcome or impact
EN3 - Enhancing and enabling liveability through planning, urban design and development.	Ensure the land is used and developed in an orderly and proper manner.

Engagement

15. The draft amended LPMP was circulated to Town Officers within relevant service areas for review and comment. Overall, each service area was supportive of the draft amended LPMP. Some minor amendments were made to the content of the draft amended LPMP based on feedback from the Town’s Officers.

Internal engagement	
Place Planning	Generally supportive of the draft amended LPMP.
Strategic Projects	Generally supportive of the draft amended LPMP.
Property Development and Leasing	Generally supportive of the draft amended LPMP.
Parking and Rangers	Generally supportive of the draft amended LPMP.

16. A community survey was undertaken prior to the preparation of the draft amended LPMP (part of the Phase 1 consultation on the project). The purpose of the survey was to obtain community feedback on the operation of the LPMP to date, and any issues that exist particularly on game days. The following

table summarises the feedback obtained. This feedback was then used to inform the review and preparation of the draft amended LPMP.

Phase 1 External engagement – Community Survey	
Stakeholders	<ul style="list-style-type: none"> Residents near Lathlain Park (within 500m) Wider community Local businesses near Lathlain Park
Period of engagement	23 days from 13 February to 7 March.
Level of engagement	2. Consult
Methods of engagement	Your Thoughts engagement page with project summary, resources and online survey
Advertising	<ul style="list-style-type: none"> Local newspaper advertisement Resident letters (within 500m of Lathlain Park) Posters and flyers Social media
Submission summary	82 survey responses were received (Extract of community survey responses at Attachment 4)
Key findings	<ul style="list-style-type: none"> Overall spectator game day experience is good. Overall resident game day experience is good. Parking and traffic are more of an issue on game days, but this is to be expected with bigger crowds attending the area. Community members are supportive of the LPMP including limitations around game days / events (including crowd sizes, number of games per year and management measures).

17. Through the LPMP review process, the Town and its engaged consultant undertook meetings with key stakeholders of the Lathlain Park precinct. The purpose of the meetings was to gain feedback from the stakeholders on the overall performance of the existing LPMP since its approval in 2017 and recommendations for ways to improve the LPMP through the review process. The outcomes of these meetings are summarised below.

Other engagement	
Department Planning, Lands and Heritage	<ul style="list-style-type: none"> Ensure updated LPMP maintains consistency with the planning purpose of the 'Parks and Recreation' reserve. Competitive match crowd capacity of 6,500 from Planning Approval was based upon Environmental Health requirements. Important that the LPMP includes the correct level of details to address community expectations around built form and land use. Future LPMP should include exemptions from planning approval requirements to avoid unnecessary development application and to manage community expectations. Crowd capacity and game limitations may be appropriate to include in the

	<p>updated LPMP, however, finer grain detail such as transport and noise management plans may not be.</p> <ul style="list-style-type: none"> • Need remains for built form controls in the updated LPMP given that Zone 1 is yet to be developed.
Perth Football Club	<ul style="list-style-type: none"> • Generally supportive of existing LPMP principles. • Keen to see conditions from 2020 Development Approval integrated into updated LPMP to allow competitive matches to continue in the future (beyond the length of approval). • Maximum crowd capacity of 6,500 is realistic and appropriate.
West Coast Eagles Football Club	<ul style="list-style-type: none"> • Generally supportive of existing LPMP principles. • Keen to see conditions from 2020 Development Approval integrated into updated LPMP to allow competitive matches to continue in the future (beyond the length of approval).
Lathlain Park Advisory Group	<ul style="list-style-type: none"> • No amenity issues noted by residents on game days. • Maintain community access to Oval 2 as per current LPMP. • Include built form controls for development of Zone 1.

18. Further to this early engagement with key stakeholders, the last 3 listed key stakeholders were also provided with an opportunity to review and comment on the draft amended LPMP that is now presented to Council for consideration, with some minor modifications resulting.

Legal compliance

19. There are no statutory provisions, policies or guidelines that deal with preparing or amending Management Plans.

Risk management consideration

Risk impact category	Risk event description	Consequence rating	Likelihood rating	Overall risk level score	Council's risk appetite	Risk treatment option and rationale for actions
Financial	Not applicable.					
Environmental	Not applicable.					
Health and safety	Not applicable.					
Infrastructure/ ICT systems/ utilities	Not applicable.					
Legislative compliance	Not applicable.					

Reputation	Dissatisfaction from stakeholders if LPMP is not reviewed and/or no longer valid.	Minor	Possible	Medium	Low	Treat by reviewing and updating the LPMP.
Service delivery	Not applicable.					

Financial implications

Current budget impact	Sufficient funds exist within the annual budget to address work undertaken in the 2022/23 financial year.
Future budget impact	Some funding may be required in the 2023/24 budget as it is expected that the project will extend into this period.

Analysis

20. The LPMP has been useful in providing guidance on the development of Zones 2 and 3. It is necessary for the LPMP to remain in place not only to provide guidance for the management of the ongoing use of these zones, but also for the future development of Zone 1.
21. Having regard to Clause 16 of the MRS Text, Officers of the Department of Planning, Lands and Heritage (DPLH) have previously advised that as the Town is not a public authority, the preparation of a Management Plan may not necessarily negate the need for development approval. However, through the key stakeholder meeting with DPLH as part of the LPMP review process, Officers have been able to clarify that it is appropriate to take the pragmatic point of view that the Town as the landowner functions in a similar way to a public authority and that updating the Management Plan provides an opportunity to clarify exemptions from planning approval and which future development would require planning approval (i.e. new grandstand development in Zone 1).
22. The original LPMP was prepared in 2016, although not approved by the WAPC until July 2017. The LPMP was prepared on the basis of the information known at the time. Since this time, a number of factors have changed, including but not limited to:
 - The establishment of an AFLW and WAFL team by the West Coast Eagles Football Club;
 - The playing of pre-season games by the West Coast Eagles senior mens team at Lathlain Park;
 - The WAPC approving a development application allowing for competitive matches to be played with a maximum of 6,500 persons in attendance; and
 - The completion of development within Zones 2, 3, 4 and 5.
 - Growth in women's football for both West Coast Eagles and Perth Football Club.
23. The LPMP has been updated to reflect these changing circumstances. The key changes in the draft amended LPMP are outlined below (with Attachment 3 being a tracked changes version depicting all amendments):

- Addition of a new section to outline the playing of competitive matches at Lathlain Park and the associated management of impacts on the surrounding community (based on the provisions of the WAPC's 2020 development approval for competitive matches).
 - Updated sections of the report to reflect the current planning framework, including Town of Victoria Park Parking Management Plan and Integrated Transport Strategy, and the deletion of transport strategies already implemented as part of the Zone 2 and 3 works.
 - All sections of the report updated to reflect the current circumstances at Lathlain Park, including the completion of development at Zones 2, 3, 4 and 5.
 - Updated aerial photography and figures.
 - Updated general public uses for Zone 1, to provide greater flexibility of possible land uses that may occupy new community space being planned for the Town of Victoria Park in the Zone 1 redevelopment.
 - An increase in the number of Perth FC game days from 20 to 25, accounting for a future WAFLW team, but still being within the total maximum of 45 game days across both West Coast Eagles and Perth FC.
 - Introduction of greater flexibility allowing the Town and the WAPC to consider alternative uses or operations.
24. It should be noted that the following comments received from West Coast and Perth Football Club on the content of the draft Lathlain Park Management Plan have not been agreed to at this time, and have not been included in the draft amended LPMP at Attachment 1:
- A request from West Coast Eagles to permit the playing of matches on a Thursday night and Monday night also, in addition to the permitted nights of Friday to Sunday under the current development approval and as now proposed in the draft amended LPMP. The Officers view is that the playing of competitive matches on Friday to Sunday nights is reasonable, and to extend this to two weeknights is unreasonable and not consistent with amenity expectations for nearby residents.
25. Endorsement is sought from Council to advertise the draft amended LPMP for public comment. The Town's Communications team have been consulted and prepared a Communications and Engagement Plan outlining the consultation methods for Phase 2 advertising. These methods have been summarised below:
- Your Thoughts page;
 - Website news article;
 - Social media;
 - Digital advertisements; and
 - Direct emails to Phase 1 respondents.
26. Following the conclusion of the twenty-eight (28) day consultation period, and the consideration of public submissions, a further report will be presented to Council to endorse the final draft amended LPMP for forwarding to the WAPC for approval.

Further Consideration

27. At the Agenda Briefing Forum held on 6 June 2023, the following information was requested.
28. Provide information on whether the Town is planning on using temporary or permanent signage to prevent parking in areas around Rayment Park which have caused damage to plantings in the past.

Installation of parking signage could certainly be considered along Petherbridge St and Rayment St. Verge parking on Keyes Street is however critical for assisting with school related parking and it is not recommended any restrictions be installed on Keyes Street.

29. Provide details on any evaluations that have taken place on the benefits of temporary traffic lights with reducing congestion.

Temporary traffic lights are not a usual fixture on event days. Information Parking Officers have only seen temporary traffic lights at Lathlain Park during the West Coast Family Fun day a couple of months ago. These were not organised by the Town.

30. Detail any plans for replacing outdated signage in the area.

An extensive Town-wide survey was completed in December 2021 and identified over 600+ damaged, missing or faded signs that require replacement. To date the Town has replaced between 200-250 signs. This program is ongoing and is being managed within budgetary constraints.

31. Outline plans for completing reviews on parking for future event days as per the Town's Parking Management Plan.

It is not the intent of the PMP to review each game at Lathlain Oval. The PMP contains short-, medium- and long-term actions for a number of reviews which the Town must plan and budget for. Given the frequency of games at Lathlain Oval, conducting reviews at each game would divert resources away from (1) other PMP actions; (2) ad-hoc reviews in response to community feedback (15 or more independent requests in a 12-month period); and (3) any petitions accepted by Council that requires review.

32. That Figures 1 and 2 in Attachment 1 be amended for clarity.

This has been actioned with Attachment 1 being amended accordingly.