



TOWN OF
VICTORIA PARK



Special Council Meeting Agenda – 2 September 2025



WE'RE OPEN
VIC PARK

Please be advised that a **Special Council Meeting** will be held at **5:30 PM** on **Tuesday 2 September 2025** in the **Council Chambers**, Administration Centre at 99 Shepperton Road, Victoria Park.

Mr Carl Askew – Chief Executive Officer
28 August 2025

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1 Declaration of opening

Acknowledgement of the traditional owners

Ngany djerapiny Wadjak – Noongar boodja-k yaakiny, nidja bilya bardook.

I am honoured to be standing on Whadjuk - Nyungar country on the banks of the Swan River.

Ngany kaaditj Noongar moort keny kaadak nidja Wadjak Noongar boodja. Ngany kaaditj nidja Noongar birdiya – koora, ye-ye, boorda, baalapiny moorditj Noongar kaadijtin, moort, wer boodja ye-ye.

I acknowledge the traditional custodians of this land and respect past, present and emerging leaders, their continuing cultural heritage, beliefs and relationship with the land, which continues to be important today.

Ngany youngka baalapiny Noongar birdiya wer moort nidja boodja.

I thank them for the contribution made to life in the Town of Victoria Park and to this region.

2 Announcements from the Presiding Member

2.1 Recording and live streaming of proceedings

In accordance with regulation 14I of the Local Government (Administration) Regulations 1996, this meeting is being audio and video recorded and live streamed on the Town's website.

Under clause 39(1) of the *Meeting Procedure Local Law 2019* I do not give permission for any other person to record the proceedings of this meeting. By being present at this meeting, members of the public consent to the possibility that their image and voice may be live streamed to public. Recordings are also made available on the Town's website following the meeting.

2.2 Public question time and public statement time

As this is a Special Council Meeting, any public questions or statements must relate to the business of the agenda.

There are guidelines that need to be adhered to in our Council meetings and during question and statement time people speaking are not to personalise any questions, or statements about Elected Members, or staff or use any possible defamatory remarks.

In accordance with clause 40 of the *Town of Victoria Park Meeting Procedures Local Law 2019*, a person addressing the Council shall extend due courtesy and respect to the Council and the processes under which it operates and shall comply with any direction by the presiding member.

A person present at or observing a meeting shall not create a disturbance at a meeting, by interrupting or interfering with the proceedings, whether by expressing approval or dissent, by conversing or by any other means.

When the presiding member speaks during public question time or public statement time any person then speaking, is to immediately stop and every person present is to preserve strict silence so that the presiding member may be heard without interruption.

2.3 No adverse reflection

In accordance with clause 56 of the *Town of Victoria Park Meeting Procedures Local Law 2019*, both Elected Members and the public when speaking are not to reflect adversely on the character or actions of Elected Members or employees.

2.4 Town of Victoria Park Meeting Procedures Local Law 2019

All meetings of the Council, committees and the electors are to be conducted in accordance with the Act, the Regulations and the *Town of Victoria Park Meeting Procedures Local Law 2019*.

3 Attendance

Mayor

Mayor Karen Vernon

Banksia Ward

Cr Claire Anderson
Cr Peter Melrosa
Cr Lindsay Miles

Jarrah Ward

Cr Sky Croeser
Cr Jesse Hamer
Deputy Mayor Bronwyn Ife
Cr Daniel Minson

Chief Executive Officer

Mr Carl Askew

Chief Community Planner

Mr David Doy

**Manager Governance and Strategy
Manager Development Services**

Ms Bernadine Tucker
Mr Robert Cruickshank

**Meeting Secretary
Public Liaison**

Ms Winnie Tansanguanwong
Ms Tomoko Kidahashi

3.1 Apologies

3.2 Approved leave of absence

Banksia Ward

Cr Peter Devereux

4 Declarations of interest

4.1 Declarations of financial interest

A declaration under this section requires that the nature of the interest must be disclosed. Consequently, a member who has made a declaration must not preside, participate in, or be present during any discussion or decision-making procedure relating to the matter the subject of the declaration. An employee is required to disclose their financial interest and if required to do so by the Council must disclose the extent of the interest. Employees are required to disclose their financial interests where they are required to present verbal or written reports to the Council. Employees can continue to provide advice to the Council in the decision-making process if they have disclosed their interest.

4.2 Declarations of proximity interest

Elected members (in accordance with Regulation 11 of the Local Government [Rules of Conduct] Regulations 2007) and employees (in accordance with the Code of Conduct) are to declare an interest in a matter if the matter concerns: a) a proposed change to a planning scheme affecting land that adjoins the person's land; b) a proposed change to the zoning or use of land that adjoins the person's land; or c) a proposed development (as defined in section 5.63(5)) of land that adjoins the persons' land.

Land, the proposed land adjoins a person's land if: a) the proposal land, not being a thoroughfare, has a common boundary with the person's land; b) the proposal land, or any part of it, is directly across a thoroughfare from, the person's land; or c) the proposal land is that part of a thoroughfare that has a common boundary with the person's land. A person's land is a reference to any land owned by the person or in which the person has any estate or interest.

4.3 Declarations of interest affecting impartiality

Elected members (in accordance with Regulation 11 of the Local Government [Rules of Conduct] Regulations 2007) and employees (in accordance with the Code of Conduct) are required to declare any interest that may affect their impartiality in considering a matter. This declaration does not restrict any right to participate in or be present during the decision-making process. The Elected Member/employee is also encouraged to disclose the nature of the interest.

5 Public question time

6 Public statement time

7 Presentations

7.1 Petitions

7.2 Presentations

7.3 Deputations

8 Method of dealing with agenda business

9 Council Reports

9.1 State Development Assessment Unit referral for Proposed Redevelopment of Concrete Batching Plant

Location	Carlisle
Reporting officer	Senior Planning Officer
Responsible officer	Manager Development Services
Voting requirement	Simple majority
Attachments	<ol style="list-style-type: none"> Att 1 - Aerial photo of subject site [9.1.1 - 2 pages] Att 2 - Applicant Amended Development Plans [9.1.2 - 16 pages] Att 3 - Applicant Landscape Plan [9.1.3 - 19 pages] Att 4 - 2021 JDAP Approval [9.1.4 - 21 pages] Att 5 - Applicant Perspectives and Renders A 3 [9.1.5 - 13 pages] Att 6 - Applicant Environment Policy [9.1.6 - 6 pages] Att 7 - Applicant Contaminated Sites Information [9.1.7 - 4 pages] Att 8 - Applicant Acoustic Assessment Report [9.1.8 - 26 pages] Att 9 - Applicant Noise Management Plan [9.1.9 - 13 pages] Att 10 - Applicant Transport Impact Statement [9.1.10 - 26 pages] Att 11 - Applicant Updated Traffic Management Plan [9.1.11 - 26 pages] Att 12 - Applicant Surface Water Assessment [9.1.12 - 26 pages] Att 13 - Applicant Air quality report [9.1.13 - 49 pages] Att 14 - Applicant Arboricultural Report [9.1.14 - 12 pages] Att 15 - Applicant Lighting Design report [9.1.15 - 37 pages] Att 16 - Applicant Visual Assessment [9.1.16 - 60 pages] Att 17 - Applicant Waste Management Plan [9.1.17 - 8 pages] Att 18 - Applicant Planning Report [9.1.18 - 53 pages] Att 19 - Applicant Summary Brochure [9.1.19 - 4 pages] Att 20 - Summary of Public Consultation Key Themes and Issues [9.1.20 - 5 pages] Att 21 - Applicant's Response to Public Submissions [9.1.21 - 5 pages]
Landowner	Holcim (Australia) Pty Ltd
Applicant	Allerding & Associates

Application date	27 June 2025
DA/BA or WAPC reference	Town ref # 5.2025.275.1; WAPC ref # SD-035-25
MRS zoning	Industrial
TPS zoning	Light Industry
R-Code density	Not applicable
Use class	Industry
Use permissibility	'D' (discretionary) land use – use is existing
Lot area	10,321m ²
Right-of-way (ROW)	Not applicable
Municipal heritage inventory	Not applicable
Residential character study area/weatherboard precinct	Not applicable
Surrounding development	Light industry and residential (north-west of Cohn Street)

Summary

The purpose of this report is for Council to provide a recommendation to the State Development Assessment Unit (SDAU) with respect to the development application for redevelopment of a concrete batching plant at No. 12 (Lot 310) Cohn Street, Carlisle.

Recommendation

That Council advises the State Development Assessment Unit (SDAU) that development application WAPC ref# SD-035-25 for the proposed concrete batching plant redevelopment at No. 12 (Lot 310) Cohn Street, Carlisle is supported subject to the following conditions and advice notes:

Conditions:

1. The development, once commenced, is to be carried out in accordance with the approved plans, unless otherwise approved by the Western Australian Planning Commission (WAPC).
2. The development shall operate in accordance with the Air Quality Management Plan dated 29 May 2025 (being Attachment 1 to the Air Quality Modelling Report dated 10 June 2025) at all times to the satisfaction of the WAPC.
3. The development is to operate in accordance with recommendations of the Acoustic Assessment (reference# 34518-4-25118, revision 3) dated June 2025 prepared by Herring Storer Acoustics to the satisfaction of the WAPC.
4. The development is to operate in accordance with recommendations of the Operational Noise Management Plan (reference# 27684-5-20220, revision 4) dated June 2025 prepared by Herring Storer Acoustics and is to comply with the requirements of the *Environmental Protection (Noise) Regulations 1997* at all times to the satisfaction of the WAPC.
5. Within 3 months of the development being completed and the redeveloped plant becoming operational, noise levels are to be measured by a suitably qualified acoustic consultant and a report provided to the WAPC and Town of Victoria Park to confirm compliance with the *Environmental Protection (Noise) Regulations 1997*. Where compliance is not achieved then the applicant is to undertake suitable measures to the satisfaction of the WAPC and Town to ensure compliance.
6. Prior to occupation of the development, landscaping is to be installed and implemented in accordance with the Landscape Concept Design dated 12 June 2025 prepared by Carrier and Postmus Architects to the satisfaction of the WAPC. The approved landscaping plan must be fully implemented and maintained thereafter, to the satisfaction of the WAPC.
7. A tree protection plan is to be provided to the satisfaction of the WAPC prior to submission of an application for building permit. This is to detail protective measures (e.g. temporary fences, driplines, signage etc.) that will be put in place to ensure the retention and health of the trees identified for retention on the site plan during site-works and construction of the development. The tree protection plan shall thereafter be implemented in accordance with the approved details.
8. The development shall operate in accordance with the Transport Impact Statement Report dated August 2025 and Holcim Traffic Management Plan (reference DVC Z1057) dated received 25 June 2025 particularly with regard to heavy vehicle movement routes avoiding residential areas, to the satisfaction of the WAPC. Should there be future changes to the surrounding road network that impact the approved vehicle access routes for the development, then an amended plan is to be submitted for the WAPC's approval on the advice of the Town.
9. The development shall implement and thereafter operate in accordance with the Lighting Design report dated 4 June 2025 prepared by Perth Lighting Consultants to the satisfaction of the WAPC and in compliance with Australian Standard AS/NZS4282-2023 Control of obtrusive effect of outdoor lighting.

10. The development shall operate in accordance with the Waste Management Plan dated June 2025 at all times to the satisfaction of the WAPC.
11. The development shall operate in accordance with the Welshpool Concrete Redesign Surface Water Assessment dated 17 June 2025 to the satisfaction of the WAPC.
12. All car parking bays to be lined-marked and designed in accordance with AS2890.1 and AS2890.6.
13. Prior to lodging an application for a building permit, stormwater disposal plans, details and calculations must be submitted for approval by the WAPC on the advice of the Town and thereafter implemented, constructed and maintained to the satisfaction of the WAPC.
14. Prior to lodging an application for a building permit, amended parking area plans/details that include the provision of two (2) universal access bays are to be submitted for approval by the WAPC on the advice of the Town and thereafter implemented, constructed and maintained to the satisfaction of the WAPC.
15. Prior to lodging an application for a building permit, plans/details of an on-site long stay bicycle parking bay are to be submitted for approval by the WAPC on the advice of the Town and thereafter implemented, constructed and maintained to the satisfaction of the WAPC.
16. Prior to lodging an application for a building permit, details of the external surface finish of the boundary walls/acoustic screens must be provided to the satisfaction of the WAPC on the advice of the Town. The development shall be constructed in accordance with the approved details and shall be thereafter maintained to the satisfaction of the WAPC.
17. Prior to occupancy, further details of the proposed public art to be provided to the satisfaction of the WAPC on the advice of the Town, and the approved artworks being installed to the satisfaction of the WAPC.
18. All building works to be carried out under this development approval are required to be contained within the boundaries of the subject lot.
19. To address the conditions of this approval, a covering letter (detailing compliance with each condition), copy of the final working drawings and relevant associated reports and information, are to be submitted by the applicant and be cleared by the WAPC prior to the submission of an application for a building permit (see related advice note).

Advice to Applicant:

- AN1 A separate Works Approval is to be obtained from the Department of Water and Environmental Regulation. A copy of the approval for the operation of the facility shall be submitted to the town prior to operations commencing.
- AN2 The Air Quality Management Plan includes a commitment to dust level monitoring and the results of that monitoring being provided to the Town of Victoria Park for review. It is recommended that

Holcim liaise with the Town's Environmental Health team to establish clear points of contact and coordinate dates for the provision of monitoring results and their review.

AN3 Existing trees located within the verge are a Town of Victoria Park asset and as such must be retained except where otherwise approved for removal by the Town of Victoria Park.

AN4 The proposed new street trees are to be to the Town's satisfaction, noting that Eucalyptus Victrix is not supported.

AN5 A separate application must be made to the Town of Victoria Park's Street Improvement Unit (tel 9311 8115) for approval prior to construction of a new crossover. Crossover location and construction shall comply with the Town of Victoria Park's Specifications for Crossover Construction.

AN6 The applicant is advised that a high-pressure gas pipeline is located within the Briggs Street road-reserve area. Coordination and correspondence with the utility provider is recommended prior to submission of a crossover application permit.

AN7 A demolition permit is required to be obtained from the Town of Victoria Park prior to the demolition of the existing building(s) and/or structure(s) on the site.

AN8 A building permit is required to be obtained from the Town of Victoria Park prior to commencement of any work in relation to this development approval.

AN9 A building permit application will not be accepted by the Town until the conditions of the development approval have been given a planning clearance by the Western Australian Planning Commission. Should a building permit application be submitted without a planning clearance, then the building permit application will either not be accepted or will be delayed.

AN10 The architectural drawings being amended to be consistent with the landscaping plan with respect to the intended removal of one street tree on the Briggs Street verge.

Proposal

The application proposes redeveloping the site by demolishing the existing concrete batching plant and constructing a replacement plant, summarised as follows :

- A reconfigured plant layout with main batching activities located towards Briggs Street;
- Six cement silos with an overall height of 31 metres;
- An enclosed aggregate storage tower approximately 20.38 metres in height;
- A new loading bay building, a clad mixer building and batch office;
- Staff amenity buildings;
- Enclosed slump stands and washout bays;
- Fully enclosed loading bays, holding hoppers, and covered conveyors;
- Installation of several additional noise walls within and on the boundaries of the site;
- Staff parking area providing 23 parking bays;

- The ability to operate 24 hours a day, seven days a week with a wet mix batching process for night operations;
- Increased annual production capacity from the current 110,000m³ to 300,000m³ producing grey concrete only;
- Modification to vehicle access with heavy vehicle access via Briggs Street and light vehicle access via Cohn Street;
- Public artwork on either the aggregates storage tower or silos;
- Lighting compliant with Australian standards;
- Landscape planting on Cohn Street and Briggs Street verges and within staff parking area.

The application is supported by a number of plans, documents and technical reports, which appear as Attachments to this report. These documents explain the processes and activities that will occur at the site and provide the applicant's explanation and justification for the proposal, inclusive of the following content within the Applicant's Planning Report (see Attachment 18) -

- *With the closure of both batching plants in East Perth by the end of 2027, the Welshpool Plant will be the closest batching plant to the Perth Central Business District (CBD) to efficiently deliver high specification concrete for major infrastructure and building projects.*
- *A key component of the proposal is to remove heavy vehicle access from Cohn Street and reconfigure the Plant layout to relocate key batching activities further east away from residential dwellings, and to provide updated technologies and new plant infrastructure. This will minimise any potential impact on properties in Cohn Street as well as minimising potential environmental impacts. Despite increases in overall throughput, with the proposed reconfiguration and use of new technology and plant, the key improvements from existing operations summarised below are intended to improve Plant operations overall and minimise any effects such that they are concentrated towards the eastern end of the site adjacent to other general industrial uses. The proposed redevelopment is planned to occur in a staged process.*
- *The design of the Plant complies with the Environmental Protection (Concrete Batching and Cement Product Manufacturing) Regulations 1998;*
- *A comprehensive Acoustic Assessment report as well as a Noise Management Plan have been prepared to accompany this Application. This redevelopment will reconfigure the site to relocate the noisier activities closer to Briggs Street (further removed from residential properties) and includes the construction of a number of acoustic walls as well as the introduction of a wet mix plant during night operations, which combined ensures that operations will be compliant with the Environmental Protection (Noise) Regulations 1997;*
- *As part of this Application, the loading bay will be capable of being enclosed on three (3) sides and aggregate bins will be enclosed or underground. Air quality modelling has also been provided which results in the predicted concentration of dust particulates being well below the National Environmental Protection Measure (NEPM). An Air Quality Management Plan also accompanies this Application;*
- *The existing screening wall to Cohn Street and the relocation of the taller plant further from Cohn Street will minimise the visibility of the new Plant from Cohn Street;*

- *Improved on site water management with increased efficiency and recycling.*
- *The processes undertaken on Site, being the process of concrete production via the mixing of aggregate (sand, gravel and crushed stone) and slurry (cement plus water) remains unchanged. What is proposed to change is the location of those activities on Site (to place noisier activities at the Briggs Street end of the Site) and to introduce new modern equipment in the processes undertaken on Site. The new equipment is aimed at reducing the potential noise and dust emissions from the Site, as well as increasing efficiencies.*
- *During night time operations, a wet mix process will be used. This involves thoroughly combining aggregates, sand, cement, water, and any required additives within an enclosed, centrally located mixer. Once mixing is complete, the concrete is directly discharged into agitator trucks for immediate delivery to the construction site. In most cases, the agitators can depart without needing to stop at the slump stand, as additional water is typically not required. When a new concrete mix is being introduced, this may, on occasion, require a small amount of water to be added to the agitator at the slump stands prior to exiting the property at the northern end of Briggs Street. However, in all batching activities during the night time hours (predominantly 10pm to 7am), the wet mix batching process will be used and in almost all deliveries, the agitator will leave the premises without the need to add water at the slump stand, minimising noise impact.*
- *The Batching Plant building includes:*
 - *Two (2) loading bays which the agitators drive into and have automated doors which are automatically closed behind the agitator when the agitator is in place to enclose the bay on three sides, noting that there is an automated dust extraction system for the loading bays when agitators are loading;*
 - *Up to Six (6) Cement silos with a maximum total height of 31m to the apex of the silos;*
 - *Fully enclosed holding hoppers to hold the raw materials prior to batching;*
 - *The batch office, where the staff control what raw materials are placed in each batch of concrete; and*
 - *Two (2) cement lanes where delivery trucks transfer the cement from the truck into the silos, noting that the cement delivery area is covered.*
- *The aggregate storage building consist of a number of four sided storage silos with weigh hoppers underneath. The building will be clad in metal and has a total height of approximately 20.38 metres above the proposed finished ground level adjacent to the aggregate storage building. The conveyors between the Batching Plant and aggregate storage building will be enclosed and metal clad.*
- *The Application proposes a number of noise walls to mitigate off site noise impacts.*
- *All agitators, delivery vehicles and any heavy vehicles will access the Site via Briggs Street only. It is proposed to modify the access arrangements to Briggs Street to separate incoming and exiting heavy vehicles. The western crossover to Briggs Street will be used for entry only and vehicles will exit via the eastern crossover to Briggs Street.*

- *The Acoustic Assessment details all the acoustic treatments proposed in this Application and recommends the use of noise walls. The Acoustic Assessment concludes in Section 7 by outlining that: The design incorporates acoustic mitigation measures, in the form of acoustic barriers / roofing. These are detailed within the report and on the noise mitigation wall / roof plan in Appendix A.*

An Operational Noise Management plan will be prepared for the site, incorporating the requirements for day-time vs night-time operations and the normal procedural undertakings such as complaint response processes.

The proposed Holcim Welshpool batching plant with noise mitigation walls and roofing incorporated is capable of complying with the requirements of the Environmental Protection (Noise) Regulations 1997 at all times.

A copy of the Noise Management Plan, which provides greater detail in regard to the noise management, is provided at Attachment 9. The Noise Management Plan details designed mitigation including the use of noise walls as well as addressing operating practices and management measures to be implemented. In addition, the Noise Management Plan provides a complaint response protocol.

- *Section 7.2 of the TIS recommends "Based on the traffic assessment herein, DVC supports the development application in terms of its traffic and road safety impact and recommends its approval."*
- *The Traffic Management Plan as provided in Attachment 11 details routes to be used for an aggregate truck approach and departure and the cement tanker approach and departure. Those routes do not use Cohn Steet or any local residential roads to access the regional road network.*

- *In regard to dust, air quality modelling has been undertaken and a copy of that report is provided at Attachment 13. The conclusions of that report, as detailed in Section 6 of the report, are as follows:*

MRP has undertaken an air quality assessment for the redevelopment of the Welshpool concrete batching plant. The emission rates of the redevelopment were estimated using the NPI manual for Emission Estimation Technique Manual for Concrete Batching and Concrete Product Manufacturing and AERMOD was used to predict the TSP, PM10, PM2.5 concentrations and the dust deposition. Background level concentrations from Caversham and South Lake were used to assess cumulative impacts. The TSP, PM10, PM2.5 concentrations in isolation and cumulatively as well as dust deposition concentrations are predicted to remain well below the standard criteria at sensitive receptor locations. Comparative assessment shows that despite an increase in production, due to the implemented controls and relocation of some sources away from sensitive receptors, concentrations of TSP, PM10 and PM2.5 are unlikely to differ from current operations at nearby sensitive receptors. Given the small number of verified complaints that have been received and incidents that have occurred have related to upset conditions rather than normal operations, and that these problems have been quickly identified and rectified, it is unlikely that amenity will be significantly affected due to nuisance impacts from dust.

Therefore, the proposal is compliant with the relevant requirements and will be well below the standard criteria at the sensitive receptor locations on the opposite side of Cohn Street.

- *As the existing and proposed redeveloped Plant are intending to operate 24 hours per day, if it is deemed that lighting is required, a Lighting Design Report and Lighting Plan has been prepared. A copy of the Lighting Design Report and Lighting Plan is provided within the Lighting Design Report and Lighting Plan at Attachment 15. As outlined in Section 10 of the Lighting Design Report "All lighting requirements have been achieved within the parameters of relevant standards and proves satisfactory for all areas. Compliance achieved for all spill light parameters".*
- *The technical reports demonstrate that the redevelopment of the Plant, with the proposed improvements to the infrastructure and management practices, is capable and warrants approval, the proposed improvements will not have an adverse impact on the adjacent dwellings. In all, the physical and operational changes to the Plant will provide overall benefits and improvements to current operations, notwithstanding the increased throughput involved.*
- *The proposal has nevertheless given careful regard to its location opposite sensitive premises. When comparing the existing Concrete Batching Plant to the proposed Plant subject of this Application, the Plant has been redesigned to provide substantial equipment and operational improvements including the decision to relocate the more intense elements of the proposal further away from the sensitive premises on the opposite side of Cohn Street and remove all heavy vehicle movements from Cohn Street.*
- *In addition, accompanying this Application is an Acoustic Assessment Report (refer Attachment 8), and a Noise Management Plan (Attachment 9) which details the mitigation measures that are to be implemented to ensure that operations comply with the Environmental Protection (Noise) Regulations 1997. All of the mitigation measures have been incorporated into the design, including the introduction of noise walls, improved practices, such as the introduction of wet mix batching for night time operations and the use of suitable new infrastructure/equipment to reduce noise generated on Site.*

In regard to potential dust emissions, an Air Quality Modelling Report accompanies the Application at Attachment 13, which includes an Air Quality (Dust) Management Plan at Appendix 1 to that report. The dust mitigation measures recommended in the Air Quality Management Plan will be implemented on Site in order to minimise any potential impacts on the nearby sensitive premises.

- *The visual impact assessment process indicated that the proposed development is 'blending' with the existing landscape character from all viewpoints assessed, although in some locations the line and form of the proposed Plant appear prominent. Overall, the landscape character, view experience and landscape values identified in the visual landscape evaluation are retained.*

Therefore, the proposed Welshpool Concrete Plant upgrades will meet the Best Practice Siting and Design management objective as the proposal attempts to integrate the development with the existing character. The proposed landscape plan (Appendix C) will also mitigate visual impacts by increasing the level of screen planting such as the addition of Eucalypt trees.

- *Whilst the proposal represents an intensification of land use, as compared to what presently exists, the mitigation measures to be implemented, particularly in regard to noise, dust and traffic flow, potentially results in an improved outcome for the nearby sensitive premises as the new infrastructure*

is either enclosed, underground or mitigated with acoustic/dust suppression devices along with improved management practices to minimise externalities from the Site.

- *Therefore, it is considered that approval of the Application would be consistent with the Policy objectives of SPP4.1 which include avoid, mitigate or manage potential off site impacts associated with Industrial land uses in proximity to sensitive land uses.*

Background

Approvals for the subject site

1. The subject site has a land area of 10,321m² is zoned 'Light Industry' under TPS 1 and is currently occupied by a concrete batching plant, associated site buildings and hardstand. A comprehensive search of Council and City of Perth records confirms that concrete manufacturing has been operating on the site dating back to at least 1977 with the 1985 City of Perth Land Use Survey records reflecting the site being used as 'Industry - Readymix concrete mixing depot'.
2. In 2010, a Development Application was approved for Additions and Alterations to the existing concrete batching plant comprising a small (approximately 4mx4m) 'batch enclosure extension'.
3. In 2011, a Development Application was approved for construction of a 4m high acoustic wall/barrier at the Cohn Street boundary of the subject site, and for acoustic side boundary walls.
4. Approval was sought in 2015 for the 24-month temporary addition of a mobile concrete plant at the site, involving additions to the non-conforming use and a proposed increase in on-site concrete production from 80,000m³ to 115,000m³. This required the addition of a temporary concrete batching plant and associated infrastructure including aggregate bins, a batch hut (transportable building) and water tanks.
5. At its meeting held 9 June 2015, the Council resolved to refuse the temporary mobile concrete plant. The grounds for refusal were as follows:

- (iii) The proposed increase in concrete production, operating hours and truck movements represent an intensification of the non-conforming use of the site, and would have an adverse impact on the amenity of the locality contrary to Clause 18(2) and Clause 36(5) of the Scheme;*
- (iii) The activity is classified as a noxious industry and its expansion in operation will have an adverse effect on the amenity of the area; and*
- (iii) Non-compliance with the on-site landscaping requirements prescribed by the Scheme.*

It is noted that the Town's Officers recommendation to Council was for the proposal to be approved, subject to conditions. This was largely on the basis that a number of controls and measures were proposed regarding the control of noise and dust to minimise the impact on the surrounding residential amenity.

6. In December 2020, a Development Application was submitted to the Metro Inner-South Joint Development Assessment Panel (JDAP) for redevelopment of the Concrete Batching Plant. The proposed works included a reconfigured plant layout, the addition of 4 (four) 22m tall silos, conveyor belt structures and changes to vehicle access (heavy vehicles taking access from Briggs Street and staff/visitor access being from Cohn Street) and lighting. These changes were proposed to facilitate an increase in operational capacity from 110,000m³ to 200,000m³ annually and the addition of night-time operating hours on an as-needed/project-specific basis.
7. The applicant presented the case (with supporting technical documentation) that, despite increased throughput, the upgrade to modern equipment and internalisation/enclosure of many processes would

result in externalities (primarily noise and dust) being reduced from the current concrete batching plant operations.

8. In May 2021, the JDAP unanimously approved the proposal subject to a number of conditions including the implementation of proposed mitigation measures and compliance with technical reports. This approval has not been enacted but remains valid until May 2027.
9. The Site has a current Environmental Approval for the existing Concrete Batching Plant operations. On 24 August 2021, Holcim applied to the Department of Water and Environmental Regulation (DWER) for a Works Approval to construct the Plant that was subject of the Planning Approval granted in May 2021. Works Approval W6587/2021/1 was issued by the DWER in January 2022.

East Perth facility closure

10. In June 2024, the WAPC approved two separate applications for the continued operation of existing concrete batching plants in East Perth, one being for Hanson and one being for Holcim. In the latter case this involved the Holcim East Perth Batching Plant at 120 Claisebrook Road, Perth (Holcim's East Perth Plant). Holcim's East Perth Plant supplies the majority of Holcim's high specification concrete to major developments in the Perth Central Business District, as well as supplying high specification concrete for major infrastructure projects.
11. The approvals issued by the WAPC require that both Concrete Batching Plant operations in East Perth (for Holcim and Hanson) cease on or before 31 December 2027. In the case of Holcim's East Perth plant this approval represented a time extension of 3 and a half years (from an expiry date of 30 June 2024) but less than the 7 year time extension (to 30 June 2031) requested by the applicant.
12. In the case of Holcim's East Perth Plant, the WAPC decision approving the continued use until 31 December 2017, was the third such timeframe extension. The East Perth Holcim Concrete Batching Plant commenced operations at the subject site in 1987 and was given a time limited approval to operate until 2012. Timeframe extensions granted by the Minister for Planning (of the given day) extended the operating period until 2017 and then until 2024.
13. The intention of these time-limited approvals in East Perth is to relocate these industrial activities from the city centre and enable high density transit-oriented mixed-use/residential development to occur in that locale consistent with the City's Local Planning Strategy. Notably, the site in East Perth is zoned Mixed Used 'R160' and surrounding sites are zoned R100. The City of Vincent submission on the proposal outlined that relocation of the Concrete Batching Plants would allow an estimated 3,258 additional dwellings in the immediate locality.
14. The Minister (in 2018) noted that the extension until 30 June 2024 would provide certainty to both the local community and the operators of the concrete batching plants by allowing sufficient time for relocation of the plants to another site and for the development intentions of the area to be advanced.
15. Given that the abovementioned previous expectation of facilitating a relocation were not met, the 2024 WAPC determination includes the following conditions of approval for the continued operations of Holcim's East Perth plant -

Approval Period

1. *This approval is granted for a limited period that expires 31 December 2027, subject to the following key milestones being achieved and demonstrated to the satisfaction of the Western Australian Planning Commission:*
 - a. *No later than 30 June 2025, a valid development application as defined under the Planning and Development Act 2005 is to be lodged with the relevant authority in a substance and form that is deemed by the Western Australian Planning Commission as being capable of approval for the construction of a new concrete batching plant on an alternative site to No. 120 (Lot 1001) Claisebrook Road, Perth; and*
 - b. *Within six (6) months of that development approval being granted, a building permit application under the Building Act 2011 for the construction of a new concrete batching plant is to be lodged with the relevant authority; and*
 - c. *Within twelve (12) months of a building permit being issued for the construction of a new concrete batching plant at an alternative site to No. 120 (Lot 1001) Claisebrook Road, Perth, the new development is to be substantially commenced.*
2. *In the event that one or more of the milestones in Condition 1 are not met by the date specified, the approval to allow for the continued operation of the concrete batching plant shall lapse and be of no further effect from the date of the relevant key milestone. However, this approval does not lapse to the extent that it authorises the proponent to carry out works associated with remediation and decommissioning activities under conditions 11, 12, 13 and 14.*

16. In considering the appropriate time frame for the continuation of Holcim's East Perth Plant, it was estimated by the reporting DPLH Officers that barring unforeseen delays, a replacement plant(s) could be operational by 1 January 2028.
17. The subject site in Carlisle was identified within the Officers report as a potential location for Holcim to upgrade and operate from upon the closure of the East Perth facility. Additionally a site in Osborne Park, owned by the City of Vincent but located within the City of Stirling was also identified, but it is understood that Holcim have decided to progress with redevelopment of their Carlisle site.
18. This application for the redevelopment of the site at No. 12 Cohn Street, Carlisle is submitted to satisfy condition 1 of the WAPC's approval for the continued operation of Holcim's East Perth plant until 31 December 2027.

Planning Context

19. The following documents have been considered in the Town's review of the application, acknowledging that some of the below content has been drawn from the SDAU report of 27 June 2024 for the application for Holcim's East Perth Plant -

Perth and Peel @3.5 million and Central Sub-Regional Planning Framework (P & P 3.5)

20. P&P3.5 was released by the State Government in 2018 and builds on the vision of Directions 2031 by providing a framework for high density infill development around activity centres and high frequency public transport. P&P3.5 seeks to increase residential density infill through existing undeveloped land to manage urban sprawl, increase housing diversity and affordability, and achieve a city that is connected by public transport. This includes a target to deliver an additional 213,130 dwellings within the Central sub-region by 2050 (of which 17,000 would be within the Town. It is also promotes the supply and/or development of industrial centres as key employment nodes and the prevention of incompatible residential encroachment on these areas.

Town of Victoria Park Local Planning Strategy (LPS)

21. The Town's LPS was approved by the Commission in 2022. A key focus of the LPS is to promote the delivery of high-density mixed-use development in planned growth areas, strategic development sites and along major roads in well serviced areas to respond to the growing demand for high quality housing.
22. The Local Planning Strategy includes the following neighbourhood objectives for the Welshpool Industrial Neighbourhood and Oats Street Neighbourhood respectively:

W.2 To protect industrial activity from the encroachment of commercial, residential and other sensitive uses that would adversely affect industrial viability or contribute to erosion of Industrial zone.

OS.1 To maximize higher density residential and mixed-use development close to the Oats Street station and high frequency bus services.

State Infrastructure Strategy (SIS)

22. The SIS is a State Government strategy that was prepared by Infrastructure WA in 2022 to consider the State's infrastructure needs and priorities and is a relevant consideration under the principals of orderly and proper planning. The SIS makes a number of high-level recommendations, including the protection of strategic industrial land uses. The SIS recognises that concrete is a significant cost component of infrastructure projects, with proximity to market being critical to both the affordability and quality of the product. The SIS refers to the expiration of the approvals for the Hanson and Holcim concrete batching plants as being a risk to the construction sector, due to increased transportation costs and reductions to the useable time of concrete from batching to placement and recommends that alternative sites be identified in a timely manner. The SIS notes that the State Government has been working with Holcim and Hanson to identify alternate sites to ensure impacts and disruptions are minimised and that an ongoing affordable supply of concrete is maintained. The SIS also makes several recommendations related to the facilitation of urban consolidation.

Economic and Employment Land Strategy (EELS)

23. The EELS is a State Government strategy that was developed by the Commission and released in 2012 in response to a shortage of light and general industrial land in the Perth and Peel Region. The EELS aims to ensure that new areas for industrial land are identified and existing industrial land development is reviewed. The EELS notes that the decline in available industrial land within the inner metropolitan area due to the encroachment of higher end competing residential and commercial uses has resulted in "the need to protect existing key strategically located industrial facilities such as concrete batching plants". The EELS recognises that impacts on supply chain efficiencies of concrete may increase operational costs and reduce product quality due to the greater distance between plants and clients.

Guidance Statement No. 3 – Separation Distances Between Industrial and Sensitive Land Uses (Guidance Statement No. 3)

24. Guidance Statement No. 3 prepared by the Environmental Protection Authority (EPA) provides advice on the use of generic separation distances (buffers) between industrial and sensitive land uses to avoid conflicts between incompatible land uses that may result from industrial activities and emissions that are controlled under the Environmental Protection Act 1986 (EP Act). This includes concrete batching plants, which are classified as prescribed premises' under regulation 5B of the Environmental Protection Regulations 1987 (EP Regulations). Guidance Statement No.3 sets out a minimum separation distance of 300 metres to 500 metres from a concrete batching plant to the nearest sensitive land use, which includes homes, restaurants, offices and public open space. However Guidance Statement 3 acknowledges that these setbacks distances are not intended to be absolute separation distances, rather they are a default distance for the purpose of providing general guidance on separation distances in the absence of on-site specific technical studies. It further outlines that the EPA expects that emissions from an individual industrial land use can generally be prevented from causing an adverse environmental impact beyond the boundaries of the site or beyond the boundaries of an industrial estate, through appropriate site layout, design of facilities and the implementation of engineering and process controls.

Australian Standard 1379: Specification and Supply of Concrete (AS1379)

25. AS1379 prescribes the standards for the manufacture and supply of concrete for construction applications in Australia. AS1379 states that the timing and delivery of concrete should occur so that concrete can be placed and compacted within 90 minutes of a load leaving a batching plant, while special grades of concrete should be dispatched within 60 minutes. AS1379 also outlines circumstances in which admixtures and other elements can be added to concrete to delay the curing process

Pracsys Cost Benefit Analysis

26. As part of the assessment of the application for Holcim's East Perth Plant timeframe extension, DPLH engaged Pracsys in 2024 to provide a Cost Benefit Analysis report on the impact of changes to the operation and location of the East Perth concrete batching plants. This report confirmed the applicant's assertion that the proximity of the plant to the construction site is critical, noting that certain concrete mixes, such as "high early" strength concrete used for post-tensioned slabs, have shorter elapsed time requirements and that allowances must be made for batching time, site access and pump setup. This means that the delivery time window may need to be limited to approximately 30 minutes or less in some cases.

State Planning Framework – Significant Development Pathway

27. Part 11B of the Planning and Development Act 2005 provides a pathway for the determination of significant development applications by the WAPC through the State Development Assessment Unit (SDAU). This includes applications that are "prescribed significant development" or one that the Premier has authorised to be submitted and considered under Part 11B on the basis that the application raises issues of State or regional significance.

28. In this case, by way of correspondence dated 26 May 2025, the Minister for Planning advised that the Premier has authorised the application for the redevelopment of the existing concrete batching plant at No. 12 Cohn Street, Carlisle to be submitted under the Part 11B pathway.

29. While the WAPC is the decision maker on the development application, the SDAU being a branch of the Department of Planning Lands and Heritage (DLPH) is responsible for receiving the applicant's proposal, undertaking community consultation, coordinating referrals to relevant bodies (eg Local government, Department of Water and Environmental Regulation etc) and preparing a recommendation to the WAPC.

Gazettal of Local Planning Scheme No. 2 to replace Town Planning Scheme No. 1

30. At the time of the 2021 JDAP approval for 12 Cohn Street, the Town of Victoria Park Town Planning Scheme No 1 (TPS1) was the key relevant local planning instrument for assessing and determining the proposal. There was no local planning strategy at that time.
31. Under TPS1 the concrete batching plant was classified under the land use type of 'Noxious Industry' being an 'X' (Prohibited) land use for the given site and zoning under TPS1. The 2021 JDAP approval was facilitated by the existing concrete batching facility benefiting non-conforming land use rights
32. The Town of Victoria Park Local Planning Scheme 2 (LPS2) was gazetted (and TPS1 revoked) in December 2024. Under LPS2 the land use classification 'Noxious Industry' does not exist. Accordingly, the land use classification of "Industry" applies to the existing and proposed concrete batching plant operations. This land use is defined as follows:



Industry means premises used for the manufacture, dismantling, processing, assembly, treating, testing, servicing, maintenance or repairing of goods, products, articles, materials or substances and includes facilities on the premises for any of the following purposes –

- i. the storage of goods;
- ii. the work of administration or accounting;
- iii. the selling of goods by wholesale or retail;
- iv. the provision of amenities for employees;
- v. incidental purposes.

33. 'Industry' is a 'D' (discretionary) land use under the applicable (LPS2) zoning of 'Light Industry'. The continuation or expansion of concrete batching plant operations at the subject site therefore no longer rely on non-conforming land use rights to (a) continue operating; or (b) to have redevelopment proposals considered.

Draft Oats Street Station Precinct Structure Plan (OSSPSP) and Scheme Amendment

34. The OSSPSP has been prepared in response to the above LPS and LPS2 objectives. The endorsed OSSPSP preferred growth scenario and associated Scheme Amendment seeks to consolidate high-density mixed-use development close to Oats Street Station whilst also up coding existing residential areas (from R30 to R60 or R80) within walkable catchments of the station to encourage redevelopment for medium density villas, town houses and small-scale apartments (to 3-4 storeys).

Current Scheme (site highlighted)	Proposed Draft Scheme Amendment (site highlighted)
	

35. The residential area adjacent to the batching plant and on the opposite side of Cohn Street is currently zoned Residential R30. Under the draft OSSPSP (and associated scheme amendment) the adjacent residential area is proposed to be recoded to R60.
36. The draft OSSPSP (and associated Scheme Amendment) was endorsed by Council for permission to proceed to public advertising at the 18 March 2025 OCM. As per the Council resolution, the documents have been sent to DPLH seeking consent to advertise both the Scheme Amendment and the Structure Plan concurrently.
37. At the time of this report being prepared, the Town has not yet received either consent from the DPLH to advertise or details of any required modifications that need to be made prior to public advertising.
38. The DPLH has provided stakeholder feedback during preparation of the Preferred Growth Scenario that informed the preparation of the draft OSSPSP. The feedback expressed support of increased density within the Residential Frame, submitting the following comments:

Support residential frame for density up to 3 storeys particularly around Oats Street given accessibility to transit (station, bike path) and 4 storeys on Somerset Street (Water Corporation site if available).
39. Should approval of the development application influence DPLH to instruct the Town to pursue a lower density within the Residential Frame of the OSSPSP this may inhibit the Town's capacity to achieve its objectives to maximise higher density residential development close to transport, as envisaged by the Local Planning Strategy and State Planning Policy 4.2 – Activity Centres for Perth and Peel. This said, the significant existing fragmentation of the existing R30 area means that redevelopment and growth of new dwellings is likely to be minimal within the next 10 years. For this reason, the mixed-use Station Core of the OSSPSP is the primary focus area for higher residential densities and is anticipated to deliver most of the precincts dwelling growth.

Relevant planning framework

Legislation	<p><i>Planning and Development Act 2005</i> <i>Planning and Development (Local Planning Schemes) Regulations 2015</i></p> <p><i>Town of Victoria Park Local Planning Scheme No. 2 (LPS2)</i> <i>Metropolitan Region Scheme Text</i></p> <p><i>Environmental Protection Act 1986</i> <i>Environmental Protection (Concrete Batching and Cement Product Manufacturing) Regulations 1998</i> <i>Environmental Protection (Noise) Regulations 1997.</i></p>
State Government policies, bulletins or guidelines	<p><i>State Planning Policy 4.1 – State Industrial Buffer Policy</i></p> <p><i>Perth and Peel @ 3.5 million Central Sub Regional Framework</i></p> <p><i>Economic and Employment Lands Strategy (EELS)</i></p> <p><i>EPA: Guidance for Separation Distances between Industrial and Sensitive Land Uses No. 3 (June 2005)</i></p>
Local planning policies	<p><i>Local Planning Policy No. 3: Non-Residential Uses in or Adjacent to Residential Areas</i></p> <p><i>Local Planning Policy No. 14: Non-Residential Uses in or Adjacent to Residential Areas</i></p> <p><i>Local Planning Policy No. 23: Bicycle Parking, Car Parking and Access for Non-Residential Development</i></p> <p><i>Local Planning Policy No. 45: Tree Planting for Non-Residential Development</i></p> <p><i>Local Planning Policy No. 47: Tree Retention</i></p>
Other	<p><i>State Infrastructure Strategy - Foundations for a Stronger Tomorrow</i></p> <p><i>Visual Landscape Planning Manual</i></p>

General matters to be considered

Local Planning Strategy Objectives	<p>The objectives for the Welshpool industrial neighbourhood are:</p> <p><i>W.2 To protect industrial activity from the encroachment of commercial, residential and other sensitive uses that would adversely affect industrial viability or contribute to erosion of industrial zone.</i></p>
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	<p>The objectives for the Oats Street Neighbourhood are:</p> <p><i>OS.1 To maximise higher density residential and mixed use development close to the Oats Street station and high frequency bus services.</i></p>
TPS zone objectives	<p>The following Light Industry zone objectives contained within the precinct plan are relevant to consideration of the application:</p> <ul style="list-style-type: none"> <i>To provide for a range of industrial uses and service industries generally compatible with urban areas, but not generally appropriate for centres or mixed-use areas.</i> <i>To ensure that where any development adjoins zoned or developed residential properties, the development is suitably set back, screened or otherwise treated so as not to detract from the residential amenity.</i>
Local planning policy objectives	<p>The following objectives of Local Planning Policy No. 3 'Non- Residential Uses in or Adjacent to Residential Areas' are relevant in determining the application:</p> <ul style="list-style-type: none"> <i>to ensure non-residential uses are compatible with the residential character, scale and amenity of surrounding residential properties;</i> <i>to minimise the impacts of non-residential development through appropriate and sufficient management of car parking and traffic generation, noise, visual amenity and any other form of emissions or activities that may be incompatible with surrounding residential uses;</i> <i>to maintain and enhance the amenity of residential environments through ensuring appropriate landscaping treatments, location of car parking and vehicular access legs, and the protection of visual privacy when considering applications for non-residential development.</i> <p>The following aim of Local Planning Policy No. 14 'Industrial Uses in Proximity to Residential Areas' is relevant in determining the application.</p> <ul style="list-style-type: none"> <i>To ensure that industrial uses in the vicinity of residential areas do not unduly impact on the residential amenity of those areas.</i> <p>The following objectives of Local Planning Policy No. 23 'Bicycle Parking, Car Parking and Access for Non-Residential Development' are relevant in determining the application.</p> <ul style="list-style-type: none"> <i>To facilitate the provision of bicycle parking and end of trip facilities that are well designed to support mode shift to cycling and other active modes of transport.</i> <i>To ensure that car and bicycle parking facilities are safe and accessible including ensuring that ACROD parking bays are appropriately provided.</i>

	<p>The following objectives of Local Planning Policy No. 45 'Tree Planting for Non-Residential Development' are relevant in determining the application.</p> <ul style="list-style-type: none"> • <i>To assist with achieving the Town of Victoria Park's objectives to increase town wide tree</i> • <i>Prioritise the planting of trees on private land developed for non-residential purposes.</i> <p>The following objectives of Local Planning Policy No. 47 'Tree Retention' are relevant in determining the application.</p> <ul style="list-style-type: none"> • <i>Assist with achieving the Town of Victoria Park's objectives to increase town wide tree canopy coverage.</i>
Deemed clause 67 of the Planning and Development (Local Planning Schemes) Regulations 2015	<p>Deemed Clause 67 provides a list of matters that the local government is to have due regard to the extent that, in the opinion of the local government, those matters are relevant to the development the subject of the application.</p> <p>This is addressed further below in this report under the section 'Planning Assessment'.</p>
Urban forest strategy	<p>This application has the following impacts, in regards to the Town's Urban Forest Strategy.</p> <ul style="list-style-type: none"> • On site: <ul style="list-style-type: none"> o planting of a total of 18 new trees and retention of two existing trees; o removal of one existing tree • On verge: <ul style="list-style-type: none"> o planting of a total of 14 new trees; o removal of three (3) existing trees (one deceased, one in poor health, and one leaning excessively towards the roadway) <p>In total, the proposal is expected to increase total urban forest canopy cover.</p>

Compliance assessment

Non-residential development		
Planning element	Permissibility/deemed-to-comply	Requires the discretion of the Council
Land use (LPS2)	Industry is a 'D' (discretionary) land use	No as the land use is existing
Plot ratio (LPS2)	Maximum 1.0; <1.0 proposed	Complies
Building height (LPS2)	Maximum 12 metres;	Discretion required

	31 metres proposed	
Street setback (LPS2)	Minimum of Nil	Complies
Side setback (LPS2)	Minimum of Nil	Complies
Landscaping (LPS2)	<p>1. Where a street setback is provided, a minimum of 25% of the street setback area between the site boundary and the building(s) shall be landscaped.</p> <p>2. Where parking bays are provided between the site boundary and the buildings, shade trees shall be provided at a rate of one tree per four bays.</p>	<p>Complies in relation to street setback to Briggs Street, with a total of 32% landscaping has been provided between the street boundary and the aggregate storage building.</p> <p>In relation to Cohn Street, the existing noise wall and gate (for the purpose of these development standards) effectively serves as a 'building' with nil setback, meaning that 1) and 2) are N/A.</p>
Operating Hours for industrial uses in proximity to residential areas (LPP14)	Council should impose conditions on any planning approval limiting the movement of delivery vehicles and activities outside buildings to within the hours of 7.00am to 7.00pm Mondays to Fridays and 8.00am to 12 noon Saturdays, ensuring that lighting of any external areas does not adversely affect the amenity of adjoining properties.	Discussed under 'Planning Assessment' section of this report.
Car parking (LPP23)	Minimum of Nil	Complies
Universal access bays (LPP23) <i>1 per 20 car bays (or part thereof)</i> <i>23 Bays proposed</i>	<p>Two (2) universal access bays required</p> <p>Zero (0) universal access bays proposed</p>	<p>Does not comply.</p> <p>Recommended to be addressed via condition of development approval</p>
Bicycles, EOT etc (LPP23)	<p>One (1) 'long-stay' bicycle bay.</p> <p>Zero (0) universal access bays proposed</p>	<p>Does not comply.</p> <p>Recommended to be addressed via condition of development approval</p>
Planting trees (LPP23 & LPP45)	12 Medium trees required (noting 2 trees retained)	Complies;

	4 large trees and 8 medium trees proposed to be planted. 2 Existing trees retained.	Provision of new trees on site in excess of policy requirements
Tree retention (LPP47)	One healthy 'regulated tree' proposed to be removed from site. Policy outlines a set of considerations which are to be given regard in determining the proposal	Discretion required Discussed under 'Planning Assessment' section of this report.

Engagement

Internal engagement	
Stakeholder	Comments
<i>Place Planning</i>	<p>The Welshpool Industrial neighbourhood is zoned 'Light Industry'. The objectives for the light industry area encourage less intensive industrial uses and places greater responsibility on uses to be treated in appropriate ways so as not to detract from adjoining residential amenity.</p> <p>The draft Oats Street Station Precinct Structure Plan seeks to maximise higher density residential development in close proximity to Oats Street station. This includes recommendations to increase the densities of residential land near the subject site.</p>
<i>Engineering</i>	Traffic management plan(s) should outline backup/alternate routes to Orrong Road that ensure that heavy vehicle movements will not travel through residential streets. These alternate routes are sought to address the possibility that access to Orrong Road via Briggs Street may become unavailable through Main Roads projects that are being developed/consulted upon.
<i>Health</i>	<p>Noise Impact Assessment required to be provided post-construction completion showing compliance at nearby noise sensitive premises.</p> <p>Otherwise, no issues identified.</p>
<i>Waste Management</i>	No issues
<i>Building</i>	No issues
<i>Parks</i>	No issues
<i>Art</i>	No issues. Happy to support the provision of artworks on silos.

External engagement

Community consultation

The SDAU is responsible for undertaking all community consultation for the proposed development. Advertising of the subject SDAU application commenced on 10 July 2025 and concluded on 10 August 2025.

At the conclusion of the consultation period a total of 138 submissions were received, comprising 133 opposed (96.38%), 3 neutral (2.17%), and 2 supportive (1.45%).

A summary of the key themes raised in the submissions is as per below, with a more extensive list of items at Attachment 20:

- Noise and vibrations:
 - o Concerns that ongoing and excessive noise are incompatible with nearby residential living.
 - o Concerns 24/7 operations would worsen noise impacts.
- Hours of operation
 - o Concerns that current day-time noise is already problematic with night operations considered unacceptable
 - o Concerns that extended hours will disrupt sleep and family life.
- Dust, odour and light pollution:
 - o Concerns of high dust levels from concrete production already impacting residents.
 - o Concerns relating to include respiratory problems and other health impacts.
 - o Concerns that existing mitigation measures have been inadequate.
 - o Concerns odour and light spill will impact resident liability.
- Location and land use:
 - o Concerns raised the site should be used for light industry
 - o Suggestions made for the proposal to be further away from homes.
 - o Concerns raised toward an intensive industrial use and activities next to homes, schools, and childcare.
 - o Concerns the proposal will impact potential development of the Oats Street Station precinct.
 - o Suggestions made for a more suitable industrial areas such as Welshpool or Kewdale
 - o Comments made toward comparison to closure of similar facilities in East Perth due to residential incompatibility.
- Truck activity and traffic:
 - o Concern raised towards increased heavy vehicle movements.
 - o Concern raised toward traffic volumes and safety impacts in residential streets, including near schools.
- Height of proposed development:
 - o Concerns the proposed silos are out of scale with surroundings.
 - o Concerns raised toward visual impact on neighbourhood character

- o Concerns raised that approval would set a precedent for inappropriate large-scale structures in the area.
- Impact on property values:
 - o Concerns the proposal will reduce market value of nearby homes.
 - o Concerns property investment confidence in the area will decline.
- Other:
 - o Concerns the public consultation period was too short.

The applicant has responded to the public submissions received (see Attachment 21).

Additionally at the Ordinary Council Meeting on 19 August 2025, Council received a petition, with 151 signatories, opposing the proposed development, with the stated reasons being -

"24/7 Operation: 24/7 batching and truck movements risk sleep disturbance. Noise modelling is inadequate and may breach LPP 3 and LPS2.

Incompatible with Zoning and Location: The proposed scale of operations is inappropriate for a "Light Industry" zoning and exceeds what is acceptable directly adjacent to homes within 16m of site (LPP 3).

Excessive Height (31m): Proposed 31m silos and 20m towers breach the 12m height limit under LPS2, affecting local character and visual amenity.

Dust and Health Risks: No health risk assessment conducted for cement dust or silica, contrary to LPP 3 and the Town's Public Health Strategy.

Failure to prove ability to mitigate dust with current operation.

Traffic and Safety Issues: Significant increase in truck movements, especially at night (110 night time movements), raises safety concerns and conflicts with the Town's liveability goals.

Insufficient Lighting Detail: The application provides inadequate information on lighting design and lacks evidence of compliance with glare and spill light standards. This poses a potential risk to nearby residential amenity."

State agency referrals

DPLH & SDAU are responsible for managing the State agency referral process. DPLH staff have outlined that they have received the following preliminary advice.

Department of Water and Environmental Regulation (DWER)

DWER commented on the existing and proposed concrete batching plant being a Prescribed Premises under the *Environmental Protection Regulations 1987* that redevelopment would require an amendment to its existing works approval under the Environmental Protection Act 1986. The proponent will also need to demonstrate to DWER that matters such as dust, water and waste management comply with the *Environmental Protection (Concrete Batching and Cement Product Manufacturing) Regulations 1998*. Works approval and licensing is a separate approval process outside the Part 11B development application.

DWER also recommended further consideration / detail regarding potential operational noise associated with the proposed plant layout, the introduction of wet batching and noise wall heights. Notwithstanding, DWER advised that Herring Storer Acoustics' assessment results, with the inclusion of the proposed wet plant, the implementation of the acoustic treatments and an updated Noise Management Plan, indicated that the Part 11B proposal can operate in compliance with regulatory noise limits for both day and night scenarios. However, to validate this compliance, DWER recommend the application be conditioned to require post development noise testing.

Department of Health (DoH)

DoH have raised concern regarding potential impacts of the proposed redeveloped concrete batching plant site on people within adjacent sensitive land uses (residential area, businesses), including air quality, dust, ground water contamination, odour, noise, vibration, and chemical hazards. It is understood that the SDAU has passed on these concerns to the applicant for their response as part of the application consideration.

The Town's Officers accept that the concerns raised by DoH will need to be adequately addressed to the satisfaction of the SDAU prior to the application being determined.

DoH recommended conditions, if the application is recommended for approval, relating to the need to connect to Water Corporation water and sewerage, appropriate demolition procedures, on-site and off-site public health contingency measures, and ground water abstraction.

Water Corporation (WC)

Standard advice provided for the need to protect existing assets and standard process requirements prior to undertaking works.

Western Power (WP)











Standard advice provided for the need to protect existing assets and standard process requirements prior to undertaking works.

	<u>Public Transport Authority</u> No comments provided
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Planning Assessment

40. It is acknowledged that contemporary land use and planning practices would not locate a concrete batching plant in close proximity to a residential area given the likely land use and amenity conflicts such as noise, dust, truck movements etc. Instead it would be more appropriate for such a land use activity to be located away from residential areas and well within an industrial area rather than being at the perimeter. However the subject site, with a residential interface, has been used as a concrete batching plant for at least approximately 50 years and therefore while the Town and community may prefer the concrete batching plant to be relocated elsewhere, the plant is existing and is currently authorised to operate at the site in compliance with relevant approvals and standards.
41. In this context, the planning assessment needs to consider the existing operations and amenity impacts relative to the proposed operations and amenity impacts.
42. This is summarised by the applicant in the following table as well as being addressed further below by Officers -

Comparison Table: Existing Plant, 2021 Approval, Proposed 2025

	Category	Existing Plant	2021 Approval	Proposed 2025
	Annual Throughput	110,000m ³	200,000m ³	300,000m ³
	Hours of Operation	Predominantly 06:00 to 18:00 Existing approvals permit 24 hr operations.	Nominally 04:00 to 18:00 Approval denotes ability to operate 24 hrs.	No change from 2021 Approval.
 * One (1) trip consist of two (2) movements, being one (1) in movement and one (1) out movement	Nominal Vehicle Movements <u>Cohn Street</u> Cement Tanker Light Vehicles <u>Briggs Street</u> Light Vehicles Agitator Vehicles Delivery Trucks incl Cement Tanker TOTAL	Peak Hour: 50* Day-time: 320* Night-time: 0 0 (2* until early 2024) 0 74* 190* 56* 320 Movements	Peak Hour: 77* Day-time: 542* Night-time: 30* 0 94* 0 332* 116* 542 Movements	Peak Hour: 82* Day-time: 542* Night-time: 110* 0 114* 0 398* 140 652 Movements
	Noise	Noisier activities (slump stand) closer to Cohn Street (residents).	Site layout has noisier activities (slump stand) closer to Briggs Street. Acoustic walls added to comply with Noise Regulations 1997. Night-time Noise Management Plan in place.	Same measures as the 2021 Approval plus wet mix plant for night operations, covered/walled slump stands, washout bays, clad mixer building. No front end loader needed.
	Dust	No visual offsite dust.	Improved due to loadout bay completely enclosed (cement tanker discharge covered) and aggregate bins covered. Dust levels below NEPM limits.	Improved from 2021 Approval. New plant has in-ground aggregates delivery, enclosed storage tower, covered conveyors. No front end loader required.
	Visual Amenity	Wall facing Cohn Street was 4m. Screening vegetation was in place, but the Plant is visible.	Wall facing Cohn Street increased to 5m. Screening vegetation retained, more decorative planting along Cohn Street.	Further improvements despite taller structures. Only silos visible from Cohn Street. Increased vegetation and public artwork commitment.
	Energy Efficiency	Existing old plant is not energy efficient.	New modern plant is energy efficient.	Improved energy efficiency with solar power and provision for electric fleet (loader, forklift, trucks).
	Water Management	First flush water management system to contain dirty/contaminated water onsite.	A larger capacity first flush system and improved water efficiencies.	Same system as 2021 with additional underground stormwater storage.
	Lighting	Currently no lighting plan in place.	A lighting plan has been developed to meet AS 4282 and avoid spill to nearby residences.	No change from 2021 Approval.
	Traffic	Cement tankers deliver on Cohn Street; all other vehicles via Briggs Street.	No heavy vehicles on Cohn Street. All access via Briggs Street. Local road network can handle increased traffic.	No change from 2021 Approval. Reassessment confirmed traffic capacity.

43. With respect to the existing operations, a review of the Town's records indicates that since 2012, 15 complaints have been received by the Town from owners or occupiers of nearby properties in relation to noise or dust.

44. Separately, Holcim has provided the following information in relation to dust and noise complaints that have been received -

"Holcim maintains a complaints and incidents register as part of their ongoing environmental management practices. Since 2012, Holcim has received one verified complaint and had five incidents as a result of dust

impacts from operations at the Welshpool facility. A description of the complaint and incidents are provided below.

- 13th of December 2012 – The cement silo relief valve was activated discharging cement dust into the air. In response, cement discharging was ceased, the silo was checked to confirm if the event was related to overfill and the overfill valves were also checked. The problem was then resolved. No complaints from neighbours were received.
- 27th of November 2015 - Airborne dust was observed exiting the boundary of site from dry aggregate being tipped off. The quarry was contacted to inform them of the incident and watering of aggregate stockpiles and spray bar watering of trucks was increased. No complaints from neighbours were received.
- 24th of January 2018 - Visible dust was observed escaping the GP silo during cement pump up. An investigation found that a filter bag had torn, a spiral duct needed repairs and a solenoid had failed. Repairs were undertaken immediately and the problem resolved. No complaints from neighbours were received.
- 4th of September 2020 – There was an uncontrolled dust released during a cement blowup, due to hole in the blow-up line resulting in impacts across the Holcim boundary. A road sweeper crew was called to clean neighbouring roads and property. Neighbouring properties were consulted, and vouchers were made available to professional car cleaning services where required. The hole in the blow up line was subsequently repaired.
- 9th of August 2024 - Dust was observed escaping from the top of the silo & down the breather pipe while a cement tanker was pumping off-slag. The transport supervisor contacted the batch plant to report there was dust escaping from the top of the silo and where the tanker was pumping off. The production officer went to investigate but the pump off had completed. Fitters were called to investigate the cause of dust escaping (checking filter for holes / blockages and found the silo top filter had a hole. The filter was subsequently replaced. No complaints from neighbours were received.
- 5th of September 2024 - Details of a complaint relate to a cement tanker discharging slag which was asked to stop discharging to allow maintenance to the silo filter. It is believed the shutdown procedure wasn't followed correctly which resulted in over pressure causing damage to the cement line consequently resulting in discharge of cement which was carried across the site boundary. Impacts from the dust were reported by a neighbour. The tanker was immediately shut down, the site was cleaned up and the tanker was sent for repair.

All of the complaints and incidents were related to upset conditions not considered to be a part of normal operations and were quickly resolved. No other verified complaints have been received, which would suggest that existing controls have generally been effective in mitigating nuisance air quality impacts on nearby sensitive receptors."

Noise and Vibration

45. The existing plant was built some time ago under different requirements and accordingly external activities occur which generate a level of noise, albeit needing to comply with the requirements of the *Environmental Protection (Noise) Regulations 1997*. It is understood that no night-time activities currently occur as compliance with the Noise Regulations would not be able to be achieved.
46. The proposal relocates the noisier activities further away from the nearby residential properties.
47. To mitigate the noise impacts associated with an increase in production and night-time activities, a number of measures are proposed including – heavy vehicle access being restricted to Briggs Street; the construction of a number of acoustic barrier walls (including an 8m high internal acoustic wall); use of a wet mix process for night-time activities; use of an electric front-end loader in lieu of a diesel vehicle.

48. Rerouting of truck access away from Cohn Street is also expected to improve residential amenity along the entire length of that street – not just for residences directly opposite the existing batching plant.
49. The applicant's Acoustic Report (see Attachment 8) concludes that with the implementation of the proposed mitigation measures then the redeveloped plant is capable of complying with the requirements of the Noise Regulations at all times.
50. The proposal has been reviewed by the Town's Environmental Health team and has been found to be acceptable.
51. Town Officers accept the applicant's contention that redevelopment of the concrete batching plant facilitates modernisation of operations and improved mitigation measures including (but not limited to) the construction of noise walls.
52. Noise related conditions are recommended including the development operating in accordance with the Acoustic report and Operational Noise Management Plan, as well as within 6 months of the development being completed and the redeveloped plant becoming operational, noise levels are to be monitored by a suitably qualified acoustic consultant to confirm whether or not the predicted noise levels in the Operational Noise Management Plan and Acoustic Assessment are being achieved or exceeded at nearby noise sensitive premises.

Hours of operation

53. The applicant's submission outlines the need to be able to supply concrete outside standard hours for inner city and infrastructure projects that can require evening and early morning pours of concrete. The capability/capacity for an inner-city concrete batching plant to provide concrete at those times (reducing risk of traffic delays and concrete setting enroute) is understood as a factor for the subject site serving as a suitable replacement for the East Perth Batching Plant location which is scheduled to shut down in 2027.
54. It is noted that there is no planning condition restricting hours of operation of the current concrete batching plant and facilities. Accordingly, the existing plant could operate 24 hours per day if able to satisfy the requirements of the Noise Regulations. However it is understood that the current plant, operating with older technology, would not comply with the Noise Regulations if it were to operate at night.
55. Given the existing plant could operate 24 hours per day and the redeveloped plan proposes to do so in compliance with the Noise Regulations, then the imposition of new restrictions regarding hours of operation would be difficult to justify and are highly unlikely to be applied by the Western Australian Planning Commission.
56. Rerouting of truck access away from Cohn Street is also expected to improve residential amenity along the entire length of that street, both with respect to day-time and night-time amenity.
57. While there will be an increase in vehicle movements at night, this will be confined to roads within the industrial area and therefore the after hours movements of trucks is not expected to have any impact upon the amenity of the adjacent residential area.
58. In the case of a development application for industrial uses in proximity to a residential area the Town's Local Planning Policy 14 states that Council should impose conditions limiting the movement of delivery vehicles and outside activities to the hours of 7am to 7pm Monday to Friday and 8am to 12 noon on Saturdays. However in the context that the currently facility is able to operate outside of these hours and

the redeveloped facility is able to comply with the Noise Regulations, it would be unreasonable to impose a time limitation as per the Policy.

Dust, odour and light pollution

59. The applicant contends that *"The new Plant will introduce new and improved measures to ensure delivery and storage of product that generate dust are either fully covered or subject to improved suppression."*

60. The applicant describes the improvements as follows :

"The new plant will introduce a new system whereby raw aggregate and sand is delivered in an area where materials are dropped into an underground hopper and then transported via an enclosed conveyor system to the enclosed aggregate storage tower at the Briggs Street end of the site. The material for each agitator is weighed and transported to the aggregate loading bays by an enclosed conveyor system for dispatch to the agitators. The enclosed and improved measures incorporating additional dust control measures, including enclosed conveyors and aggregate storage tower, and high efficiency filters on the cement silos will ensure delivery and storage of products that generate dust are either fully covered or subject to improved suppression. This is an improvement on the existing plant where open aggregate bins are used with a front end loader to transport aggregates within the site reducing the potential for fugitive dust."

61. In this respect the applicant has submitted an Air Quality Modelling Report (see Attachment 13) which comments that the predicted concentrations are well below the National Environmental Protection Measure (NEPM) limits for particulates (dust). (See attachments 13 and 18).

62. Further the report states that *"Comparative assessment shows that despite an increase in production, due to the implemented controls and relocation of some sources away from sensitive receptors, concentrations of TSP, PM10 and PM2.5 are unlikely to differ from current operations at nearby sensitive receptors. Given the small number of verified complaints that have been received and incidents that have occurred have related to upset conditions rather than normal operations, and that these problems have been quickly identified and rectified, it is unlikely that amenity will be significantly affected due to nuisance impacts from dust."*

63. From reviewing the supplied information, Officers have been unable to identify any available data/metrics with respect to dust emissions from the existing facility. Accordingly, it is difficult to objectively state that that the proposed dust emissions will be more or less than the existing facility.

64. However a number of dust mitigation and suppression measures are now proposed including fully enclosed loading bays, holding hoppers, high efficiency filters to the cement silos and covered conveyors etc. This is in contrast to the current facilities which do not have the above listed features. The intended inference by the applicant seems to be that the proposed development will feature dust emissions that are lower than or comparable to the current operations.

65. The Town's Environmental Health team have reviewed the information provided in relation to dust and have not raised any issues or concerns.

66. Separate from the development approval process, DWER will further consider dust impacts in their assessment of a separate Works Permit application under the Environmental Protection Act for matters of health and safety. Dust emissions are regulated by the EPA under the Concrete Regulations, which specify requirements for managing dust that includes fines for non-compliance.

67. The Applicant's Air Quality Report includes an Air Quality Management Plan with a series of actions that Holcim will undertake. These actions include the following:

"The results of the monitoring will be provided to the Town of Victoria Park for review after the monitoring has been undertaken each quarter by a date agreed to by the Town of Victoria Park and Holcim."

A recommended condition of approval is that the development shall operate in accordance with the Air Quality Management Plan, and a recommended advice note highlights that this includes providing dust monitoring results to the Town for review. Approval of the development with this condition is therefore expected to improve the level of information the Town has with respect to air quality in the area.

68. Attachment 15 (Applicant Lighting Design Report) has also been reviewed with no issues or objections being identified in relation to the proposed lighting plan. The Town is satisfied that the lighting provided is adequate for recommended lighting levels for an outdoor workplace (for night-time operations) while also controlling/restricting potential obtrusive effects (As per AS/NZS1680.5 and AS/NZS4282-2023 respectively).
69. Recommended conditions and advice notes require that the development operate in compliance with the Air Quality Modelling Report, and noting the need for separate approval from DWER who will further consider the matter of dust emissions.

Location and land use:

70. The subject site is zoned Light Industry, and the proposed activity is classified as 'Industry' under LPS 2 (a 'D' discretionary landuse).
71. The current operation has legal rights (from a planning standpoint) to (a) continue current operations; or (b) undertake upgrades as per the JDAP's 2021 approval which included a reconfigured plant layout; the addition of 4 (four) 22m tall silos; conveyor belt structures; changes to vehicle access (heavy vehicles taking access from Briggs Street and staff/visitor access being from Cohn Street); an increase in operational capacity from 110,000m³ to 200,000m³ annually; and the addition of night-time operating hours on an as-needed/project-specific basis.
72. An upgrade to the facilities on site is seen as an opportunity to improve upon the noise and dust mitigation measures in place, while also providing for an important industry close to the city centre.
73. Approval of the development (subject to conditions) incorporating modern technology and mitigation measures to reduce off-site impacts is therefore seen as generally reducing impacts of the facility upon residential and other sensitive uses in the locality.
74. A number of submitters draw equivalency between the subject site and the East Perth Holcim batching plant, suggesting amongst many things that if the concrete batching plant is not appropriate in East Perth, then neither is it appropriate in Carlisle.
75. The Holcim site in East Perth is zoned Mixed Used 'R160' and surrounding sites are zoned R100. It also relies on a time-limited approval to operate (that will expire in December 2027). The City of Vincent indicates that relocation of the Concrete Batching Plants would allow an estimated 3,258 additional dwellings in the immediate locality. In comparison, the subject site in Carlisle is zoned light-industrial, abuts land that is currently zoned R30 and has a permanent land use rights for the existing concrete batching plant operations. Refusal of the subject proposal would not instigate a requirement for the concrete batching to cease, nor would it facilitate urban infill of a comparable scale to the East Perth site.

Comparison of sites		
Site/Development Application	East Perth Batching Plant	Carlisle Batching Plant
Zoning	Mixed Used 'R160'	Light Industry
Adjacent zoning	Mixed Use 'R100'	Residential R30
Existing operation land-use rights	'X' (prohibited) use, operating under Additional Use rights; Temporary/time-limited approval	'D' (discretionary) use; Permanent approval
If application refused...	Holcim must cease use	Holcim continues use as per existing operations or could upgrade as per the 2021 JDAP approval.
...and resulting residential infill would be	an estimated 3,258 additional dwellings in the immediate locality*	Nil under current R30 coding. Proposed increase in coding to R60 as per the draft Oats Street Station Precinct Structure Plan would result in a moderate increase in dwellings given the fragmented land ownership.

*Estimated by City of Vincent included in the respective SDAU report


Truck activity and traffic:

76. In the past, trucks and heavier vehicles associated with site operations have been able to use Cohn Street for access to and from the site. Additionally there is no restriction on the route that heavier vehicles take getting to and from the site.
77. The 2021 JDAP approval included a restriction on the routes employed by heavy vehicles coming and going from the site so as to avoid local residential roads and eliminate the use of Cohn Street for heavy vehicle access.
78. The current proposal is to modify vehicle access with heavy vehicle access via Briggs Street only and light vehicle access via Cohn Street. This change is considered to be a positive outcome for the local community.
79. A Traffic Management Plan (Attachment 11) has been provided that outlines access routes for heavy vehicles. These heavy vehicle routes have been designed to avoid/minimise use of roads in residential areas. The amenity impact of increased of truck movements (resulting from increased throughput of the batching plant) is therefore considered to be minimised to an acceptable level.

80. The applicant provided the following information with respect to Nominal Vehicle Movements in their summary brochure (see Attachment 19) that was available for public comments.

	EXISTING PLANT	2021 APPROVAL	PROPOSED 2025
 Nominal Vehicle Movements	Peak Hour: 50 Day-time: 320 Night-time: 0	Peak Hour: 77 Day-time: 542 Night-time: 30	Peak Hour: 82 Day-time: 542 Night-time: 110

81. Further information has been provided as per the below and as per an amended Transport Impact Statement (see Attachment 10) -

	Category	Existing Plant	2021 Approval	Proposed 2025
	Nominal Vehicle Movements	Peak Hour: 50* Day-time: 320* Night-time: 0	Peak Hour: 77* Day-time: 542* Night-time: 30*	Peak Hour: 82* Day-time: 542* Night-time: 110*
* One (1) trip consist of two (2) movements, being one (1) in movement and one (1) out movement	<u>Cohn Street</u> Cement Tanker	0 (2* until early 2024)	0	0
	Light Vehicles	0	94*	114*
	<u>Briggs Street</u> Light Vehicles	74*	0	0
	Agitator Vehicles	190*	332*	398*
	Delivery Trucks incl Cement Tanker	56*	116*	140
	TOTAL	320 Movements	542 Movements	652 Movements

82. The applicant has clarified that potential tripling of concrete output does not necessarily equate to a tripling of traffic movements for various reasons including agitator and delivery trucks are likely to have greater capacity and activities will be spread out across 7 days.

83. Compared to the existing plant, the proposal is expected to double vehicle movements to and from the site. In relation to the increased truck movements both generally and particularly at night, given that truck movements will be restricted to occurring on main roads and the roads within industrial areas, there is not considered to be any unreasonable amenity impacts arising, with the traffic volumes being within the acceptable limits for the road type.

84. The Town's Street Improvement team have reviewed the information provided in relation to traffic impact and management and are satisfied with the proposal.

85. A condition is recommended that the proposal operate in accordance with the Traffic Management Plan.

Height of proposed development:

86. Existing silo structures on the site have a height of approximately 16.8m above natural ground level.

87. LPS 2 prescribes a height of 12m for buildings.

88. The proposed development, while locating the silos further away from Cohn Street, proposes silos to a maximum height of 31m, with the aggregate store building at the Briggs Street end being 20.4m high.

89. While the proposed silo height (31 metres) exceeds that permitted by the industry zone development standards (maximum 12 metres) – the proposed distance of that structure to Cohn Street (76 metres) and

the slender nature of the structure proposed is considered to result in acceptably minimal external impact with respect to height, bulk, scale and appearance of the development.

90. The Visual Assessment (Attachment 16) materials are considered to verify this assessment. Excerpt from attachment shown below -



Figure 9: View Location A – existing view towards the Welshpool Concrete Plant



Figure 10: View Location A – proposed view towards the Welshpool Concrete Plant

91. In relation to the aggregate storage building (proposed 20.4m height) as seen in the right hand side of the image below, the building is quite substantial particularly when viewed from the sides, but is only around 10.5m wide.



Figure 14: View Location C – proposed view towards the Welshpool Concrete Plant

92. Perceived development height, bulk and scale of the proposed structures is considered to be comparable to existing development on site when viewed from the resident/Cohn Street interface. When viewed from Briggs Street, the development is substantial, but this is considered to be acceptable given the industrial context.

93. Accordingly, Officers support a variation to the height of the proposed new structures.

Impact on property values:

94. Possible impact of development on property values is not a relevant/valid planning consideration.

Community consultation

95. Some submitters have expressed concerns the public consultation period was too short. Town officers note that:

- a. SDAU/DPLH are responsible for arranging public consultation.
- b. The period for comment was 28 days. This is consistent with deemed clause 64(6)(a) of the Planning and Development Regulations, which outlines consultation requirements for a 'complex application'.
- c. WAPC are obliged to make a determination on the proposal within a statutory timeframe.

Public art

96. The applicant's report indicates that Local Planning Policy 29 Public Art Private Developer Contribution (LPP29) applies to the proposal. On this basis, they propose the following:

"It is proposed to provide on site public art, which may be in the form of public art on the silo structures, artwork on the exterior face of the aggregate store building (facing Briggs Street) or could be on the external surface of the wall or gate facing Cohn Street and/or wall on Briggs Street."

97. It should be clarified that LPP29 does not apply in this instance, as Clause 1.2(d) of the policy states that it does not apply to Development comprising Industry land uses. This is reflected in the scope of the policy, which outlines that the industrial nature of the development would reduce the amenity benefits that the provision of public art would provide.

98. Provision of public art as proposed by the applicant is welcomed by the Town, particularly where it will provide some visual interest to the taller components of the development. A condition of development approval is proposed requiring that further details of the public art be provided for approval and then implementation.

Tree planting, retention and removal

99. The proposal includes on site planting of a total of 18 new trees, retention of two (2) existing trees and removal of one (1) existing tree. The landscaping plan provided proposes verge planting of a total of 14 new trees and removal of three (3) existing trees (one deceased, one in poor health, and one leaning excessively towards the roadway).
100. The proposed 32 new trees (in total) are considered to add merit to the proposal. Conditions are recommended seeking to ensure this proposed landscaping is delivered.
101. Having regard to the considerations listed under LPP47, the removal of one healthy tree on site (which appears to meet the definition of a regulated tree) is supported. The two considerations considered to be 'key' in this instance are i) that retention of the tree is not considered to be feasible (while still progressing development); and ii) the proposed development's overall resulting contribution to increasing the urban forest canopy.

Draft Oats Street Precinct Structure Plan

102. The applicant states the following in their planning report with respect to 'the requirement for orderly and proper planning':
- "The Town of Victoria Park Council, at its meeting of 21 March 2025 resolved to initiate Scheme Amendment 1 to LPS2. At the time of writing this report, Amendment 1 is yet to be granted consent to advertise, and therefore is not a seriously entertained proposal."*
103. The progression of the draft Oats Street Precinct Structure Plan is noted as posing a potential (actual or perceived) land-use planning conflict in that the draft amendment (if gazetted) would increase the residential density coding of land directly opposite the batching plant from R30 to R60.
104. Accordingly an increase to an R60 coding would potentially result in more dwellings within proximity of the redeveloped concrete batching plant, with the default building height for an R60 density being three storeys. Compared to the maximum two storey building height permitted under the current R30 coding, it would be expected that three storey development could be more exposed to noise from the subject site, and it is unclear whether the concrete batching plant would meet the Noise Regulations in this scenario.
105. The Town's Officers are yet to receive feedback from the Department of Planning, Lands and Heritage as to whether the draft OSSPSP and Scheme Amendment 1 are suitable for advertising in their current form, or whether they may need to be modified prior to community consultation occurring.
106. Therefore there is a level of uncertainty as to how the State may respond particularly taking into account the current development application.
107. However as the draft OSSPSP and draft Scheme Amendment 1 are not seriously entertained planning proposals then they should be given no weight in the determination of this development application at this time, and the application should be assessed under the current planning framework.

108. At this stage the Town can only speculate as to what impact approval of the development application would have on the OSSPSP and draft Scheme Amendment 1. One possibility may be that the WAPC request the Town to retain an R30 density coding for the adjacent residential area. If that were to occur then that would be inconsistent with the objectives to maximise higher density residential development close to transport, however this would not prejudice the Town achieving its dwelling density targets across the whole Town.
109. Additionally, the significant existing fragmentation of the existing R30 area means that redevelopment and growth of new dwellings is likely to be minimal within the next 10 years. For this reason, the mixed-use Station Core of the OSSPSP is the primary focus area for higher residential densities and is anticipated to deliver most of the precincts dwelling growth.
110. It is acknowledged that landowners/developers of sites earmarked for higher density redevelopment may have concerns as to the feasibility of undertaking significant developments in proximity to a concrete batching plant, and if this were to be the case this may prevent land close to the station being developed as the Town envisions. However the plant already exists and therefore this issue is still relevant whether or not the development application is approved.

Conclusion

111. The proposal seeks the redevelopment of an existing concrete batching plant, facilitating a substantial increase to its production capacity. The applicant contends that, despite increased throughput, the upgrade to modern equipment and internalisation/enclosure of many processes will result in externalities (primarily noise and dust) being reduced from the current situation. A review of the supporting documentation provided by the applicant leads the Town to the conclusion that amenity impacts are to be sufficiently mitigated by a combination of design and management measures. Such management measures are, in turn, reflected by recommended conditions of approval.
112. The strong community sentiment objecting to the proposal is understood. However when objectively assessing the merits of the proposal relative to the existing operations and amenity impacts, it is considered that the proposal is acceptable.
113. In considering the proposal and the relative impact between the existing operations and the proposed operations, Officers have concluded that relevant objectives and requirements of applicable Local Planning Policies are generally satisfied including LPPs 3 and 14, and relevant considerations under deemed clause 67 are generally satisfied, such that the application is supported.
114. It should be noted that development approval is one approval process required for the proposed redevelopment to occur. Separately a works approval will be required from DWER and the Department of Health are providing comments to the SDAU on this application meaning that subject matter experts will need to be satisfied that the proposal is acceptable from a public health and environmental perspective. This being the case there are further layers of review and regulation that will need to be satisfied for the proposal to proceed, as well as regulations and requirements that will need to be adhered to for the life of the development.

Financial implications

Current budget impact	Not applicable.
Future budget impact	Not applicable.

Risk management considerations

Risk impact category	Risk event description	Risk rating	Risk appetite	Risk Mitigation
Financial	Not applicable			
Environmental	Unexpected negative environmental impacts arise	Low	Low	Treat through appropriate conditions and acknowledging that DWER need to assess and issue a Works Approval and the plant needs to comply with applicable regulations at all times
Health and safety	Not applicable			
Data, Information Technology and Cyber	Not applicable			
Assets	Not applicable			
Compliance Breach	Not applicable			
Reputation	<p>The Town is publicly criticised for its recommendation to SDAU. This could be with respect to:</p> <p>(b) not supporting strategically significant industrial capacity critical/central to delivering residential development (tackling the housing crisis) and other infrastructure in inner-metropolitan region; or</p>	Low	Low	Accept – provide a comprehensive report addressing relevant matters.

	(b) supporting the development, when there is strong community sentiment opposing the proposal.
Service delivery interruption	Not applicable

Strategic alignment

Economic	
Community Priority	Intended public value outcome or impact
EC1 - Facilitating a strong local economy.	<p>Redevelopment of the concrete batching plant facilitates continued industrial activity, productivity and employment in Welshpool.</p> <p>The proposal is understood to play a critical role in supporting CBD development, residential construction, government and other infrastructure projects. This is expected to positively contribute to a strong local economy.</p>

Environment	
Community Priority	Intended public value outcome or impact
EN1 - Protecting and enhancing the natural environment.	<p>Redevelopment of the concrete batching plant facilitates modernisation of operations and improved mitigation measures including (but not limited to) the construction of noise walls, enclosure of dust sources and rerouting of truck access away from Cohn Street.</p>

10 Public question time

11 Public statement time

12 Meeting closed to the public

12.1 Matters for which the meeting may be closed

12.2 Public reading of resolutions which may be made public

13 Closure