

WESTERN AUSTRALIAN PLANNING COMMISSION

STATEMENT OF PLANNING POLICY No. 5.3

JANDAKOT AIRPORT VICINITY

MARCH 2006

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DEVELOPMENT ACT 1928 (AS AMENDED) BY THE WESTERN
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1. INTRODUCTION

1.1 Citation

This Statement of Planning Policy has been prepared under section 5AA of the *Town Planning and Development Act 1928*. It applies to land in the vicinity of Jandakot Airport which may be affected by aircraft noise. The policy may be cited as Statement of Planning Policy 5.3 Jandakot Airport Vicinity.

1.2 Importance of Jandakot Airport

Opened in 1963, Jandakot Airport is the principal general aviation airport in Western Australia, and is one of the busiest airfields and largest aviation training bases in Australia. The primary function of Jandakot Airport is 'air work' aviation rather than passenger transportation. In addition to a range of business and private users, the airport also provides access for air service organisations such as the Royal Flying Doctor Service, CALM Forest and Bushfire Patrol and the WA Police Air Support.¹

Jandakot Airport is an important training base with flying training accounting for around 50 per cent of the total aircraft movements. The three major flying schools currently operating at the airport are The Royal Aero Club (Inc), China Southern West Australian Flying College and Singapore Flying College. A further nine training organizations provide flying training at the airport in a variety of aircraft, including helicopters. To complement the aviation tenants, numerous independent businesses are on location to service and repair aircraft.¹

The airport is an important element of transport infrastructure, servicing both the region and the State as a whole. It also makes a significant contribution to the economy of the area in which it is situated, providing employment and a range of local economic opportunities.

1.3 Development Context

Jandakot Airport is situated approximately 18 km south of the Perth CBD, and has regional roads access via the Kwinana Freeway and Roe Highway. While the airport is Commonwealth property, it is situated within the local government area of Cockburn. A total of five local government areas are situated in the vicinity of the Airport, being the Cities of Cockburn, Melville, Canning, Gosnells and Armadale.

The airport includes three runways. Two of which run approximately north-east to south-west (06-24) while the third (cross-wind) runway is oriented approximately east to west (12-30). Because of the prevailing wind conditions, the main runways are in use for around 90 per cent of the time, while the cross-wind (12-30) runway is only used for around 10 per cent of the time.

The runways are contained within the airport reserve, which provides a limited 'buffer' extending from the end of each of the runways. While a band of the surrounding land is zoned Rural under the Metropolitan Region Scheme, rural-residential subdivision and development has taken place in parts of this area. Housing has been developed to within 750 metres of the southern end of the main runways, while the closest housing to the north-west of the main runways is some 1.5 km away. The closest urban residential development is situated approximately 2.5 km to the north-east of the main runways. See Figure 1.

¹ The information on the history and operation of Jandakot Airport has been provided by the airport owner.

1.4 Need for Co-operation

Because of the strategic importance of Jandakot Airport, its presence needs to be recognised in the planning of the region, and its operation protected as far as practicable from development with the potential to prejudice its performance. At the same time however, it is important to recognise the physical context in which the airport is situated, and to minimise as far as practicable, adverse impacts on adjacent development such as aircraft noise and the risk of accidents.

Because of the division between Commonwealth, State and local responsibilities, a cooperative approach is needed, in which land use planning agencies at both State and local government level work with the airport operator and relevant Commonwealth agencies to achieve a satisfactory outcome for all stakeholders. This involves:

- an appreciation of the strategic importance of the airport and its operational requirements;
- an appreciation of the nature and significance of development and community interest which exists in the vicinity of the airport; and
- a stable and predictable framework within which to plan for the future use and development of the airport and land in the vicinity of the airport.

1.5 Aircraft Noise Measurement and Description

The system of aircraft noise measurement, which has been traditionally used in Australia for the purposes of evaluating land use compatibility, is known as the Australian Noise Exposure Forecast (ANEF) system. This system is employed to produce the following noise measures, which are usually illustrated in the form of noise exposure contours.

- ANEF—being a noise exposure *forecast* for a particular time in the future or based on particular circumstances such as operational capacity.
- ANEI—being a noise exposure *index* based on data for a previous year where the exact numbers and types of aircraft, which used the airport, are known.

There have been serious concerns expressed in recent years about the suitability of the ANEF system as the basis for land use planning in the vicinity of general aviation airports such as Jandakot². The thrust of these concerns is that the ANEF contours do not adequately reflect the level of noise nuisance associated with general aviation aircraft operations and that the ANEF system has not been validated for use in relation to general aviation airports. In response to the deficiencies in the ANEF system, the Commonwealth Department of Transport and Regional Services has proposed in its discussion paper, *Going Beyond Noise Contours*,² that some form of national guidelines be developed for land use planning around general aviation airports.

Pending the development of such guidelines and in light of the concerns about the application of the current ANEF system to general aviation airports, a more conservative approach is called for in the application of Australian Standard AS 2021-2000 to general aviation airports than would normally be the case for major airports such as Perth. It is relevant to note in this regard, that the areas within the ANEF contours at Jandakot Airport are substantially smaller than for the respective

² Refer to the Discussion Paper, *Going Beyond Noise Contours*, DOTARS, October 2003.

ANEF contours around Perth Airport, despite the substantially greater volume of movements at Jandakot.³

2. APPLICATION OF THE POLICY

This policy applies to land in the vicinity of Jandakot Airport, which is, or may in the future, be affected by aircraft noise associated with the movement of aircraft. Policy measures in Section 4 apply to the following areas in the vicinity of the airport as illustrated in Figure 1.

- **Core Area** defined by the 20 ANEF contour.
- **Frame Area** defined by the area between the 20ANEF contour and Roe Highway, Ranford Road, Warton Road, Armadale Road and Kwinana Freeway.

3. OBJECTIVES OF THE POLICY

The objectives of this policy are to:

- protect Jandakot Airport from encroachment by incompatible land use and development, so as to provide for its ongoing, safe, and efficient operation; and
- minimize the impact of airport operations on existing and future communities with particular reference to aircraft noise.

4. POLICY MEASURES

4.1 CORE AREA

4.1.1 Definition

This area is defined by the 20 ANEF contour, being affected by significant levels of aircraft noise exposure.

4.1.2 Zoning

No re-zoning of land is to take place, which would permit development or use identified as unacceptable with reference to the Development Site Acceptability table in Appendix 1. In particular, this includes residential, rural-residential or special rural zoning, where the predominant type of development is likely to be housing.

It is not intended that this policy would affect the existing use of land. However, where land is already zoned to permit housing development, there should be no changes to local planning schemes, which would enable any increase in the density of housing. This includes increases in density coding as well as reduction in the minimum lot size standards.

4.1.3 Subdivision and Strata Subdivision

No further subdivision or strata subdivision is to take place where it would result in an increase in the number of dwellings which may be developed, or where it would result in an increase in the level of exposure of the community to aircraft noise.

³ For example the area inside the 25 ANEF contour for Jandakot Airport is around 400 ha, which compares with an area of some 3200 ha inside the 25 ANEF contour for Perth Airport.

It is not intended that this policy would remove pre-existing development rights under an operative local planning scheme, and subdivision, which is consistent with the current zoning, may therefore be considered.

4.1.4 Development

There is a presumption against development involving noise-sensitive premises or an increase in the level of exposure of the community to aircraft noise.

It is not intended that the policy would remove pre-existing development rights under an operative local planning scheme, although where approval of the particular development would involve the exercise of discretion under a local planning scheme, consideration should be given to the objectives of the policy and the presumption against noise-sensitive development.

4.1.5 Noise Amelioration

In circumstances where new housing or other noise-sensitive premises cannot practicably be avoided, noise amelioration measures should be applied in order to meet the deemed-to-comply noise amelioration requirements available from local government or the Western Australian Planning Commission⁴. Alternative noise amelioration measures may be acceptable, where it can be demonstrated they provide an equal or better level of noise amelioration to those, which would be achieved by the deemed-to-comply specifications⁴.

4.1.6 Notification on Title

A notice on title advising of the potential for noise nuisance is to be required as a condition of any subdivision or planning approval, except where the proposed development and anticipated use of the premises are identified as acceptable for the relevant ANEF level with reference to the Development Site Acceptability Table in Appendix 1.

4.1.7 Advice to Prospective Purchasers

Information should be given to prospective purchasers of noise-sensitive premises, about the potential for aircraft noise nuisance. Such advice should be provided by local government in conjunction with the issue of zoning certificates and/or property inquiries.

4.2 FRAME AREA

4.2.1 Definition

This area is defined by Roe Highway, Ranford Road, Warton Road, Armadale Road and Kwinana Freeway and the 20ANEF contour.

4.2.2 Zoning

There is a general presumption against any re-zoning of land which would permit development involving any increase in residential density above one dwelling for every two hectares, or any increase in occupational density of other noise-sensitive premises above that which would normally be expected for the equivalent rural-residential development based on a 2ha minimum lot size.

However, where there is a demonstrated strategic need for more intensive development, or where the area of land concerned represents a logical infill and its development would complete rather than extend an established pattern of development, consideration will be given to appropriate re-zoning.

It is not intended that this policy would affect the pre-existing zoning of land, or the implementation of structure plans which have been endorsed by the Western Australian Planning Commission.

4.2.3 Subdivision and Strata Subdivision

Unless consistent with the relevant zoning and/or density coding, no further subdivision or strata subdivision is to take place where it would result in an increase in the number of dwellings which may be developed. In the case of rural or rural-residential zoned land, a minimum lot area of 2ha should apply under this policy, unless a lesser area is specified under the relevant local planning scheme. This minimum lot size should not be construed as support for subdivision in circumstances where there are other factors, which indicate the need for control of subdivision or a larger lot size than 2ha.

4.2.4 Development

There is a presumption against development involving any increase in the number of dwellings on an existing lot, or where it would result in an increase in the occupational density of noise-sensitive premises.

It is not intended that this policy would affect pre-existing zoning and density coding provisions under an operative local planning scheme, or the development of ancillary accommodation, in association with a single house on the same lot.

4.2.5 Noise Amelioration

Noise amelioration measures are not mandatory for residential development. However, some people may find the level of noise intrusion a cause of concern, and, in such cases, it is recommended that noise amelioration measures be considered by prospective developers and/or purchasers of residential property.⁴

4.2.6 Notification on Title

A notice on title advising of the potential for noise nuisance is not required as a condition of subdivision or planning approval.

4.2.7 Advice to Prospective Purchasers

Information should be given to prospective purchasers of noise-sensitive premises, about the potential for aircraft noise nuisance. Such advice should be provided by local government in conjunction with the issue of zoning certificates and/or property inquiries.

5. IMPLEMENTATION

It is intended this policy be implemented using a combination of the following measures:

- zoning and density coding;
- subdivision control;
- development controls;
- referral arrangements; and
- notification and advice.

⁴ Guidance on noise amelioration measures may be obtained from the publication *Aircraft Noise Insulation for Residential Development in the Vicinity of Perth Airport*, WA Planning Commission, 2004. Such measures include the use of laminated (safety) glazing and solid core doors, in addition to the standard weather sealing and (thermal) insulation requirements otherwise required under the *Building Code of Australia*.

5.1 Zoning and Density Coding

Local government should review the zoning and residential density coding in town planning schemes, to ensure consistency with the objectives of this policy and the policy measures detailed in Section 4.

In those areas with potential for further subdivision or re-development, consideration should be given to ways in which the effects of aircraft noise can be reduced. Where practicable, noise-sensitive premises should be prohibited in noise exposure zones for which the relevant development or use is classified as unacceptable in the Development Site Acceptability Table in Appendix 1.

5.2 Development Control

Local governments should include special control areas in operative planning schemes, to provide an additional head of power to control noise-sensitive development within the Core Area as defined in this policy, i.e. within the 20 ANEF contour.

As well as being defined on local planning scheme maps, special control areas should provide for supplementary control of development in order to address the policy measures detailed in Section 4. Relevant provisions should include:

- requirement for planning approval for all noise-sensitive development, particularly single houses;
- discretionary provisions to enable applications to be refused where the development would be inconsistent with this policy;
- discretionary provisions to facilitate the imposition of conditions to address the requirements of this policy with respect to noise amelioration; and
- discretionary provisions to facilitate the registration of notices on title in conjunction with the issue of planning approval involving noise-sensitive development.

5.3 Subdivision Control

The Western Australian Planning Commission is responsible for the control of subdivision under the *Town Planning and Development Act 1928*, as well as certain classes of strata subdivision under the *Strata Titles Act 1985*. In exercising its discretion in relation to applications for subdivision and strata subdivision, the Western Australian Planning Commission will have due regard to this policy.

Local government should also have regard to this policy in making its recommendations to the Western Australian Planning Commission on applications for subdivision and those classes of strata subdivision for which the approval of the Commission is required.

5.4 Referral Arrangements

Proposals involving any of the following should be referred by the relevant local government or in the case of subdivision, the Western Australian Planning Commission, to the airport owner for comment and advice:

Scheme Amendments

- Rezoning of land within the Core or Frame areas.
- Increase in density coding within the Core or Frame areas.

Subdivision

- Subdivision of land for residential, rural-residential or special rural purposes, within Core or Frame areas.

Development

- Development identified as unacceptable for the relevant policy area with reference to the Development Site Acceptability Table in Appendix 1, with the exception of residential development which accords with the relevant zoning under an operative local planning scheme.
- Development involving penetration of the prescribed airspace⁵ or other controlled activities as prescribed in the *Airports (Protection of Airspace) Regulations 1996*.

Land Use

- Non-structural activities (artificial light, sunlight, emissions of smoke, dust and other particulate matter, and emissions of steam or other gas) subject to approval under the *Airports (Protection of Airspace) Regulations 1996*.⁶
- Activities within the Core or Frame areas, which is likely to attract significant numbers of birds.

5.5 Notification and Advice

Advice to developers concerning the potential for noise nuisance, can most effectively be administered by the relevant local government, which will also be responsible for the application of conditions of development approval requiring notices on title. In the case of proposals involving land subdivision, the Western Australian Planning Commission has the principal role in the provision of advice to applicants and/or the registration of memorials on title where required. An advice note suitable for use in relation to development and subdivision approvals has been included in Appendix 2.

Advice in response to property inquiries and/or zoning certificates should be provided by local government. However, the airport owner can provide information about aircraft noise and associated operational matters, and should be contacted for specific information concerning these matters. Some of this information is already made available through the Jandakot Airport website, and it is anticipated that this will be expanded as and when further information becomes available.⁷

⁵ Prescribed Airspace is defined under the *Airports (Protection of Airspace) Regulations 1996* as the airspace above any part of either an OLS or a PANS-OPS surface.

⁶ Further information concerning referral and approval requirements under the Commonwealth legislation may be obtained from the federal Department of Transport and Regional Services.

⁷ A suite of information concerning current and future aircraft noise and associated indicators, is currently available as part of the *Transparent Noise Information Package*, prepared by the Department of Transport and Regional Services for Jandakot Airport.

APPENDIX 1: DEVELOPMENT SITE ACCEPTABILITY

N.B. Acceptability criteria in this table differ from those in Australian Standard AS 2021 in recognition of the potential nuisance caused by the significant number of flights at Jandakot Airport compared to those airports used in the calibration of the ANEF system.

DEVELOPMENT OR USE (including ancillary purposes)	POLICY AREA	
	FRAME AREA (Major surrounding roads to 20 ANEF)	CORE AREA (Greater than 20 ANEF)
Dwelling, caravan park	Conditionally Acceptable (Note 1)	Unacceptable (Note 2)
Educational establishment, kindergarten	Conditionally Acceptable (Note 1)	Unacceptable (Note 2)
Child care premises, family day care	Conditionally Acceptable	Unacceptable (Note 2)
Hospital, nursing home	Conditionally Acceptable (Note 1)	Unacceptable (Note 2)
Hotel, motel, hostel, residential building, short-stay accommodation	Conditionally Acceptable (Note 1)	Conditionally Acceptable
Public building, place of worship, civic use	Conditionally Acceptable (Note 1)	Conditionally Acceptable
Private recreation, club premises, reception centre	Conditionally Acceptable	Conditionally Acceptable
Corrective institution	Conditionally Acceptable	Unacceptable (Note 2)
Commercial premises	Acceptable	Conditionally Acceptable
Medical centre, veterinary centre, consulting rooms	Acceptable	Conditionally Acceptable
Industry, warehouse, storage, transport depot	Acceptable	Acceptable

Note 1:

While Australian Standard AS 2021 defines some of these building types as acceptable for areas outside the 20ANEF, this policy provides for discretionary control of such development. Refer to policy measures in Section 4.2.

Note 2:

While this policy does not recommend development identified as unacceptable, it is not intended that the policy would remove pre-existing development rights under an operative local planning scheme.

APPENDIX 2: ADVICE ABOUT AIRCRAFT NOISE

The following advice note has been prepared for use in conjunction with subdivision approvals, planning applications or property inquiries involving land affected by aircraft noise within the Core and Frame areas as defined in this policy.

Advice Note: The property is situated in the vicinity of Jandakot Airport, and is currently affected or may in the future be affected by aircraft noise. Noise exposure levels may increase in the future as a result of increases in numbers of aircraft using the airport, or other operational changes. Further information about aircraft noise, is available on request from the airport operator.⁸

APPENDIX 3 GLOSSARY OF TERMS

Noise Sensitive Premises

Premises occupied or designed for occupation or use for residential purposes (including dwellings, residential buildings or short-stay accommodation), caravan park, camping ground, educational establishment, child care premises, hospital, nursing home or place of worship.

ANEF

Australian Noise Exposure Forecast as certified by Airservices Australia and endorsed by the Commonwealth Department of Transport and Regional Services and as amended from time to time. At the time of preparation of the policy, the time horizon for the forecast was the year 2024.

ANEI

Australian Noise Exposure Index based on data for a previous year where the exact numbers and types of aircraft which used the airport are known.

Core Area

Area defined by the 20 ANEF contour.

Frame Area

Area defined by the 20ANEF contour and Roe Highway, Ranford Road, Warton Road, Armadale Road and Kwinana Freeway.

AS 2021

Australian Standard 2021

⁸ Mechanisms for the registration of notices include section 12A of the *Town Planning & Development Act* (for subdivisions) and section 70A of the *Transfer of Land Act* (for development).

APPENDIX 4: REFERENCES

Airports (Protection of Airspace) Regulations 1996

Airservices Australia, 1999, *The Australian Noise Exposure Forecast System and Associated Land Use Compatibility Advice for Areas in the Vicinity of Airports*

Australian Standards, 2000, *AS 2021-2000, Acoustics - Aircraft Noise Intrusion - Building Siting and Construction*

Department of Transport and Regional Services, 2003, *Going Beyond Noise Contours*

State Planning Commission Western Australia, 1990, *Land Use Planning in the Vicinity of Airports: Report of the Working Group*

Strata Titles Act 1985 (WA)

Town Planning and Development Act 1928 (WA)

Transfer of Land Act 1893 (WA)

Western Australian Planning Commission, 2004, *Aircraft Noise Insulation for Residential Development in the Vicinity of Perth Airport*



