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Byford Rail Extension

Development Application 1.5 – Armadale Temporary Bus Interchange and Associated Early Works

| Document details | | | |
|----------------------------|---|--|--|
| Title | Development Application 1.5 – Armadale Temporary Bus Interchange and Associated Early Works | | |
| Project | Byford Rail Extension (BRE) Design and Construction Project | | |
| Laing O'Rourke Project No. | R30 | | |
| Client | Public Transport Authority of Western Australia | | |
| Client contract No. | PTA200142 | | |
| MetCONNX Document No. | R30-WWH-RPT-PN-000-00001 | | |

| R | Rev | Date | Revision Description | Prepared by | Reviewed by | Approved by |
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| Δ | \ | 23-Nov-2022 | Issued for IPLS | Timothy Hodge | Nicholas Temov | |
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Table 1: Revision History



Executive Summary and Introduction



Acknowledgment of Country

MetCONNX acknowledges the Whadjuk People and the Gnala Karla Booja People as the Traditional Custodians of the land and waters on which Byford Rail Extension Project is located.

We pay our respects to Elders, past, present and emerging, and thank them for their continuing connection to country, culture and community.



This report has been prepared by the MetCONNX Alliance (the Alliance) as part of the Byford Rail Extension (BRE). The Alliance was established to form a partnership with the Public Transport Authority (PTA) to design and build a new elevated station at Armadale, an at-grade station at Byford and related works.

This Development Application (DA) is named DA 1.5 - Armadale Temporary Bus Interchange and Associated Early Works. It has been prepared in a simplified format in accordance with advice provided by the Western Australian Planning Commission (WAPC).

The contents of this DA Report include:

- An overview of the proposed approach to future development applications which form part of the BRE that are not included in this DA, inclusive of (new train stations, new public realm design, principal shared paths, and the broader public spaces). This information is provided for context to the reader.
- An overview and explanation of the works that form part of this DA which require approval from the WAPC.
- An overview and explanation of works that are exempt from the requirement to obtain development approval.
- An assessment of the proposal against the relevant planning framework.
- An examination of the planning merits of the proposal.

This DA relates to one of several major infrastructure components to be completed as part of the BRE. Refer to **Section 3.3** of this report for specific work associated with this DA.

This DA is accompanied by specialist reporting and supporting information, which includes:

- Appendix C: Staging, Demolition and Construction Management Plan
- Appendix D: Site and Elevation plans
- Appendix E: Civil Development Plans
- Appendix F: Transport Impact Statement
- Appendix G: Engagement Outcomes



Figure 1: Overview of the METRONET Byford Rail Extension Project



1. Project Overview

1.1 Structure of Development Applications

A total of five DAs are proposed as part of the BRE, three of which are located within the City of Armadale town centre, one in Wungong, and one in the Byford Town Centre.

The purpose of splitting the DAs for Armadale is to assist with project programming, to ensure that site establishment and early works are approved prior to the works required for stations and associated infrastructure (e.g. viaducts). DA naming was originally given based on the order in which they were expected to be lodged, however in order to accommodate changes to the BRE project sequencing, DA 1.5 is lodged first to establish site works and essential infrastructure prior to lodgement of other DAs in the Armadale town centre (DA 1 and DA 3).

Separating the DA works is common for complex projects. This approach has been supported by the WAPC and does not obviate the responsibility of the Alliance to deliver development compliant with the local and state planning framework.

Table 2 identifies each DA package associated within the Armadale Town Centre (and surrounds).

| DA | Name | Lodgement To | Approval Authority | Additional information / Notes |
|------------------------|--|--|--------------------|--|
| DA 1 | Early works for viaducts, columns | City of Armadale | ■ WAPC | Simple DA material outlined by WAPC Some related items are not included in this DA (to be included in DA 3) Lighting Public art Façade treatment Emergency egress |
| DA 1.5 (Subject DA) | Temporary bus interchange, site establishment works, early servicing and infrastructure at Armadale Station and surrounds. | City of Armadale | ■ WAPC | Simple DA material outlined by WAPC |
| DA 3 | Armadale Station structures, bus interchange facilities, public realm upgrades, viaduct treatments (where applicable), related car parking, and pedestrian and vehicle access) | City of Armadale | ■ WAPC | Includes Neerigen Street Open Space upgrades |

Table 2: Development Applications



DA 1

For clarity, DA 1 relates solely to the works for viaducts, columns, and site establishment works at Armadale station and surrounds.

DA 1 does not include design elements such as lighting, landscaping, public art, façade treatments, and emergency egress. These will be included in DA 3 – Armadale Station, with a key focus on the Armadale town centre.

Construction of the viaduct will be in such a way that will not restrict future development within the 'station zone' relating, connectivity, public realm activation, viaduct treatments, lighting, drainage, and other works associated with DA 3.

DA₃

For clarity, DA 3 includes the Armadale station structures, public transport interchange facilities, related car parking, and associated means of pedestrian and vehicle access. DA 3 is considered the 'primary' DA for Armadale and will include all elements typically associated with a large scale DA inclusive of landscaping, public art, façade treatments (where applicable), Crime Prevention Through Environmental Design, and urban design integration within the public realm.



1.2 Site and Context Plan

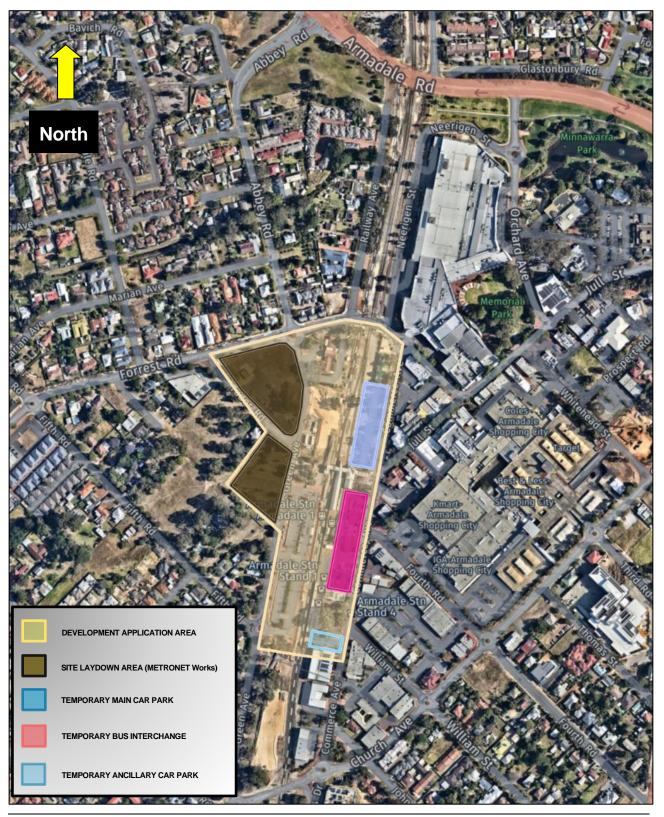


Figure 2: Site and Context Plan



2. Engagement

The BRE engagement team has prioritised a proactive engagement approach to improve understanding of the works. The BRE engagement aims to:

- Inform the public with balanced and objective information
- Inform and consult on changes to current amenity
- Involve and work directly with the public to resolve issues that arise through construction
- Collaborate with key stakeholders to identify and realise opportunities or mitigate impacts.

Table 3 details at a high level the activities which have been undertaken, aimed to improve place outcomes; provide accessible, clear, and timely information; create meaningful, two-way discussion; and mitigate risks.

Table 4 details the key issues raised during these activities, the relevant stakeholders and how the project has responded.

Appendix G includes additional information on engagement activities through a comprehensive Engagement Outcomes report. It details the BRE engagement strategy, social needs analysis, activities to date, and engagement outcomes.

| What | Who | When |
|---|--|---|
| Stakeholder briefings in the form of presentations, workshops, and meetings. | METRONET, PTA WA and Transperth State Design Review Panel, Office of the Government Architect WA City of Armadale Shire of Serpentine Jarrahdale Main Roads WA Development WA Utility providers including Western Power, Telstra, Optus, Water Corporation, ATCO Gas Community, business, and special interest groups | Ongoing from May 2022 and in line with design milestones |
| Letters to adjoining neighbours, with detailed information on works, their nature and expected timelines. | Properties within 100m of construction sites | Ongoing from May 2022 in line with key project milestones and developments |
| Personalised briefings using presentations and opportunity for questions and answers. | Elected representatives and key stakeholders | Ongoing from June 2022 and as required/requested throughout the project lifespan |
| Dedicated project contact channels: The METRONET website (www.metronet.wa.gov.au) email (info@metronet.wa.gov.au) and phone (9326 3666) is the first point of call for all project enquiries. | Details provided on all external communications material | Project team are available to respond within 24 hours to requests received through these channels as required throughout the project lifespan |
| Facilitated reference groups to help shape project construction activities and protocols. | A representative mix of local business and residents | From July 2022 with the groups continuing throughout the project lifespan |

Table 3: Engagement Summary



| Sentiment | Issues Raised | Stakeholders | Response / Solutions |
|--|---|--|--|
| Tree Retention / Landscaping | A strong desire for tree retention and appropriate landscaping. | Residents Community reference group | Sustainability target for "no net loss of biodiversity". This will be achieved through offset management and tree retention planning, developed in collaboration with key stakeholders. Where impacts are unavoidable, we will minimise and offset impacts. Our design and construction methods have been and are being carefully considered to achieve optimum environmental and social outcomes. |
| Access and Amenity During Construction | Residents and stakeholders have expressed a desire to maintain access and amenity during construction. | BusinessesResidents | The Alliance will work closely with businesses most affected to minimise impacts to access and amenity during construction. A Construction Management Plan and Transport Impact Statement has been prepared to ensure all vehicle movements are facilitated in a safe manner. |
| Noise | Residents and stakeholders have expressed concerns about the noise impacts during construction. | Residents Community reference group | The Alliance will provide regular updates on upcoming construction works to mitigate any adverse impacts on the amenity of the area. All vehicles will be fitted with croakers rather than beepers. Every effort has been made to avoid after hours work, where possible. |
| Parking During Construction | Parking access to local businesses is not compromised. | City of Armadale | Adequate parking has been provided for residents and contractors. |
| Drainage | Drainage compliance | City of Armadale | Drainage has been surveyed to ensure compliance. Refer Appendix E for Civil Development Plans. |
| Safety and Accessibility of Temporary Bus Interchange | Safety and accessibility to the temporary bus interchange. Safety considerations included fencing, pathways, disability, smoke alarms, power generator, bus shelters. | Public Transport Authority | Consideration has been given to safety and accessibility and is addressed in the Transport Impact Statement. |

Table 4: Engagement Outcomes



3. DA 1.5 (Armadale Temporary Bus Station and Associated Early Works)

3.1 Project Team

| Specialisation | Responsible |
|---|-------------|
| Planning (Statutory Planning) | MetCONNX |
| Staging, Demolition and Construction Management | MetCONNX |
| Site and Elevation Plans | MetCONNX |
| Civil Development Plans | MetCONNX |
| Transport Impact Statement | MetCONNX |
| Engagement | MetCONNX |

Table 5: Project Team

3.2 Land Description

| Lot | Owner / Land Status | Deposited Plan | Title | Lot area (m²) |
|-----|----------------------------|----------------|------------|----------------------|
| 503 | State of Western Australia | 53376 | LR3152/674 | 51,600m ² |

Table 6: Land Ownership

For information it should be noted that two parcels of land are required to facilitate construction of the works associated with DA 1.5 however these parcels are not subject to DA approval in accordance with **Table 7** - METRONET Exempt Works.

These parcels of land have been identified in **Figure 2** – Site and Context Plan (shown in brown shaded areas labelled as 'SITE LAYDOWN AREA (METRONET Works') and detailed in **Appendix C** – Staging, Demolition and Construction Management Plan.



3.3 Development Overview

Works associated with DA 1.5 include:

- Repurposing the existing car park to construct the Armadale temporary bus interchange
- Construction of two one-way crossovers onto Commerce Avenue providing access to the bus interchange
- Resurfacing the existing car park to the north of the new temporary bus interchange for the purposes of car parking
- Removal of eleven trees
- Three on-street rigid active bus bays
- One on-street rigid layover bus bay
- Two off-street rigid active bus bays and two articulated active bus bays
- Three off-street rigid layover bus bays and two off-street articulated layover bus bays
- Transportable buildings to provide Transperth and the PTA operational facilities. This includes:
 - Security office with timber decking
 - o Transit guard supervisor office
 - TransWA booking office with roller shutter
 - Secure storage area
 - Crib room
 - Driver crib facility
 - Staff toilets / public toilets
- Temporary site lay down area with parking for light vehicles to support construction
- Temporary site offices
- CCTV and associated surveillance infrastructure

Additional information on these works is included in the appendices of this report. Refer to **Appendix D** for the Site and Elevation Plans and **Appendix E** for a copy of the and Civil Development Plans.

3.4 Key Design Criteria and Principles

DA 1.5 (temporary bus interchange and associated early works) is for works that are temporary in nature (expected to be in place for approximately 24 months) before permanent works associated DA 3 (Armadale station structures, bus interchange facilities, public realm upgrades, viaduct treatments, related car parking, and associated means of pedestrian and vehicle access) are complete.



Temporary Bus Interchange

The temporary bus interchange is designed to accommodate up to 13 rigid and articulated Transperth buses at any one time. Four bus bays are located on-street along Commerce Avenue and nine bus bays located off-street.

With the area being highly constrained, it is not possible to facilitate all bus stands within the proposed temporary bus interchange area. As a result, it has been necessary to provide additional on-street stands. One layover bay has been provided south of the William Street intersection, which is not likely to be utilised extensively. In addition, it has been necessary to provide three bus bays on-street, between the proposed temporary bus interchange exit and entry crossovers.

Vehicle movements are through two new crossovers and will operate in a counter clockwise arrangement, with the redundant crossover to be removed at a later date (at a time to be confirmed). Buses enter through the northern crossover (left in / right in) from Commerce Avenue and exit through the southern crossover (left out / right out) onto Commerce Avenue. This is in accordance with PTA requirements.

In order to enter the proposed temporary bus interchange area, these buses would need travel south along Commerce Avenue (either from Commerce Avenue north, or via a left turn from Fourth Road), then undertake a U-turn at the Church Avenue roundabout. In terms of the number of buses performing this movement, it is not expected that they would have a significant impact upon on the capacity or level of service of the roundabout.

Refer to **Appendix F** for the Transport Impact Statement for further detail regarding bus and vehicle movements.

Car Park

Resurfacing and line marking of the existing car park located north of the proposed temporary bus interchange.

Most of the existing facility has poor surface quality with many line markings not visible. The proposed works would result in the formalisation of the existing area, including appropriate surfacing and line marking of bays. It is proposed as a simple one-way loop with angled parking bays around the perimeter of the entire area, and additional angled parking within the central area of the carpark.

Access between Commerce Avenue and the carpark is via the existing single crossover. The proposed carpark will include approximately 80 car parking bays, two ACROD bays and four motorcycle bays, equalling a total of 86 bays. An additional 12 bays are also proposed to the south of the proposed temporary bus interchange.

In terms of parking demand, site visits undertaken indicated a demand for approximately 100 bays in total, inclusive of patrons, staff, accessible bays, etc. Whilst it is anticipated that parking demand will reduce during temporary operations, the proposed combined parking facilities will provide a total of 98 bays, likely meeting the parking demand. Should there be any overflow, there are existing onstreet facilities available on Green Street and other local roads.

Refer to **Appendix E** for the Civil Development Plans and **Appendix F** for the Transport Impact Statement for further details.



Pedestrian Access and Safety

The PTA recognises easy, safe and legible pedestrian access to its stations is a key priority. Pedestrian access to the bus interchange will be possible via the existing crossing point providing access to the station. It is not anticipated that proposed temporary bus interchange will result in any additional conflict.

Infrastructure along Commerce Avenue is not expected to be significantly impacted during the temporary operations of both the temporary car park and the temporary bus interchange. Where existing access arrangements are modified, or new embayment's are proposed, appropriate paths and crossing facilities will be provided.

The existing pelican crossing intersecting Commerce Avenue and the Jull Street pedestrian mall is expected to remain operational throughout the construction period of the development.

Refer to **Appendix F** for the Transport Impact Statement for further details regarding pedestrian access and safety.

Drainage

Minimal modifications to the existing drainage network are proposed as part of these works. The majority of the works associated with DA1.5 have carefully considered using existing hardstand areas to use the existing drainage network. There are some minor modifications proposed which are detailed in **Appendix E** - Civil Development Plan.

Tree Removal

While every effort has been made to retain existing trees to deliver the proposed works, a maximum of 11 trees may be removed to accommodate the proposed temporary bus interchange.

All trees identified for removal are required to seek advice and approval from a qualified arborist, in coordination with the City. The removed trees will be documented and are to be replaced within the Armadale Train Station precinct permanent station works, in accordance with the City's Local Planning Policy PLN 2.4 'Landscape Feature and Tree Preservation'. This information will be included in DA 3.

Refer to **Appendix E** for a copy of the Civil Development Plans which includes details of trees identified for removal along Commerce Avenue, as well as trees to be retained.

3.5 Project Delivery and Staging

Refer to **Appendix C** for the Staging, Demolition and Construction Management Plan which includes high-level information on demolition, construction management, project delivery and staging for all works associated with DA 1.5, including works not subject to development approval.



4. Planning Approval Requirements

Planning approval requirements for BRE are unique, given the application of the *Railway* (*METRONET*) *Act 2018*, and various reserves and planning controls that apply to the project area. A summary of this information is outlined below.

Table 8 provides a matrix that identifies whether the works are exempt from the requirement to obtain development approval from the WAPC under Planning Control Area 164.

| Works Location | METRONET Works ¹ – as defined in Railway (METRONET) Act 2018 | METRONET station (Railway station; related car parks; public transport interchange facilities; means of pedestrian or vehicular access to station; public realm) |
|--|--|--|
| Works located: Within Planning Control Area, and Within Metropolitan Region Scheme Railway Reserve | WAPC approval required for all works | WAPC approval required for all works |
| Works located: Within Planning Control Area, and Outside Metropolitan Region Scheme Railway Reserve | ■ Exempt | WAPC approval required for all works |
| Works located: Outside Planning Control Area, and Outside Metropolitan Region Scheme Railway Reserve | ■ Exempt | WAPC required for all works |

Table 7: METRONET Exempt Works

'METRONET Works' as described by WAPC as 1:

- Early works and site establishment works
- Railway buildings supporting operational rail works
- Temporary car parking to support construction
- Temporary work compounds for railway.



4.1 Planning Control Area 164

A Planning Control Area (PCA) prepared under s.112 of the *Planning and Development Act 2005* (PD Act) was declared over the Armadale and Byford development sites on 22 June 2022. PCA 164 also includes additional land that was identified as being potentially required for the delivery of METRONET within the BRE development area. PCA 164 is shown in **Figure 2**.

The purpose of the PCA is to facilitate development of the land for Railway purposes, and to allow (if required) the future reservation of land in the Metropolitan Region Scheme.

The requirements for development in a PCA are set out under Section 115 of the PD Act, which states:

- A person who wishes to commence and carry out development in a planning control area may apply to the local government in the district of which the planning control area is situated for approval of that development
- 2. An applicant is to submit to the local government such plans and other information as the local government may reasonably require
- 3. The local government, within 30 days of receiving the application, is to forward the application, together with its recommendation, to the Commission for determination.

Within 30 days of the City 'receiving the application', the City is required to forward the application, together with its recommendation, to the WAPC for determination.



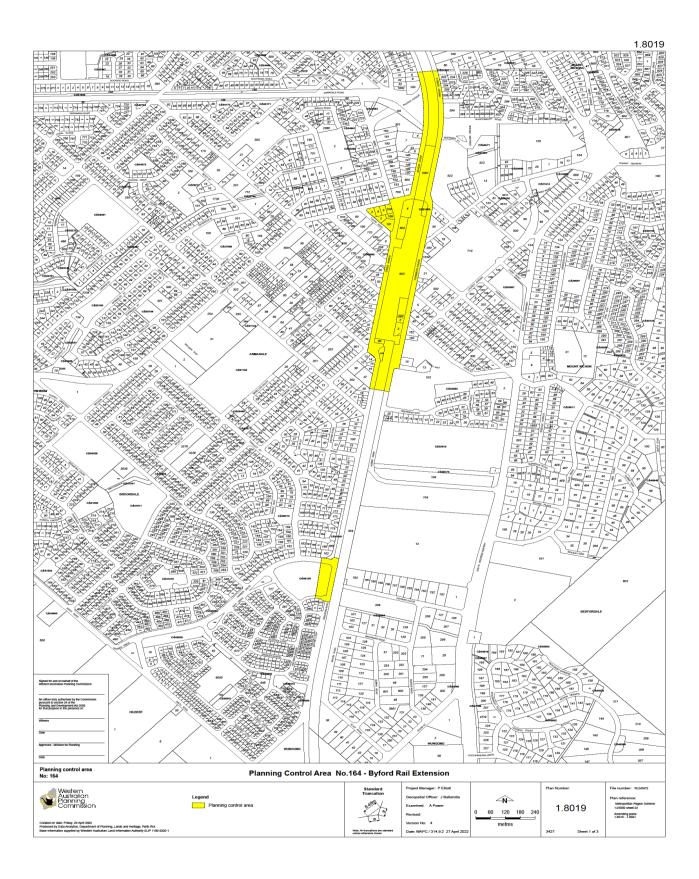


Figure 3: Planning Control Area 164 - Armadale



4.2 Metropolitan Region Scheme

Clause 16 (1a) of the Metropolitan Region Scheme (MRS) states that development on reserved land that is owned or vested in a public authority, may be commenced, or carried out without approval if the development is permitted development or is expressly authorised under an Act to be commenced or carried out without the approval of the WAPC. Some of the works for DA 1.5 fall within an MRS reserve.

Prior to the declaration of the PCA, the site was located on land zoned 'Urban' and/or reserved for 'Railways' under the MRS.

4.3 METRONET Act

The Railway (METRONET) Act 2018 (METRONET Act) states that METRONET works can be carried out without the approval of the WAPC despite any provisions in the MRS of PCA.

METRONET works are defined as:

"works for the purpose of, or in connection with, a METRONET railway but does not include the construction or alteration of a railway station, or any related car parks, public transport interchange facilities or associated means of pedestrian or vehicular access" [emphasis added].

Accordingly, all the railway works other than works for the new stations, works in relation to car parks, bus interchange facilities and associated means of pedestrian and vehicle access are exempt works.

Development approval is generally not required for other railway infrastructure in either the existing railway reserve or on non-railway land that is outside of PCA 164. This is because the METRONET Act also exempts these works from requiring development approval under the MRS. As such, any railway works either side of the new station works beyond the bridge abutments/platforms are all works that are exempt from the requirement to obtain development approval.

On this basis, the Alliance is seeking development approval from the WAPC under PCA 164 for all non-exempt development. Whilst some works are exempt from the requirement to obtain development approval, the plans and specialist material provided may illustrate and/or include details of the exempt works, as well as the works requiring WAPC approval. This is because this material has been prepared to inform and guide the project holistically given that the construction of exempt and non-exempt works are intrinsically interconnected as part of the delivery and ultimate operation of the rail infrastructure.



5. State and Local Planning Framework

5.1 State Planning Policies

State Planning Policy 7.0 (SPP7) Design of the Built Environment became operational in 2019 and is the lead policy that elevates the importance of design quality across the built environment in Western Australia. SPP7 includes 10 principles for good design and establishes the framework for integrating design review as part of the evaluation process.

While the 10 principles for good design are typically applied to permanent works, the temporary works this development application are not expected to have an adverse impact on the amenity of the area. This is due to the works consisting of a general repurposing and replacement of existing infrastructure currently on-site. As a result, an assessment against SPP7 or any other Planning Documents within the SPP7 Policy Suite are not considered necessary for DA 1.5.

5.2 Development Control Policy 1.6 – Planning to Support Transit use and Development

WAPC Development Control Policy (DCP 1.6) seeks to maximise the benefits to the community of an effective and well used public transit system by promoting and planning the development outcomes that will support and sustain public transport use.

DCP 1.6 applies to all areas of the state and will be applied by the WAPC when considering:

Proposals for the redevelopment of existing transit facilities and other network changes and improvements.

The proposed early works associated with DA 1.5 are consistent with the objectives of DCP 1.6 for the following reasons:

- 1. The proposed development promotes and facilitates the use of public transport as a more sustainable alternative to private vehicle use during the shutdown of the Armadale line
- 2. The proposed development encourages a balanced public transport ridership along transit corridors by creating a consolidated arrival and departure points within the Armadale town centre
- 3. The proposed development allows for future planning and construction of the new Armadale station and associated works, for the existing and future uses of the station and surrounding infrastructure.

5.3 City of Armadale Local Planning Framework

The operation of PCA 164 does not require development approval from the City, though an awareness of some relevant elements of the local planning framework is useful, in particular Local Planning Policy PLN 2.4 'Landscape Feature and Tree Preservation'. The Alliance has strongly endeavoured to limit the loss of trees wherever available.

Notwithstanding Local Planning Policy *PLN 2.4 'Landscape Feature and Tree Preservation'*, given the general nature of the proposed works as described in **Section 3.3** - Development Overview, the simplified nature of the DA as outlined by the WAPC, and the works considered 'public works' means an assessment against the local planning framework is not strictly binding under the *Planning and Development Act 2005*.

6. Conclusion

This DA seeks approval for a temporary bus interchange and associated early works at Armadale station and surrounds. Approval of the works proposed in this DA will play a critical role in supporting permanent station works (at Armadale Station) for the Armadale community (in DA 3), which will improve the amenity and alternative transport options in this area.



7. Appendices

MRS Form 1

Refer to **Appendix A** for the MRS form 1 signed by the State of Western Australia / PTA.

Certificate of Title

Refer to **Appendix B** for the Certificate of Title for Lot 503.

Staging, Demolition and Construction Management Plan

The proposed demolition and construction management plan prepared by MetCONNX demonstrates, at a high-level, construction work associated with the temporary bus interchange undertaken and how this will impact the locality.

A full demolition and construction management plan can be prepared by MetCONNX prior to development works commencing on-site, which is anticipated to be reflected through a condition of development approval.

Refer to **Appendix C** for the Demolition and Construction Management Plan.

Site and Elevation Plans

Site and elevation plans produced as part of DA 1.5 to provide additional context and understanding of how the proposed works compliment the established residential and commercial area of the Armadale town centre.

Refer to **Appendix D** for the Site and Elevation Plans.

Civil and Elevation Plans

Civil engineering drawings related the construction of the temporary drainage, services and infrastructure and the bus interchange drawings.

Refer to **Appendix E** for the Civil Development Plans.

Transport Impact Statement

The intent of the Transport Impact Statement was to provide the approving authority with sufficient transport information to confirm that of transport related aspects of the temporary works would not result in an adverse Transport Impact Statement on the existing network in or around the immediate locality.

Refer to **Appendix F** for the Transport Impact Statement.

Engagement Outcomes

The Engagement Outcomes Report prepared by MetCONNX details the works undertaken in the preparation for the lodgement of the BRE Development Applications.

Refer to **Appendix G** for the Engagement Outcomes.

