



City of Nedlands


# Technical Services Reports

**Committee Consideration – 1 December 2015**  
**Council Resolution – 15 December 2015**

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<b>TS32.15</b>	<b>Swanbourne High School Subdivision: Traffic Issues</b>
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<b>Committee</b>	1 December 2015
<b>Council</b>	15 December 2015
<b>Applicant</b>	City of Nedlands
<b>Officer</b>	Jacqueline Scott – Manager Technical Services
<b>Director</b>	Mark Goodlet – Director Technical Services
<b>Director Signature</b>	
<b>File Reference</b>	TS-ILC-00008
<b>Previous Item</b>	TS14.5 28 July 2015; TS13.5 26 May 2015; OMC28 28 April Items 13.5, 14.1 and 14.2.

### Executive Summary

This report is to provide the traffic engineering advice in response to Council’s resolution at the July Council meeting. The advice is on the proposed road closure of Nidjalla Loop, as well as further options to mitigate the impact of through traffic in the Swanbourne subdivision.

### Recommendation to Committee

**Council requests that the CEO investigate the following improvements, consults with the community, and provides advice on inclusion in the 2016/17 capital works budget:**

- 1. Incorporating improvements to the Narla Road and the school pick-up and drop-off arrangements in conjunction with required road rehabilitation;**
- 2. Intersection improvements including channelisation of the Narla Road left-turn at Alfred Road;**
- 3. Traffic limiting/calming solutions to reduce through traffic within the Swanbourne High School Subdivision including consideration of:**
  - a. Restricting Nidjalla Loop to southbound movements only at the Alfred Road intersection along with any required turning head;**
  - b. Upgrading of the line markings at the Birrigon Loop “Y” intersection; and**

**c. Raised tables / road narrowings / shared space solutions within the subdivision.**

## **Strategic Plan**

KFA: Transport

The Community Strategic Plan recognizes “changing demands in transport” (and) parking” (p.10) and emphasizes safe transport and the ease of getting around by any preferred mode of transport (p.16).

A Council outcome of great communities through protected amenity is also an aspiration for Nedlands (p.14).

## **Background**

The Swanbourne High School subdivision was originally the site of the Swanbourne Senior High School. This site was subdivided by the Department of Education in November 2007.

The through access from Alfred Road to Narla Road was considered during the Town Planning Scheme amendment phase of the project and a focus group called the Administrative Liaison Working Group (ALWG), made up of councillors from the City of Nedlands and Town of Claremont, community representatives, staff, a Department of Education representative and a planning consultant, provided comment.

The initial proposal sought to limit the ability for traffic to travel through the subdivision from Alfred Road to Narla Road, however the ALWG commented that this was “*not good planning practice. Better to allow through access and permeability*”.

However, when the developer Landcorp did the final design it was noted that, with the 5.5m wide Wongin Way link road, “*the developer’s traffic consultant is confident that this does not encourage through traffic and this can be managed through detailed design*”. This appears to contradict the intent of the development at the scheme amendment stage which deliberately provided for through access. Potentially even at design stage there was some conjecture as to the role of the road network within the Swanbourne High School subdivision. Nevertheless, the final design included an access road linking Alfred Road and Narla Road.

As it currently stands, the majority of the lots within the Swanbourne High School subdivision contain completed residential dwellings. There are ongoing construction activities within the subdivision including on both sides of Birrigan Loop at the intersection with Narla Road, and a small number of empty lots. There is a very large construction project being undertaken on an adjacent street, Milyarm Rise, along with some separate smaller residential construction activities.

In April 2014 Administration commenced investigations into the traffic behaviours within the Swanbourne High School subdivision in response to a resident complaint.

Traffic volume and speed data was collected and analysed and it was concluded that the results were not indicative of any issues through which engineering solutions were deemed to be required. No further action was taken at that time on account of the investigation identifying acceptable traffic volumes, low vehicular speeds and low recorded traffic accidents (one mid-block parking manoeuvring accident in Birrigan Loop in 2013).

With the commencement of a large construction project on Milyarm Rise, the ARIA apartments, and the construction activities within the subdivision itself, the area saw a rise in the number of commercial vehicles travelling through it, and a significant increase in long-term regular parking of personal vehicles belonging to construction workers. The use of the subdivision by commercial vehicles, though legal, was raised with the ARIA developers as being undesirable, following complaints from local residents. The developers subsequently implemented procedures for their subcontractors to use a different route to and from the construction site on Milyarm Rise, when delivering materials in large commercial vehicles.

A petition was presented at the Ordinary Meeting of Council on 24 March seeking the closure of Nidjalla Loop at the intersection with Alfred Road to establish a 'no thru road' within the subdivision. The petition was raised by a resident of Wongin Way and signed by both a number of residents living within the subdivision and outside of it. Council carried a resolution for the petition to be received and instructed Administration to review the petition and prepare a report for Council's consideration.

A report was prepared by Administration and presented in response to the petition at the next Ordinary Meeting of Council on 28 April 2015. Administration did not recommend closing Nidjalla Loop at the intersection with Alfred Road, and presented recommendations to review improvements to the intersections within the subdivision only. In summary the key reasons for the recommendation made after Administration's review of the petition were:

- Traffic and speed data indicate that the current road network in the Swanbourne High School subdivision road network is operating successfully and certainly at the high end of overall level of service for local roads;
- Residents would receive reduced traffic volume benefits from the closure of their road network, however, the benefit they would receive would cause an adverse impact on the roads in the surrounding area, especially on Narla Road, which is the drop off area for the Swanbourne Primary School;
- A safety risk would be created through limiting entry to the subdivision to one access point adversely impacting emergency access and escape; and
- Improvements to the Wongin Way intersections with Nidjalla Loop and Birrigan Loop will assist with delineation of right of way priority.

As a result Council resolved that the CEO investigate and make improvements to the intersections at Wongin Way / Nidjalla Loop and Wongin Way / Birrigan Loop to improve clarity of the priority routes.

Two related notices of motion were also raised by two Coastal Ward Councillors at the same meeting and as a result two further resolutions were carried. One resolution was that, subject to budget considerations, the City employ a traffic consultant to investigate parking and traffic issues. The other was to implement a road closure on Nidjalla Loop at the intersection with Alfred Road for a period of two years.

Reasons for the traffic consultant's investigation were:

- *Due to traffic and parking issues within the subdivision, particularly since the commencement of construction of the adjacent Aria Development;*
- *There are concerns about existing acute traffic and parking issues, as well as the longer term impacts once the adjacent development is sold;*
- *Comprehensive understanding of the issues, opportunities and constraints is necessary to ensure that the best possible solutions are found, relating to both the short and long term traffic and parking matters in the immediate and surrounding area; and*
- *Before Council commits expenditure in this area it is essential that comprehensive planning and investigation take place, to ensure that the best possible outcome is found for the traffic and parking difficulties being experienced by residents.*

Reasons for the temporary closure were:

- *There is almost complete agreement amongst residents of this area that the present situation is untenable and that something must be done now. Safety of the residents and children in particular is the major concern. Wongjin Way is not suitable as a through road and is particularly unsafe. The parking situation from workmen on the two big unit developments is causing major parking problems which again is causing safety concerns. There is ongoing angst between residents and the work force. The stress for residents is considerable and they deserve to live in peace and harmony with the local environment.*

A map detailing the location of the road closure is provided in Attachment 1.

With the resolution to close the entry/exit (Nidjalla Loop) off Alfred Road into the old Swanbourne High School subdivision for a period of two years, applicable legislative requirements under s3.50 of the *Local Government Act 1995* stipulated that a public notice be released calling for public submission.

While the submission period regarding the road closure was open, a further report was presented to the Ordinary Meeting of Council on 26 May 2015 recommending the implementation of new parking restrictions on Alfred Road and parts of Narla Road. The increase in parking throughout the area had resulted in drivers parking their vehicles in inappropriate locations, damaging infrastructure and creating safety issues on the south side of Alfred Road and at the intersection of Narla Road and Alfred Road and throughout the Swanbourne High School subdivision.

The recommendation to Council to implement the new parking restrictions was carried, and additionally Council resolved to also implement additional parking restrictions

throughout Nidjalla Loop, Wongin Way and Birrigon Loop to improve the amenity of these streets for residents while there is significant demand for parking opportunities in the area, issuing each property three parking permits each.

This resulted in some improvement in amenity for the subdivision, though there remains a significant demand for contractor parking in the area, which is currently accommodated on the north and west verges of Narla Road where there are not residential frontages. This contractor parking continues to be an issue around the subdivision, however the situation has improved since the introduction of parking restrictions.

The public submission period for the road closure ended at 5pm on 8 June 2015. A total of 119 submissions were received.

A petition opposing the road closure, with 109 signatures was also received by Council on 23 June 2015. This included the Principal of the Swanbourne Primary School.

The Department of Fire and Emergency Services (DFES) provided the following response opposing the proposed closure.

*Closure of Nidjalla Loop at this location will result in a delayed response to any incident requiring emergency services that may occur in the area south of Alfred Road.*

The Town of Claremont opposed the closure.

The overall results of the consultation were that within the subdivision 63% of respondents supported the closure and external to the subdivision 98% opposed the closure. There was a clear majority perception within the subdivision that supported a road closure and improved safety within the subdivision. There was an almost unanimous perception within the consultation area outside of the subdivision, that the road closure would detrimentally affect the area with increased congestion and a decrease in safety, particularly on Narla Road which fronts the Swanbourne Primary School.

As a result of the consultation findings, considered at the July council meeting, it was resolved that the closure of Nidjalla loop be deferred pending further traffic engineering advice and that additional options to mitigate the impacts of through traffic be considered.

The Swanbourne High School Subdivision resident group procured their own traffic report which was submitted to the City. This found that it was necessary to develop an effective traffic management strategy with the following aims:

1. Eliminate or reduce the percentage of through traffic passing through the subdivision; and
2. Promote desirable driver behaviour on internal subdivision roads and intersections.

## Key Relevant Previous Council Decisions

At the ordinary meeting of Council on 24 March 2015 a petition was received seeking the closure of the road link through the Swanbourne High School subdivision. Council resolved:

***That the petition be received and a report be prepared by Administration for Council's consideration at the next Ordinary Meeting of Council.***

At the ordinary meeting of Council on 28 April 2015 Council resolved:

***Council requests that the CEO investigate and make improvements to the intersections at Wongin Way / Nidjalla Loop and Wongin Way / Birrigon Loop to improve clarity of the priority routes. (Item 13.1)***

***That subject to budget considerations, the City employ a traffic consultant as soon as possible to investigate the parking and traffic issues at the old Swanbourne High School subdivision site. (Item 14.1)***

***The Council agrees to close the entry/exit (Nidjalla Loop) off Alfred Road into the old Swanbourne High School subdivision for a period of two years. (Item 14.2)***

At the ordinary meeting of Council on 26 May 2015 Council resolved:

***Council approves the temporary implementation of:***

- 1. No Parking (road or verge) restrictions on Alfred Road between Narla Road and Nidjalla Loop, to extend past the north-east entrance to the Swanbourne Primary School's playing field on Narla Road;***
- 2. One Hour timed restrictions to the parking bays on Narla Road outside Swanbourne Primary School;***
- 3. Parking in the overflow grassed parking area at Mt Claremont Oval during suitable times subject to determination of conditions acceptable to the City;***
- 4. That no parking be allowed on Wongin Way, Nidjalla Loop and Birrigon Loop between 7.00am – 4.00pm Monday to Friday and 7.00am – 12.00pm Saturday issuing three resident only parking permits to Wongin Way, Nidjalla Loop and Birrigon Loop residents with permission for Council to provide additional permits for specific circumstances; and***
- 5. Directs administration to review this every three months, removing the restrictions on all roads once it is deemed they are no longer required.***

At the ordinary meeting of Council on 28 July 2015 Council resolved:

***Council, having received and considered the submissions in relation to the proposed road closure at Nidjalla Loop:***

- 1. Approves deferral of the implementation of the road closure pending the receipt of further traffic engineering advice from Council's consultants and liaison with the resident's traffic engineering consultants to be reported to Council in September 2015, setting out further options to mitigate the impact of through traffic in the Swanbourne High School subdivision; and***
- 2. Approves additional budget expenditure of \$20,000 for investigation and design purposes, with funds to be included in the mid-year budget review.***

## **Consultation**

Required by legislation: Yes  No   
Required by City of Nedlands policy: Yes  No

No further formal consultation has been undertaken.

A meeting was held with representatives of the subdivision residents on 17 September 2015. This allowed the community to provide their views, and to ensure that they were considered effectively in the ongoing investigations. It also provided an opportunity for the City to provide an update on the status of the further investigations.

Key outcomes of the meeting were the understanding that traffic movements in the area are changing as a result of the ongoing developments, and that this will need to be taken into account in the assessment of traffic figures and the development of options, and that the key concern is safety and that solutions will be required to ensure that there is no alternative safety issues caused elsewhere.

There was an understanding that the right solutions take time to define, fund and implement, and a request for low-cost measures in the short-term as work progresses on more permanent resolution.

## **Legislation / Policy**

Nil.

## **Budget/Financial Implications**

Within current approved budget: Yes  No   
Requires further budget consideration: Yes  No

The proposed action to install line markings at the Birrignon Loop "Y" intersection can be carried out within current operations activities.



Further actions, including alterations to the intersection of Nidjalla Loop and Alfred Road, a turning head, traffic calming installations, improvements to Narla Road and the school pick-up area, and improvements to the intersection of Narla Road and Alfred Road will be capital items. Once the improvements have been agreed and consultations complete then these items will be budgeted and brought to Council for approval.

## **Risk Management**

The current traffic movements in this area are not fully established. There are significant ongoing developments both within the subdivision, and also in the surrounding area i.e. ARIA apartments. Any solutions proposed need to take account of this, and of an appropriate cost for only short term effectiveness or open to potentially modification as development is completed and traffic movements settle into a more fixed pattern.

## **Discussion**

The latest traffic assessment has been based on additional and more extensive traffic counts. The additional traffic counts were required to establish the level of non-local traffic as well as information on the movement patterns of these vehicles. The Town of Cambridge were completing works which had resulted in a long term closure of Shenton Road. Traffic was required to divert around this closure. The counts were therefore delayed until Shenton Road was re-opened in early October. As a result this report could not be presented at the September Council meeting as the original resolution had requested.

The City's traffic consultant reviewed the extent and impacts of non-local traffic and considered the appropriateness of various potential options for mitigation as appropriate.

The figures did confirm a high level of non-local traffic in the sub-division, though this traffic remains well within acceptable boundaries for speed and volume.

The Nidjalla Loop/Alfred Road intersection right turn is operating with a relatively high average delay, with a Level of Service that indicates the intersection is near capacity in the morning peak. The 95<sup>th</sup> percentile queue of 1 vehicle is short but this is an indication of the low traffic volumes utilising the intersection. In the evening peak this right turn exit improves a satisfactory level of service. The right turn into Nidjalla Loop from Alfred Road operates well. The sight distance looking left as vehicles turn out of Nidjalla Loop was raised as a concern.

The Narla Road/Alfred Road intersection operates at a very low level of service, and is near capacity, with a 95<sup>th</sup> percentile queue of 11 vehicles in the morning peak. This improves to a satisfactory level of service in the evening peak. This intersection does not currently comply with the latest research for un-signalised intersections, and it is recommended that it be upgraded with a channelised left turn lane. The option of a roundabout is not recommended for implementation, as whilst it would improve the level of service on the right turn movement in the morning peak it would also introduce new delays to the traffic on Alfred Road itself for the entire day. It is not good practice

to resolve a short-term issue on an Access Road where this results in ongoing delays throughout the day on a District Distributor B Road.

The report then considered two specific areas to introduce measures: firstly restrictions at the Nidjalla Loop/Alfred Road intersection, and secondly within the subdivision itself. With respect to the Nidjalla Loop intersection, the full closure is still not preferred due to the lack of support following public consultation and the concerns of DFES over emergency access. The report indicates that most effective alternative solution in reducing through traffic is to limit movements at the Nidjalla Loop intersection to southbound only. This prevents 67% of the morning peak through traffic movements and 56% of the evening peak movements. It requires the construction of a turning head which would encroach into land vested in the City for the purposes of recreation, and land re-dedication would be required.

Within the sub-division itself a number of solutions are explored. The practicality of many of these significantly limited by the width of the road reserve. The inability to provide turning circles for service vehicles makes road closures unsuitable. The only available practicable option is therefore to consider options for further traffic calming within the subdivision. This would be of limited effectiveness to reduce the attractiveness of the route to through traffic due to the existing low speeds within the subdivision, however they may be effective in encouraging more appropriate driver behaviours. Preferably all Y intersections should be upgraded to include separating islands, but this is not possible within the existing road reserve widths while still maintaining access for service and emergency vehicles. As a minimum upgrading of the Birrigon Loop Y intersection should be considered, in line with the recent upgrades made to the Wongin Way intersections.

Narla Road itself was noted to be well below capacity for a local distributor road. The impact therefore of the introduced extra traffic diverting from the Swanbourne Subdivision would not have a large impact on Narla Road. The report notes however, that the extra traffic does increase the exposure to risk of a collision occurring, particularly at the start and end of the school day. There is also some speeding occurring in Narla Road with an 85<sup>th</sup>% speed of up 57kph.

The City has previously been considering improvements to Narla Road, including the drop-off area and the road resurfacing. The road is a bus route it should be 7.4m wide rather than the existing 7m. It is therefore proposed that any improvements be carried out on a precinct basis, to include Narla Road in order to minimise impacts on the Primary School traffic.

All solutions would require community consultation prior to recommendation for adoption, as they will have both positive and negative impacts on the immediate community. The intention is to find a solution that meets the desire to reduce through traffic and improve driver behaviour without undue limitation on freedom of movements or an unsuitable transfer of traffic to alternative locations and therefore provide an acceptable level of amenity for all.

## **Conclusion**

The solution needs to be addressed on a wider precinct basis, with the preferred options now identified:

1. An upgrade of Narla Road parking is required to improve the operation during school pick-up and drop-off hours. An indicative design is provided in Attachment 2;
2. The Narla Road / Alfred Road intersection should be reviewed for upgrading to a channelised left turn arrangement; and
3. The internal subdivision should be reviewed with a view to providing some additional traffic management to make the route less attractive to through traffic and to improve driver behaviour. Within the subdivision itself this could take the form of road narrowing's and raised tables, with shared space approaches also worthy of some consideration, together with the upgrade of the line marking of the Birrigon Loop "Y" intersection. For the Nidjalla Loop/Alfred Road intersection the movements in Nidjalla Loop should be restricted to southbound only. An indicative design is provided in Attachment 3.

These options should be further developed and taken to community consultation leading to recommendations for consideration in the 2016/17 draft budget as appropriate.



## **Attachments**

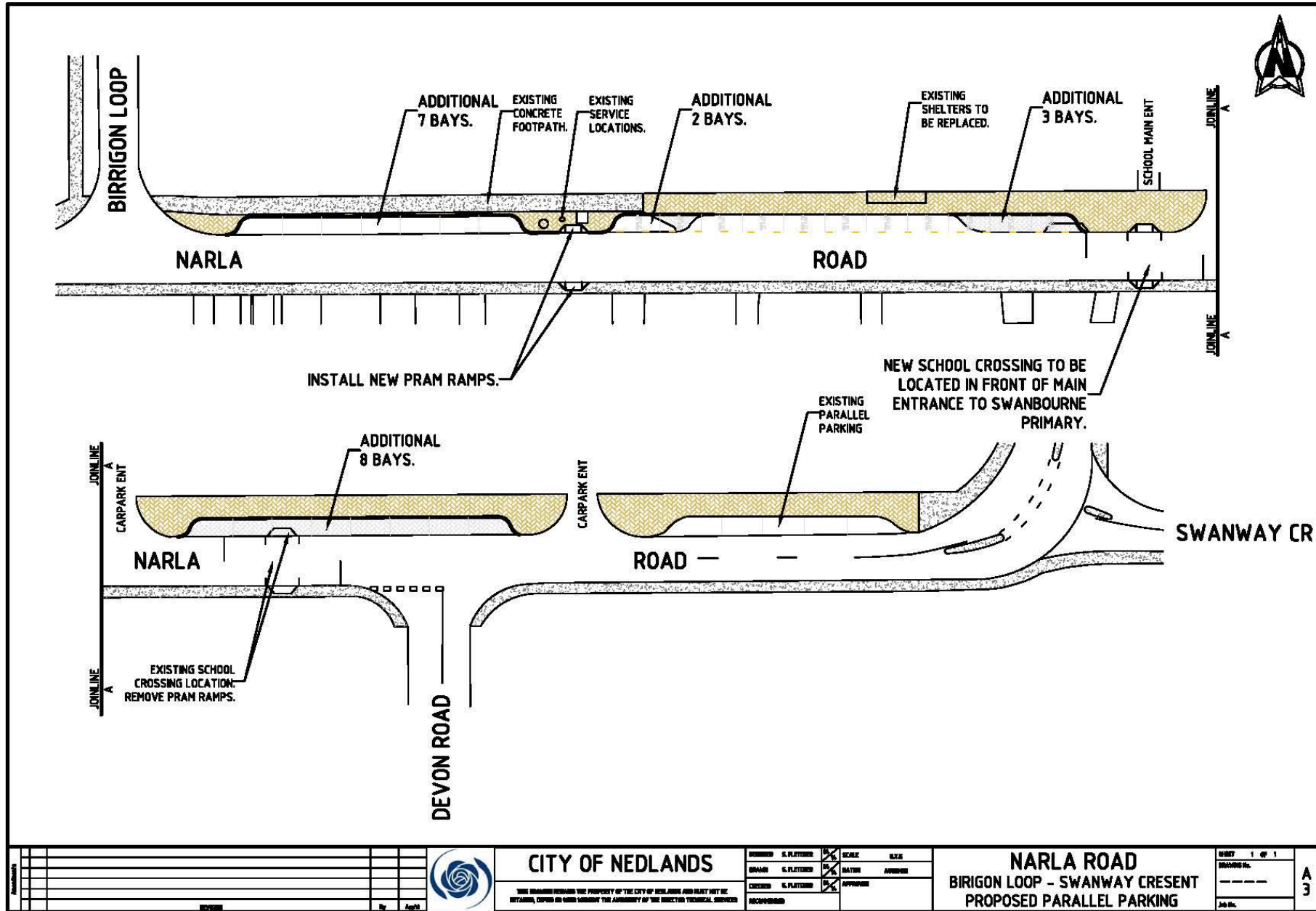
1. Map detailing the location of the road closure;
2. Upgrade of Narla Road parking - indicative design; and
3. Nidjalla Loop / Alfred Road intersection – indicative design.

## Proposed Road Closure Nidjalla Loop

Submissions on the proposal are being accepted up to 5pm on 8 June 2015, under section 3.50 of the *Local Government Act 1995*.



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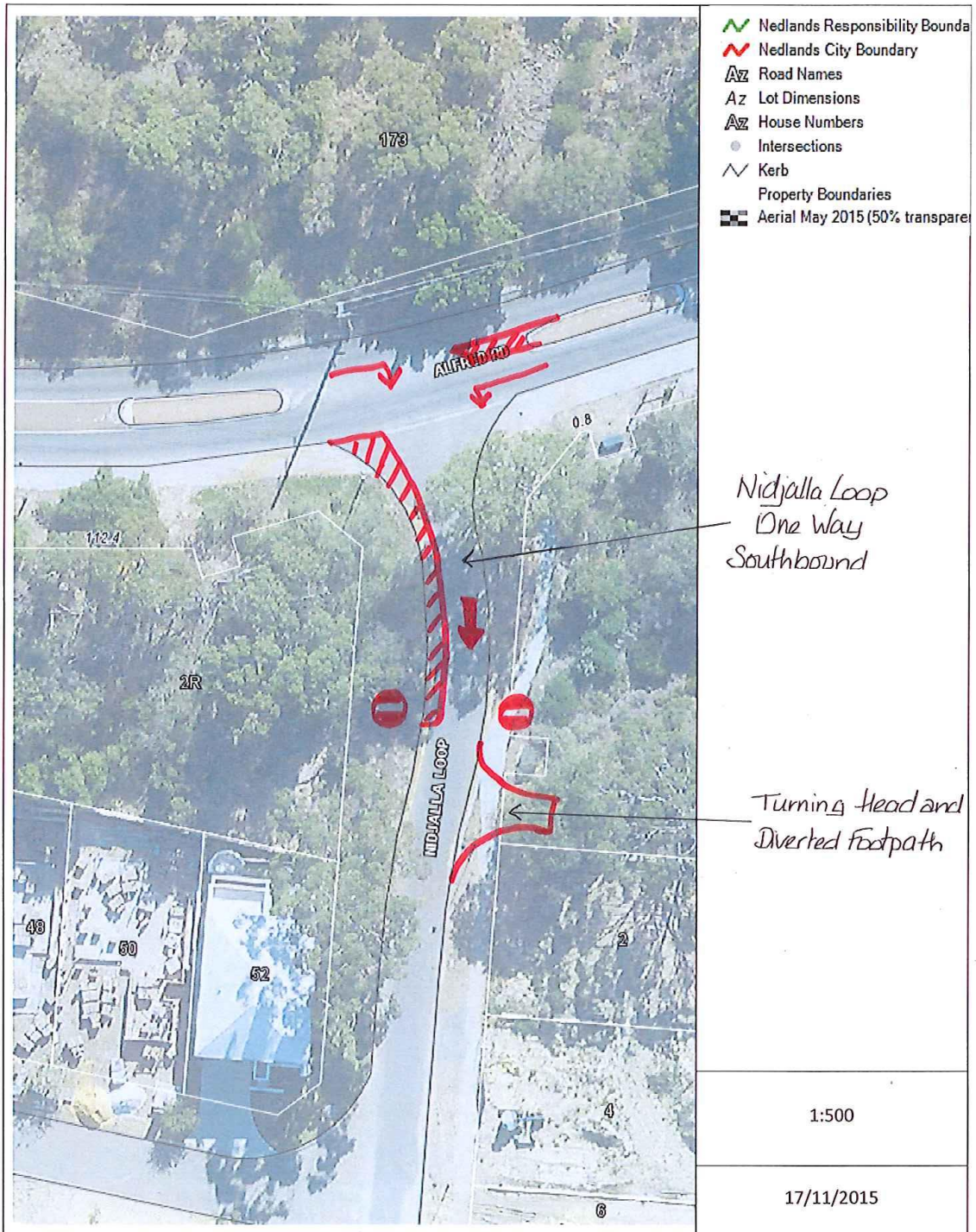

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**NARLA ROAD**  
 BIRRIGON LOOP - SWANWAY CRESENT  
 PROPOSED PARALLEL PARKING

HEET	1 OF 1
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TS32.15 – Attachment 3 – Nidjalla Loop / Alfred Road intersection – indicative design.

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Alfred/Nidjalla Intersection: Restricted Movements  
Southbound



<b>TS33.15</b>	<b>Tender No. 2015/16.05 Supply and Construction of Extruded Kerbing</b>
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<b>Committee</b>	1 December 2015
<b>Council</b>	15 December 2015
<b>Applicant</b>	City of Nedlands
<b>Officer</b>	Nathan Brewer – Purchasing and Tenders Coordinator
<b>Director</b>	Mark Goodlet – Director Technical Services
<b>Director Signature</b>	
<b>File Reference</b>	TS-PRO-00112
<b>Previous Item</b>	Nil

### Executive Summary

To award the term contract for the supply and construction of extruded kerbing in the City of Nedlands.

### Recommendation to Committee

#### Council:

1. **Agrees to award tender no. 2015/16.05 to Allstate Kerbing and Concrete Pty Ltd for the Supply and Construction of Extruded Kerbing as per the schedule of rates submitted; and**
2. **Authorises the Chief Executive Officer to sign an acceptance of offer for this tender.**

### Strategic Plan

KFA: Natural and Built Environment

Award of this tender enables the City to maintain civil infrastructure throughout the City.

### Background

The City of Nedlands includes a provision for the supply and construction of extruded kerbing to maintain the City's infrastructure as part of the engineering services operational works. Expenditure on this contract will exceed \$150,000. Therefore to comply with legislative requirements outlined in the *Local Government Act 1995* and ensure the best value for money for the City, this service must be tendered.

Tender documents were advertised on Monday 19 October 2015 in the West Australian Newspaper. The tender submission period commenced on Monday 19 October 2015 and submissions closed at 2:00 pm Tuesday 3 November 2015. Submitted tenders were opened by Officers of the City at 2:00 pm Tuesday 3 November.

The City received five conforming tender submissions as follows:

1. Allstate Kerbing and Concrete Pty Ltd;
2. Sanpoint Pty Ltd t/a LD Total;
3. Kerb Direct Kerbing Pty Ltd;
4. Kerb Direct Kerbing Pty Ltd Alternate; and
5. Supercivil Pty Ltd.

## Key Relevant Previous Council Decisions

Nil.

## Consultation

Required by legislation: Yes  No   
Required by City of Nedlands policy: Yes  No

## Legislation / Policy

*Local Government Act 1995, section 3.57*  
*Local Government (Functions and General) Regulations 1996, Part 4*  
City of Nedlands Policy – ‘Purchasing of Goods and Services’

## Budget/Financial Implications

Within current approved budget: Yes  No   
Requires further budget consideration: Yes  No

## Risk Management

Failing to appoint the contract will impact on the City’s ability to maintain kerbing infrastructure within agreed levels of service.

Key risk areas, including financial and regulatory risks, have been addressed through the control measures applied through the tender documentation and evaluation process. Reference checks were completed on the recommended contractor following the evaluation process.

## Discussion

The tender was independently evaluated by three City Officers in accordance with the qualitative criteria specified in the tender documentation, as set out in the below table extract from RFT 2015/16.05.



<p><b>Organisation Capabilities</b> A Tenderer must as a minimum, address the following information and label it “<b>Organisation Capabilities</b>”.</p> <ul style="list-style-type: none"> <li>a) Nominate key personnel to be involved in this contract and provide relevant experience and industry-recognised qualifications and registrations of the key personnel.</li> <li>b) Demonstrate the ability to supply and sustain the necessary manpower, plant and equipment.</li> <li>c) Demonstrate recent experience with contracts of a similar size and scope.</li> </ul>	<p><b>Weighting</b>  <b>30%</b></p>
<p><b>Performance</b> A Tenderer must as a minimum, address the following information and label it “<b>Performance</b>”</p> <ul style="list-style-type: none"> <li>a) Demonstrate ability to provide high quality and standard of work;</li> <li>b) Demonstrated successful outcomes on previous projects of similar scope.</li> </ul>	<p><b>Weighting</b>  <b>20%</b></p>
<p><b>Demonstrated Understanding</b> A Tenderer must as a minimum, address the following information and label it “<b>Demonstrated Understanding</b>”</p> <ul style="list-style-type: none"> <li>a) An outline of proposed methodology, including equipment and material supply details.</li> <li>b) Notice requirements to guarantee availability for works.</li> </ul>	<p><b>Weighting</b>  <b>20%</b></p>
<p><b>Price</b> A Tenderer must as a minimum, address the following information in an attachment and label “<b>Price</b>”: The tendered price(s) will be considered along with related factors affecting total cost to the Principal. Early settlement discounts, lifetime costs, the major components to be utilised, the Principal’s contract management costs may also be considered in assessing the best value for money outcome.</p>	<p><b>Weighting</b>  <b>30%</b></p>

The priced items were compiled into a spreadsheet for analysis of value comparison. A price criteria score was allocated based on the best value being scored at 100% and other values scored proportionally against this price.

The pricing was weighted at 30% of the assessment with the remaining percentage being allocated to the qualitative section criteria.

## Evaluation

The tenderer who scored highest in the evaluation was Allstate Kerbing and Concrete Pty Ltd with 80.07%.

The final evaluation score and price is published in Confidential Attachment 1.

## **Conclusion**

After an assessment of the submitted tenders it is proposed that the tender submission received from the contractor Allstate Kerbing and Concrete Pty Ltd be accepted having attained the highest score in the evaluation and providing the most cost efficient outcome.


Allstate Kerbing and Concrete Pty Ltd demonstrated that they have the resources and relevant experience to carry out the requirements of the contract and the ability to guarantee availability within a reasonable timeframe.

The contract provides the option to extend the contract for a period of four 12 month extensions at the end of the initial one year period, subject to satisfactory performance.

## **Attachments**

1. Confidential Tender Assessment (not to be published).

<b>TS34.15</b>	<b>Rationalisation of City Land</b>
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<b>Committee</b>	1 December 2015
<b>Council</b>	15 December 2015
<b>Applicant</b>	City of Nedlands
<b>Officer</b>	Mark Goodlet – Director Technical Services
<b>Director</b>	Mark Goodlet – Director Technical Services
<b>Director Signature</b>	
<b>File Reference</b>	TS-PRJ-00123
<b>Previous Item</b>	24 August 2010, item 60.10. 13 December 2011, item D75.11.

### Executive Summary

A resolution of Council requires the preparation of a business case for freehold land owned by the City of Nedlands at lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne. The business case would propose to subdivide the land and sell it as residential lots. However, discussion with Councillors has been ongoing and it is suggested that should an acceptable land swap be found then this might be a suitable alternative to subdivision and sale of the land. This has occurred and public land just west of the intersection of Adelma Road and Gallop Road has been identified as a potentially suitable option.

In seeking suitable land swap land two further lots were identified, which are residential and owned freehold by the City of Nedlands. These lots are not part of the land swap proposal but present an opportunity to the City to rationalise the existing low volume road on this land in order to sell the land and fund other opportunities to be determined by Council.

It is recommended that Council further develop these proposals by identifying enabling legal processes, seeking permissions from the State Government, considering utilities and lot issues, consulting and setting aside funding to carry out this work.

### Recommendation to Committee

#### Council:

1. Consents to an application being made to the relevant authorities to:
  - a. Give lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne, to the Crown, subject to it becoming reserve land, vested in the City of Nedlands for the purpose of recreation and zoned recreation;
  - b. Takes part of the road reserve area west of the intersection of Adelma Road and Gallop Road and Adelma Road, Dalkeith

- (Landgate Pin 11835234), as a freehold residential property, in exchange for 1.a. above;
2. Authorises the CEO to act for the City in relation to land exchange, acquisition, subdivision and disposal at;
    - a. Lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne,
    - b. Road reserve west of the intersection of Adelma Road and Gallop Road and Adelma Road, Dalkeith (Landgate Pin 11835234); and
    - c. Lots 3857 and 3858, D/P159453, No. 0 Garland Road, Dalkeith (known as Goldsmith Road lands sale);
  3. Requests the CEO to determine the best land parcel areas based on consultation, cost, benefit and other applicable factors for;
    - a. Road reserve west of the intersection of Adelma Road and Gallop Road and Adelma Road, Dalkeith (Landgate Pin 11835234); and
    - b. Lots 3857 and 3858, D/P159453, No. 0 Garland Road, Dalkeith;
  4. Authorises project budget costs of \$40,000 in the current 2015/16 financial year, in order to progress the Sayer Street / Adelma Road land swap;
  5. Authorises project budget costs of \$40,000 in the current 2015/16 financial year, in order to progress the Goldsmith Road lands sale;
  6. Requests the CEO to develop and include costs to further progress these matters in the draft 2016/17 budget for further Council consideration;
  7. Agrees to reconcile the Town / Local Planning Scheme accordingly;
  8. Directs that no further action be undertaken in relation to preparation of a business case to subdivide lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne into two lots for residential sale;
  9. Directs that should lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne be incorporated into the reserve land that the management plan be updated to include this lot, along with any required fire plans; and
  10. Reports back to Council State Government and consultation responses to items 1 and 3 above, prior to proceeding with the land swap or land sale.

## **Strategic Plan**

KFA: Natural and Built Environment

A Council outcome is for a great natural and built environment. The outcome also seeks well planned and managed development. Effecting a land swap in which freehold land at Sayer St is converted to reserve and road reserve is converted to freehold residential land immediately west of the intersection of Gallop Road and Adelma Road, may be considered good planning and managed development.

The proposal to convert the Sayer Street lot to reserve and part of a green corridor will enhance the natural environment in this location. The proposal to convert road reserve to freehold residential land immediately west of the intersection of Gallop Road and Adelma Road fits the residential locality in Dalkeith.

The proposal to close Goldsmith Road and sell the two residential lots at No. 0 Garland Road, Dalkeith has the potential to raise funds to be used to benefit the ratepayers of the City of Nedlands.

## Background

11 Sayer Street is a residential lot owned freehold by the City of Nedlands. Jones Park exists to the northwest of this lot, and it is surrounded by Swanbourne Bushland on either side and to the south. A December 2011 resolution of Council indicates that a business plan is to be prepared in order to subdivide and sell this land as residential property, in line with its residential zoning.



Figure 1. 11 Sayer Street Locality Plan

This land is also considered in the adopted (March 2014) “Allen Park Management Plan 2013 – 2018” and is identified as a potential future natural area for inclusion within the Allen Park management boundary (p.23).

In view of these two potential end uses for the 11 Sayer Street, an investigation into a land swap has taken place in which the City hands 11 Sayer Street to the Crown for vesting as a public reserve, managed by the City of Nedlands, in exchange for land given to the City as freehold residential land. Following exploration of several sites, potentially suitable land has now been identified at the road reserve area west of the intersection of Adelpa Road and Gallop Road and Adelpa Road, Dalkeith (Landgate Pin 11835234).



Figure 2. Land Swap Option

While this search was underway two further lots were identified which are residential and owned freehold by the City of Nedlands and which may have the potential to yield an economic benefit to the ratepayers. These lots are not part of the land swap proposal but present an opportunity to the City to rationalise an existing low volume road on this land in order to sell the land and fund other opportunities to be determined by Council. These two lots are shown below.



Figure 3. Goldsmith Road Land

### Key Relevant Previous Council Decisions

On 24 August 2010, item 60.10, Council authorised administration to prepare a draft subdivision plan, draft design guidelines and a draft business case.

On 13 December 2011, item D75.11, Council Resolved the following:

*Council:*

1. *Receives the business case as per attachment 1 on the future of the existing vacant residential dwelling and land that is held in fee simple by the City at Lot 150 on Deposited Plan 222332, House Number 11 Sayer Street, Swanbourne being the whole of the land contained within Certificate of Title Volume 1070 Folio 925; and*
  - a) *authorises City Administration to proceed with detailed investigations of option 7.8 and:*
  - b) *detail the proposed demolition of the existing vacant building to allow a two lot subdivision of the R25 Residential zoned land;*
  - c) *commission a licensed surveyor to prepare a survey of the said land;*
  - d) *prepare a draft subdivision plan in accordance with the current zoning of the lot;*
  - e) *prepare draft design guidelines for the lot;*
  - f) *prepare a draft business / project plan in relation to option 7.8 of the business case for future Council consideration*
  - g) *present a, b, c, d & e to Council for consideration within the next six (6) months.*
2. *No action to be taken on 1a. above until the results of the business plan under 1f. above are known;*
3. *Authorises Administration to include 11 Sayer Street in regular scheduled security patrols; and*
4. *Authorises Administration to prepare a fire plan for 11 Sayer Street and immediately clear the property of nonindigenous trees and any dead or fire hazardous trees and bushes to make the lot fire safe.*

Option 7.8 of the business case was to demolish the house and subdivide the land into two lots for residential sale.

Actions that have transpired since this resolution include security patrols, demolition of the house and clearing of the non-indigenous trees under approved budget. The fire plan and the business plan have not been developed. It is recommended that should the lot be incorporated into the reserve land that the management plan be updated to include this lot along with any fire plans. It is also recommended that no further action be undertaken in relation to preparation of a business case to subdivide the land into two lots for residential sale.

## **Consultation**

Required by legislation:

Yes

No

Required by City of Nedlands policy:

Yes

No

Subject to approval by the Council to proceed with the land proposals a consultation plan will be developed which complies with all relevant legislation. The plan will be implemented in order to inform and ascertain the views of affected persons and the results of the consultation will be reported to Council prior to determining either proposal.

## Legislation / Policy

*Planning and Development Act 2005* governs the process for rezoning of land. In this case lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne will require rezoning from residential to reserve land. The road reserve area west of the intersection of Adelma Road and Gallop Road and Adelma Road, Dalkeith (Landgate Pin 11835234) will require rezoning from road reserve to residential land. It is recommended that the necessary changes are incorporated into proposed Local Planning Scheme 3 in order to effect the new zonings.

The *Land Administration Act 1997* and the *Land Administration Regulations 1998* deal with the land tenure/transfer issues. The City must deal with the Minister for Lands with respect to lot 150, D/P222332 (No. 11) Sayer Street, Swanbourne and the road reserve area west of the intersection of Adelma Road and Gallop Road and Adelma Road, Dalkeith (Landgate Pin 11835234).

The *Local Government Act 1995* s3.50 and the *Local Government (Functions and General) Regulations* section 4 stipulate the requirements for consultation in the event of a road closure. This will apply to Lots 3857 and 3858, D/P159453, No. 0 Garland Road, Dalkeith, which are currently hold a low volume access road.

The *Local Government Act 1995* s3.58 and the *Local Government (Functions and General) Regulations* section 4 stipulate the requirements for disposal of property.

## Budget/Financial Implications

Within current approved budget:                      Yes                       No   
 Requires further budget consideration:              Yes                       No

The Sayer Street / Adelma Road land swap has the potential to provide a market value residential lot to the City of Nedlands. Similarly the Goldsmith road lots have the potential to provide market value residential land to the City. In the latter case, whether this is one or two lots would be determined following investigation of the lot yield potential.

Costs to develop these lots are to be developed subsequent to Council's approval to seed fund the proposals.

In order to progress the Sayer Street / Adelma Road land swap and the Goldsmith Road land sale to a point to which a determination by Council can be made on the proposals the following seed funding budgets are proposed:

### Sayer Street / Adelma Road Land Swap

- |                            |                 |
|----------------------------|-----------------|
| • Valuations               | \$ 5,000        |
| • Licenced Surveyors       | \$ 5,000        |
| • Project Management       | \$10,000        |
| • Legal Fees               | \$ 5,000        |
| • Utilities investigations | \$15,000        |
| <b>Total</b>               | <b>\$40,000</b> |



#### Goldsmith Road Land Sales

• Valuations	\$ 5,000
• Licenced Surveyors	\$ 5,000
• Project Management	\$10,000
• Legal Fees	\$ 5,000
• Utilities/Road investigations	\$15,000
<b>Total</b>	<b>\$40,000</b>

### **Risk Management**

The risk to the City for the Sayer Street / Adelma Road land swap relates to the approval required by the Minister to approve this transaction and to the willingness of the community to support it. Hence the proposal will be developed to a point where the City can firstly seek the views of the Minister and the community in order to gain an understanding of the support or otherwise for this proposal.

The risk to the City for the Goldsmith lands sale relates to the willingness of the community to support it. Hence the proposal will be developed to a point where the City can firstly seek the views of the community in order to gain an understanding of the support or otherwise for this proposal.

### **Discussion**

These projects have a number of steps including:

- Investigations and development
- Consultation
- Approvals
- Land exchange
- Land tenure changes
- Zoning / Subdivision
- Sale

It is envisioned that these processes may take up to three years given the accountability and transparency requirements that a local government must meet in undertaking projects of this nature.

### **Conclusion**

The end product of the Sayer Street / Adelma Road land swap may be the return of land to conservation value and well as the realisation of financial gain for the ratepayers for the sale of an alternative residential lot. In the case of the Goldsmith Road lands sale there is an opportunity to also yield a financial gain for the ratepayers for the sale of low volume land. Seed funding to develop these proposals and report back Council is therefore sought to move these projects forward.

### **Attachments**

Nil.