

STRUCTURE PLAN – Lot 3 (No. 642) ROCKINGHAM ROAD, MUNSTER

COCK/2015/144

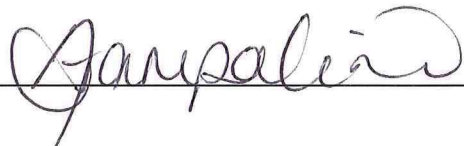
This structure plan is prepared under the provisions of the City of Cockburn  
Town Planning Scheme No.3

IT IS CERTIFIED THAT THIS STRUCTURE PLAN WAS APPROVED BY  
RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION  
ON: 3 May 2016

Signed for and on behalf of the Western Australian Planning Commission



an officer of the Commission duly authorised by the Commission pursuant to  
Section 16 of the *Planning and Development Act 2005* for that purpose, in the  
presence of:



Witness

5 May 2016

Date

Date of Expiry: 3 May 2026

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## EXECUTIVE SUMMARY

This structure plan shall apply to Lot 3 (642) Rockingham Road, Munster and will facilitate the residential development of that lot. The lot currently operates as an Open Air Display (salvage yard) under a non conforming commercial use granted on 15 June 1983. The proposal does not overlap, supersede or consolidate an endorsed structure plan.

The summary table below provides all key statistics and planning outcomes of the structure plan as follow:

Item	Data	Structure Plan Ref (section no.)
Total area covered by the structure plan	0.2170 hectares	1.2.2
Area of each land use proposed: • Residential	Hectares 0.2170      Lot yield 10	1.2.2
Total estimated lot yield	10	3.3
Estimated number of dwellings	10	3.3
Estimated residential site density	46.08 dwellings per site/ hectare	3.3
Estimated population	28 people @ 2.8 people per household	

## PART ONE – IMPLEMENTATION

### 1. Structure Plan Area

This Structure Plan is identified as the Structure Plan for Lot 3 (No. 642) Rockingham Road, Munster. This Structure Plan shall apply to the land contained within the inner edge of the line denoting the structure plan boundary on the Structure Plan Map. Refer Figure 1 – Structure Plan Map.

### 2. Operation

2.1	Operation Date	As per Clause 6.2.12 of the City of Cockburn Town Planning Scheme No. 3.
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### 3. Subdivision and Development Requirements

3.1	Terms and Interpretations	As per Clause 6.2.6.3 of the City of Cockburn Town Planning Scheme No.3.
3.2	Relationship of the Structure Plan with City of Cockburn Town Planning Scheme No.3	This Structure Plan has been prepared under Clause 6.2 of the City of Cockburn Town Planning Scheme No.3 as the subject land is zoned 'Development' and contained within Development Area No. 5 which is shown on the Scheme Map and contained within Schedule No.11. Refer Figure 2 – City of Cockburn Town Planning Scheme No.3
3.3	Provisions	Pursuant to Clause 6.2.6.3 and Clause 6.2.12.2 of the City of Cockburn Town Planning Scheme No.3.
3.4	Land Use Permissibility	As per Clause 4.3.2 of the City of Cockburn Town Planning Scheme No.3.

3.5	Notifications on Title	<p>In respect of applications for the subdivision of land the Council shall recommend to the Western Australian Planning Commission that a condition be imposed on the grant of subdivision approval for a notification to be placed on the Certificate(s) of Title(s) to advise of the following:</p> <ol style="list-style-type: none"> <li>1. Land or lots deemed to be affected by noise from Stock Road as identified in the Transportation Noise Assessment contained in Appendix 6;</li> <li>2. Construction standards to achieve quiet housing design in accordance with State Planning Policy 5.4 Road and Rail Transportation Noise and Freight Considerations in Land Use Planning (as amended); and</li> <li>3. A heightened risk of midges in the area.</li> </ol>
3.6	Subdivision requirements	<p>A Noise Management Plan (NMP) shall accompany the subdivision application which demonstrates compliance with State Planning Policy 5.4.</p>

#### 4. Local Development Plans

4.1	Residential Density	<p>Residential densities applicable to the Structure Plan area shall be those residential densities shown on the Structure Plan Map. Refer Figure 1 – Structure Plan Map.</p>
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## **5. Additional information**

### **5.1 Medium Density Single House Development Standards**

The provisions within “State Planning Policy 3.1 – The Residential Design Codes” are varied under this Structure Plan pursuant to the Western Australian Planning Commissions Planning Bulletin 112/2015 dated 8 May 2015.

## PART TWO - EXPLANATORY REPORT

### 1 Planning Background

#### 1.1 Introduction and Purpose

The purpose of this report is to support an application for a Structure Plan over Lot 3 (No. 642) Rockingham Road, Munster. This Structure Plan is prepared as a pre-requisite for subdivision of land zoned **Development** under the City's Town Planning Scheme No. 3 and located within the Munster Development Zone (DA 5).

#### 1.2 Land description

##### 1.2.1 Location

The Structure Plan is limited to Lot 3 (No. 642) Rockingham Road, Munster. This lot is located to the east of Rockingham Road and abuts a Pedestrian Access Way owned by the State of Western Australia (R38244) to the south and Lot 4 Rockingham Road to the north.

Figure 4 is a location plan showing the location of the structure plan site in relation to the area.

##### 1.2.2 Area and land use

Lot 3 has an area of 2170m<sup>2</sup>. Lot 3 is currently operated as a salvage yard under a non-conforming commercial use approved on 15 June 1983 (Open Air Display Yard).

The south east corner of the site contains a large metal shed. There is also a smaller metal shed on the site and a transportable office. The salvage yard operator stores timber, corrugated iron, bricks and steel on a base of compacted crushed gravel and bitumen. On the eastern and southern boundaries, there is a 2.2m cyclone fence.

The current use of the site is not conducive to the amenity of the area. Market gardens predominately surrounded the property when the non-conforming use was approved. The property is now surrounded by medium density housing.



Having a light industrial use in such close proximity to medium density housing is undesirable. Approval of the proposed structure plan will allow the subject property to be developed as residential housing which will significantly improve the amenity of the area.

### **1.2.3                      Legal description and ownership**

A copy of the certificate of title identifying owners of the site is provided in Appendix 1.

## **1.3           Planning framework**

### **1.3.1                      Zoning and Reservations**

The structure plan area is zoned Urban under the Metropolitan Region Scheme. The site is currently zoned Development under the City of Cockburn's Town Planning Scheme No. 3. The objective of the Development zone is:

*“To provide for future residential, industrial or commercial development in accordance with a comprehensive Structure Plan prepared under the Scheme.”*

TPS3 also specifies that the Subject Area is located within the Munster Development Zone (DA 5), and Schedule 11 of the Scheme requires that:

1. An approved Structure Plan together with all approved amendments shall apply to the land in order to guide subdivision and development;
2. To provide for residential development except within the buffers to the Woodman Point WWTP, Munster Pump Station and Cockburn Cement;

and

3. The local government will not recommend subdivision approval or approve land use and development for residential purposes contrary to Western Australian Planning Commission and Environmental Protection Authority Policy on land within the Cockburn Cement buffer zone.

Part 4 of TPS3 sets out provisions that relate to the preparation, content and process for Structure Plans and this application complies with those provisions. Part 4 also references Schedule 11 of the Scheme, which contains Common Infrastructure Provisions that apply to specific Development Control Areas (DCA's). The Common Infrastructure Provisions in Schedule 12 provide for the

sharing of costs where the subdivision of the area necessitates the upgrading of certain items of infrastructure; it also provides a mechanism for the management of public open space contributions and acquisitions.

The subject area is located within DCA 6 and as a condition of development, landowners shall make a proportional contribution toward 23.4% of the cost of widening and upgrading of Beeliar Drive (Mayor Road) between Stock Road and Cockburn Road, Munster. Contributions shall be made towards a number of items specified in Schedule 12 of Town Planning Scheme No. 3.

The subject area is also located within Development Contribution Area 13 (DCA13). Therefore, upon subdivision, contributions will be made to DCA13 which will assist with local infrastructure items as set out in council policy.

### **1.3.2            *Planning Strategies***

#### **1.3.2.1        *Directions 2031***

In August 2010 the WAPC released Directions 2031 and Beyond (Direction 2031), which is a high-level spatial framework and strategic plan for metropolitan Perth and the Peel region. This document superseded Network City as the previous strategic plan for the region.

Directions 2031 seeks a 50 per cent increase in the current average residential density of 10 dwellings per gross urban zoned hectare and set a target of 15 dwellings per gross urban zoned hectare of land in new development areas.

The proposed Structure Plan proposes an urban density of 46.08 dwellings per hectare and shall therefore exceeds the minimum density target established by Directions 2031.

#### **1.3.2.2        *Outer Metropolitan Perth and Peel Sub-Regional Strategy (draft)***

In August 2010 the WAPC released The Outer Metropolitan Perth and Peel Sub-Regional Strategy (draft). This strategy locates the subject area within the South-West sub-region and identifies it as urban-zoned undeveloped land. Refer Figure 3 – Metropolitan Region Scheme Zoning.

#### **1.3.2.3        *Local Planning Strategy***

The proposed Structure Plan is consistent with the strategies and actions contained in the City of Cockburn's Local Planning Strategy: for example, the strategies aim to:

- “Provide a range of housing opportunities”; and

- “Ensure the efficient, progressive development and servicing of urban land.”

The proposed structure plan will change the land use to residential and significantly improve the amenity of the local area, whilst providing a diverse range of housing options to the area.

### **1.3.3            *Planning Policies***

#### **1.3.3.1        *State Planning Policies***

The proposed Structure Plan complies with all relevant state planning policies, including:

- State Planning Policy 3 - Urban Growth and Settlement
- State Planning Policy 3.6 - Development Contributions for Infrastructure
- State Planning Policy 5.4 - Road and Rail Transport Noise and Freight

#### **Considerations in Land Use Planning**

The structure plan provides an R60 coding which is consistent with the several key requirements in State Planning Policy 3 for sustainable communities, including:

- Variety and choice in the size, type and affordability of housing to support a range of household sizes, ages and incomes and which is responsive to housing demand and preferences;
- Making the most efficient use of land in existing urban areas through the use of vacant and under-utilised land and buildings, and higher densities where these can be achieved without detriment to neighbourhood character and heritage values; the cost-effective use of urban land and buildings, schools and community services, infrastructure systems and established neighbourhoods; and promoting and encouraging urban development that is consistent with the efficient use of energy; and
- Supporting higher residential densities in the most accessible locations, such as, in and around town and neighbourhood centres, high frequency public transport nodes and interchanges, major tertiary institutions and hospitals, and adjacent to high amenity areas such as foreshores and parks.

The proposed Structure Plan shall facilitate the payment of common infrastructure contributions to the City of Cockburn, as discussed in Section 3.9 of this report, which is consistent with the intent of State Planning Policy 3.6 -

Development Contributions for Infrastructure. The response to noise from Stock Road, as detailed in Section 3.10 of this report, is consistent with the approach outlined in State Planning Policy 5.4 - Road and Rail Transport Noise and Freight Considerations in Land Use Planning.

#### *1.3.3.2 Liveable Neighbourhoods*

Liveable Neighbourhoods is the WAPC's operational policy for the design and assessment of structure plans and the subdivision for new urban areas. The proposed Structure Plan is consistent with Liveable Neighbourhoods, as discussed below.

Element 1 of Liveable Neighbourhoods sets out a design framework for the planning of areas using Structure Plans and subdivision. Although much of the overall "structure" of the neighbourhood has already been determined, the proposed Structure Plan satisfies the Community Design objective to promote a variety of residential densities and typologies, with density increasing in proximity to neighbourhood centres.

The subject area is located on the eastern edge of the neighbourhood. Stock Road provides no opportunity for connection to the east. To the south of the property is a sump and the commencement of a residential exclusion zone from the Kwinana Air Quality Buffer.

Allowing for a higher density in the subject location is desirable due to the following key items:

- Accessibility to existing public transport. High frequency bus routes located along Rockingham Road and Stock Road with all routes having stops within 300m of the Subject Area;
- Accessibility to existing public open space. The Subject Area is within walking distance of four existing neighbourhood parks to the west of Stock Road, including Riverina Reserve, Solta Park, Albion Park and Mihaljevich Park. Refer Figure 7 – Public Open Space;
- Walking distance to existing local commercial precinct. A local centre is located on the northern side of the intersection of Rockingham Road and West Churchill Ave being the Churchill Avenue Local Centre as identified in the City's Local Commercial and Activities Centres Strategy (December 2012);
- Development will result in the removal of a light industrial use from a medium density residential area – significantly improving the amenity of the area; and
- Limited immediate neighbours to be effected by increased density (only one fence shared is on the southern side with a residential property and the northern and eastern fences shared with government land in a pedestrian thoroughfare and road reserve respectively).

Element 4 of Liveable Neighbourhoods deals with the provision and layout of public parkland. Having regard for the objectives and requirements of Element 4, the Structure Plan does not provide public open space (in land), for the following reasons:

- The subject area is within proximity of (walking distance) of Mihaljevich Park which is located diagonally across Rockingham Road from the subject property. In addition to this Solta Park and Albion park are both within walking distance of the subject site.
- The subject area is on the eastern edge of the neighbourhood/catchment, rather than in a desirable central location;
- The subject area is small: 10% public open space would be well below a desirable size.

#### *1.3.3.3 Development Control Policies*

The proposed Structure Plan is consistent with the WAPC's Development Control Policies.

#### *1.3.3.4 Local Planning Policies*

The proposed amendment to the Structure Plan complies with all relevant local planning policies.

#### *1.3.4 Other approvals and decisions*

There are no relevant prior approvals on the Structure Plan area, or any environmental conditions or issues previously identified.

## **2 Site Conditions and Constraints**

### **2.1 Landform and soils**

The site has approximately 2m of fall from the north-east corner on West Churchill Avenue to the south-west corner of the site. Refer Figure 5 – Contour Plan. There are no major topographic features on the site.

CMW Geosciences Pty Ltd (CMW) were appointed to provide geotechnical information relating to the site. CMW have confirmed that geological references for the area suggests the site is underlain by a thin layer of Tamala Sand

overlying Tamala Limestone. The report attached in Appendix 2 concludes that it is most likely the land will be suitable for a site classification of Class A.

## **2.2 Groundwater and Surface water**

CMW also confirm (Appendix 2) that the Perth Groundwater Atlas indicates that the Groundwater levels for the site are between 3m and 5.0m below current ground levels. Acid Sulphate Soils risk mapping for this site concludes that the site is located in a “no known risk area for ASS occurring within 3m of natural surface”.

Accordingly, the groundwater level is sufficiently below natural ground level so as to not pose any issues with disposal of surface water through soak wells, or for construction of building foundations.

## **2.3 Bushfire hazard**

The proposed Structure Plan has been assessed in accordance with the methodology outlined in the WAPC’s Planning for Bush Fire Protection Guidelines (Edition 2) and the bush fire hazard rating is considered to be low, based on:

- The area is devoid of standing native vegetation (less than 0.25 ha cumulative area). Refer Figure 6 - Aerial Photograph;

A formal bush fire hazard assessment is not required for the site. The Structure Plan does not prescribe a designated bushfire prone area and development is not recommended to be built in accordance with AS3959-2009.

## **2.4 Context and other land use constraints**

### **2.4.1 Roads**

The subject property fronts Rockingham Road, which is a distributor road running north/south. Stock Road runs along the eastern side of the site, however, direct vehicular access to Stock Road is not permitted, and all traffic shall use Rockingham Road.

It is proposed to develop the site without increasing the number of crossovers on Rockingham Road. This is to remain at two (2) crossovers.

### **2.4.2 Public Transport**

The site is located within close proximity to high frequency routes along Stock Road and Rockingham Road. There is a bus stop 268m from the site along Stock Road and a bus stop 272m along Rockingham Road. The 920 Bus Route stops at these two bus stops, providing access to Perth, Fremantle, Murdoch, Mandurah and surrounds.

#### **2.4.3      *Public Open Space***

The site contains no public open space, but is within walking distance of a number of existing neighbourhood parks to the west of Stock Road, including Riverina Reserve, Solta Park, Albion Park and Mihaljevich Park. Refer Figure 7 – Public Open Space. It is also 650m to the east of Lake Coogee Reserve, which is regional open space that is used for conservation and passive recreation.

#### **2.4.4      *School Sites***

The site is well located in terms of schools; the Coogee Primary School is located 2.3km away, and Saint Jeromes School, a Catholic primary school, is also located in the area.

The nearest high school is Hamilton Senior High School, located 6.0km away.

#### **2.4.5      *Commercial Uses***

A local centre is located within 250m of the site, on the northern side of the intersection of Rockingham Road and West Churchill Avenue. This is identified as the Churchill Avenue Local Centre in the City's Local Commercial & Activities Centres Strategy (December 2012).

#### **2.4.6      *Proximity to Wetlands***

The site is located within proximity of midge infested wetlands and the City's Policy APD 6 – Residential Rezoning and Subdivision Adjoining Midge Infested Lakes and Wetlands is therefore applicable. It should be noted that Policy APD6 may require the application of a condition to any future subdivision of the site, requiring that a suitable notification be placed on the titles of the new lots.

### **3      *Land Use and Subdivision Requirements***

### **3.1 Land use**

The structure plan map, which is provided in Part 1, identifies the site as being zoned Residential. This land use and zoning integrates with surrounding land uses which are also residential, with a range of densities from R20 to R60.

### **3.2 Public Open Space**

It is proposed that upon development of this site, the City apply a condition of planning approval which requires the payment of 10% cash-in-lieu of public open space. Justification for the payment of cash-in-lieu are as follows:

- A 10% public open space contribution in land would equate to a reserve of 217m<sup>2</sup>, which is inadequate for providing either a passive or active recreation function;
- As detailed above, there is a large amount of neighbourhood parks within walking distance; and
- The City of Cockburn can use the cash-in-lieu to upgrade or expand those existing parks, which would be a better outcome given the current circumstances.

### **3.3 Residential Density Coding**

The structure plan proposes an R60 density coding for this site. The site's close proximity to the Churchill Avenue Local Centre and high frequency bus routes supports the proposed R60 density coding, and that coding will also enable a more flexible design response to the constraint of noise from Stock Road. It will also improve the diversity of housing density and typology within the area.

Given its size, the site is best suited to a grouped dwelling development. Early indications are that approximately 10 grouped dwellings can be developed on this site, with each dwelling likely to be single level consisting of 3 bedrooms and 2 bathrooms, with a double garage.

### **3.4 Movement Networks**

It is estimated that a grouped dwelling development on this site comprising 10 dwellings would create in the order of 6 to 8 vehicle trips during the peak hour. Such a traffic volume is classified as "Low Impact" under the WAPC Transport Assessment Guidelines, indicating that a Transport Statement would not be required.



No existing roads and/or intersections are required to be upgraded as a result of the future development of grouped dwellings on this site: Rockingham Road is constructed to an urban standard, being fully kerbed and drained. It is not proposed to increase the number of crossovers from the current two existing crossovers on Rockingham Road.

The common property driveway into the grouped dwelling development will be privately owned and maintained. An internal footpath would also be required for the grouped dwelling development, in accordance with the R-Codes.

### **3.5 Water Management**

The applicant has received an email from the Department of Water confirming that an Urban Water Management Plan is not required for this site - refer Appendix 3.

All surface stormwater runoff will be contained on-site at the time of development, through the use of soakwell systems.

### **3.6 Education Facilities – not applicable**

The Structure Plan is small, with a yield of 10 dwellings, and does not generate the requirement for any additional educational facilities. The existing services, outlined above, are sufficient to cater for the proposed yield.

### **3.7 Infrastructure Coordination, Servicing and Staging**

A sewer extension shall be required, from the west side of Rockingham Road to the site. Preliminary investigations conducted by the client's consulting engineer indicate that such an extension is feasible.

### **3.8 Developer Contribution Arrangements**

As mentioned above, the subject area is located within DCA 6 and a proportional contribution shall be required for the construction of Beeliar Drive. Subdivision within the Structure Plan shall also be subject to a requirement to contribute to DCA 13, which funds various regional, sub-regional and local recreational infrastructure.

The City of Cockburn have already calculated and allocated a required Developer Contribution Cost for this suburb, which is currently \$4,240.15 per new dwelling/lot.

### **3.9 Other Requirements**

#### ***3.9.1 Acoustics***

Appendix No. 4 is a report from an Acoustic Engineer dealing with the requirements for this site. The report, and the recommendations it contains, are consistent with the requirements of State Planning Policy 5.4 - Road and Rail Transport Noise and Freight Considerations in Land Use Planning. Refer report in Appendix 6.

#### ***3.9.2 Medium Density Single House Development Standards***

In the event that the site is developed as a single house medium density development the following R-MD Standards may/will apply (as per Table of Planning Bulletin 112/2015 – May 2015). Refer table in Appendix 5.

## **4 Technical Studies Appendices Index**

The following Figures have been included below:

- Figure 1 - Structure Plan Map
- Figure 2 - City of Cockburn Town Planning Scheme No.3 Zoning
- Figure 3 - Metropolitan Region Scheme Zoning
- Figure 4 – Lot Location Plan
- Figure 5 – Contour Plan
- Figure 6 - Aerial Photograph
- Figure 7 – Public Open Space Map

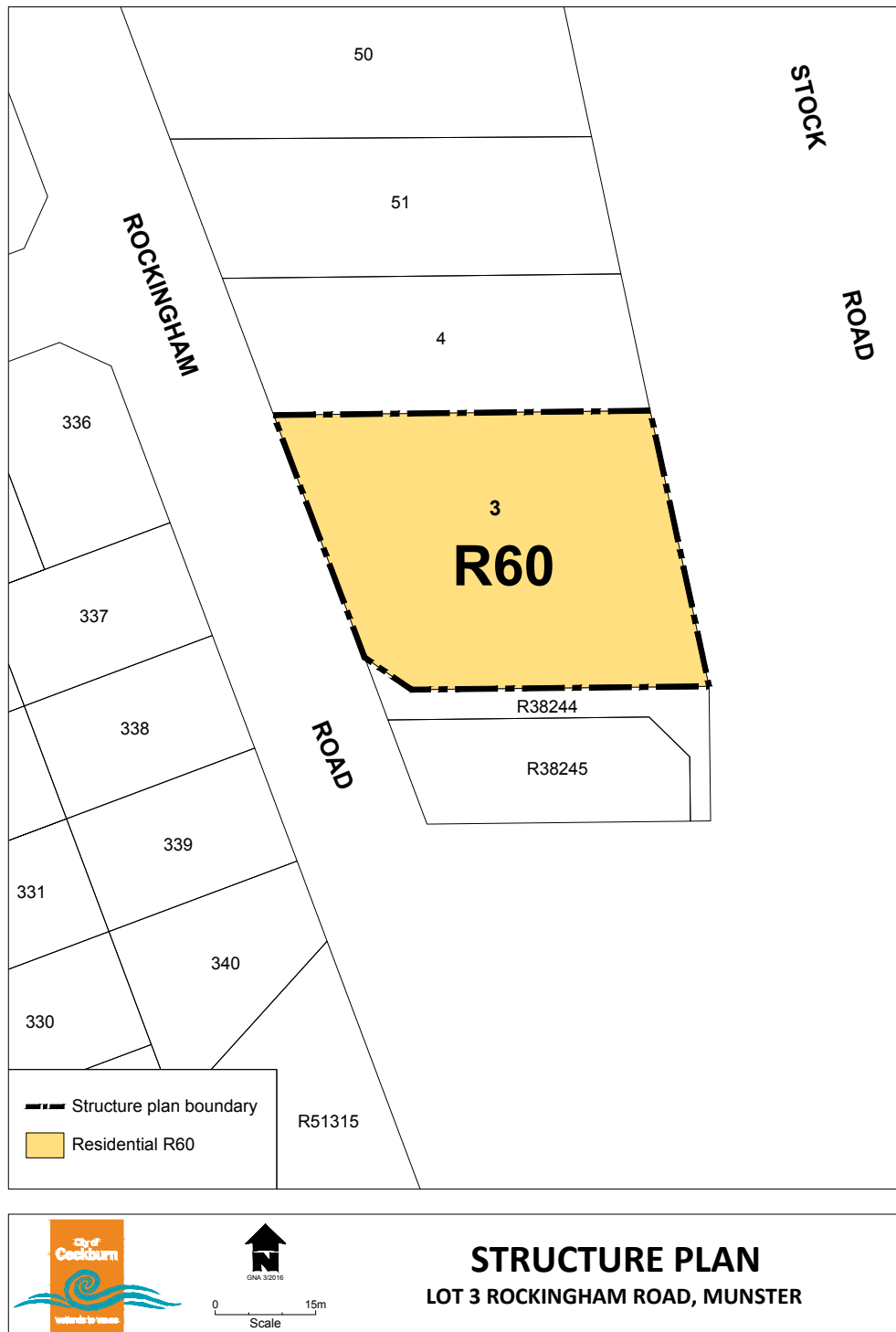
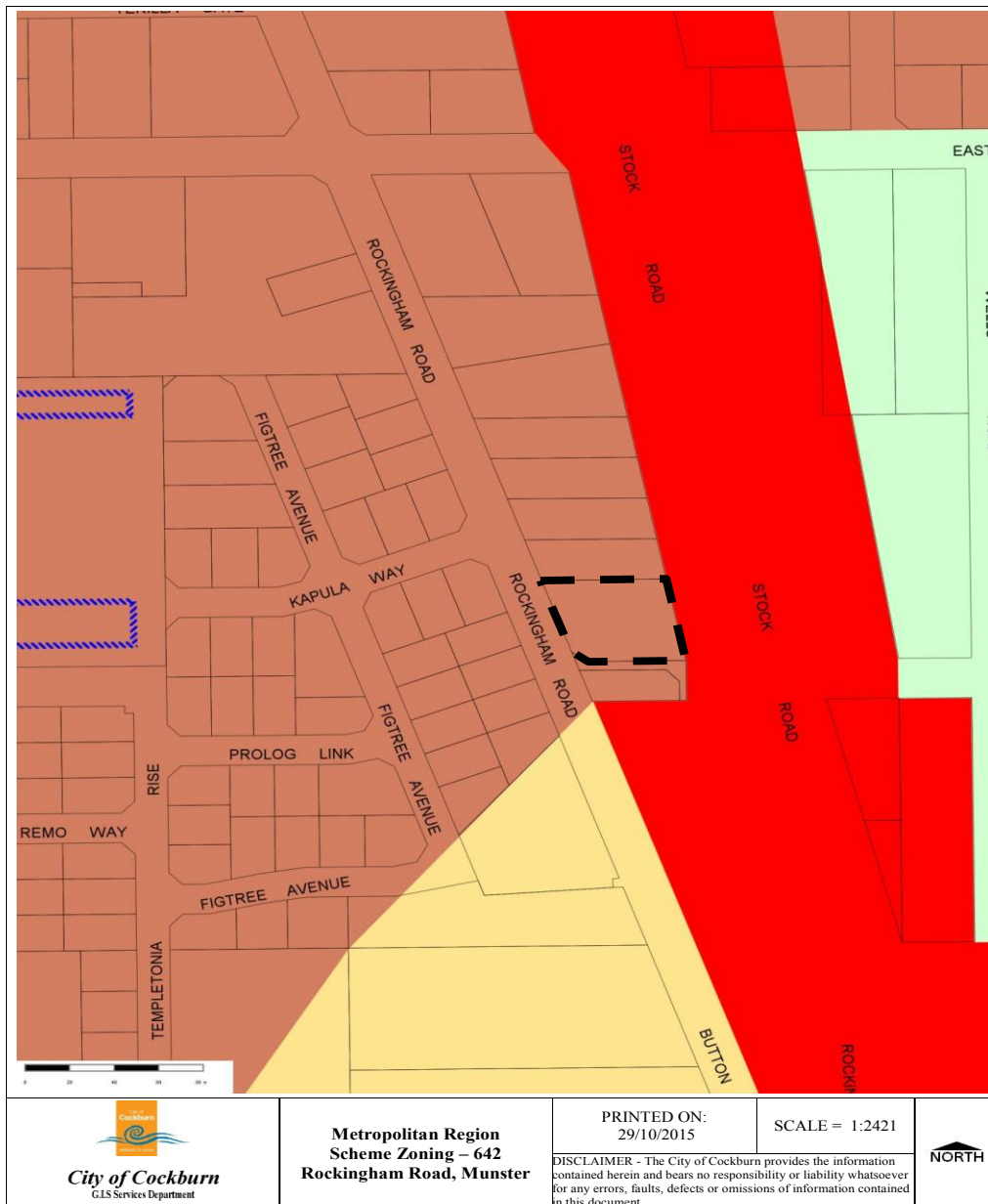


Figure 1– Structure Plan



Figure 2 – City of Cockburn Town Planning Scheme No.3 Zoning



**Figure 3 – Metropolitan Region Scheme Zoning**

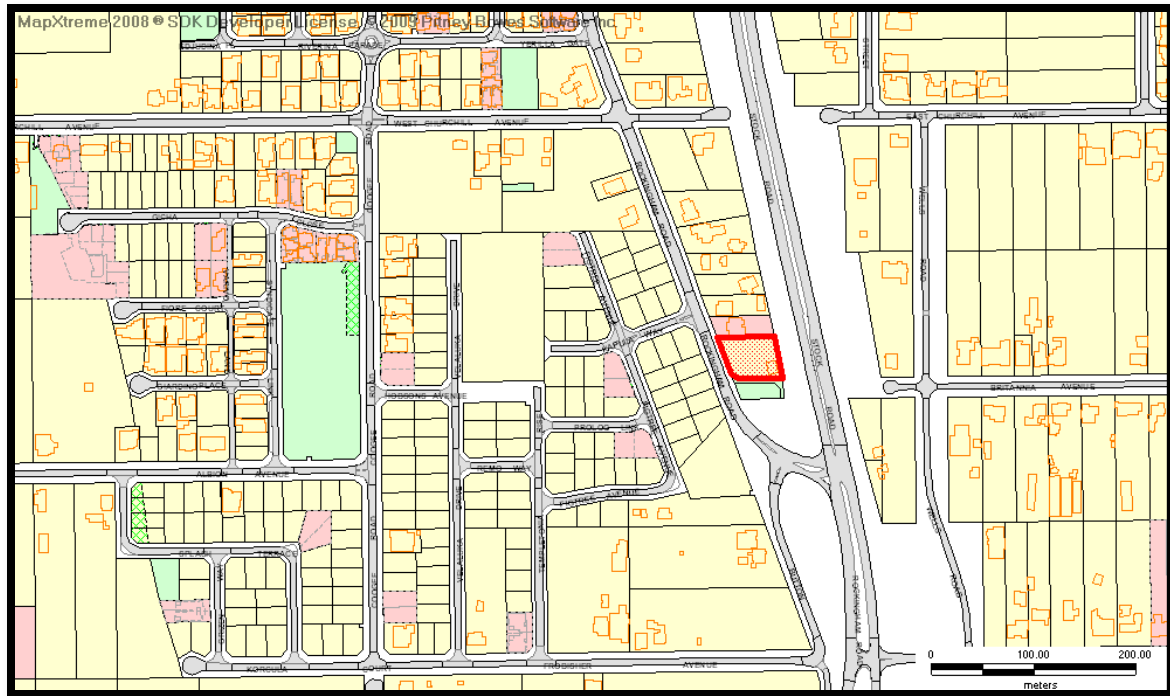


Figure 4 – Lot location Plan

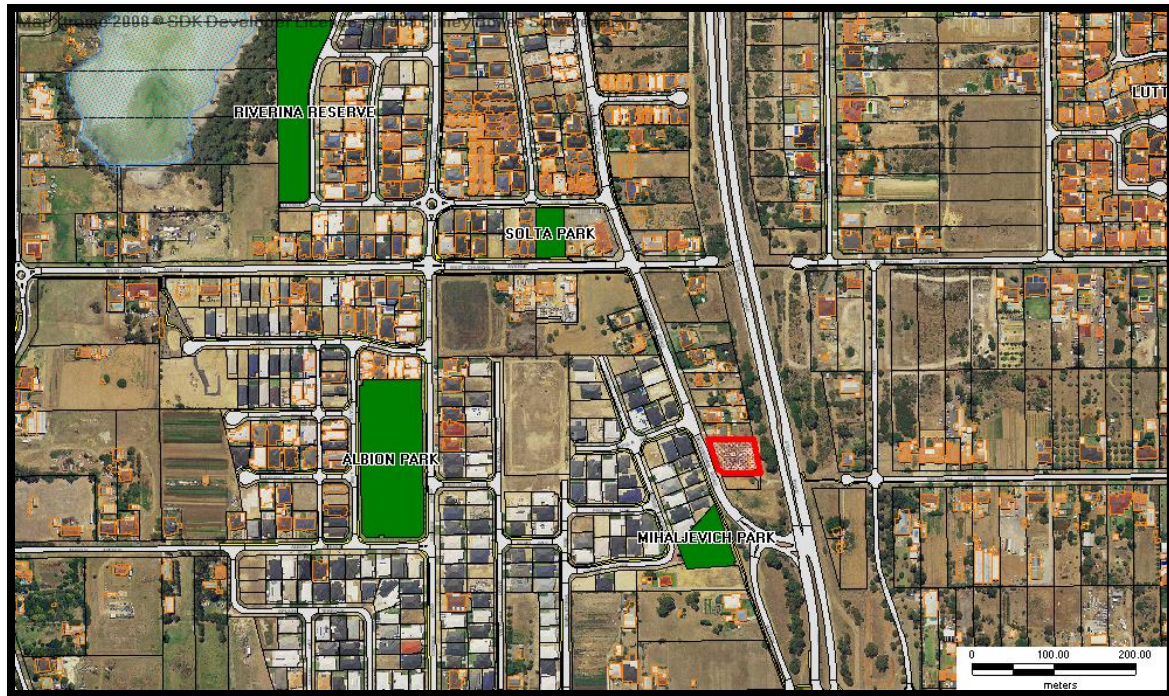


Figure 5 - Contour Plan





Figure 6 – Aerial Photograph



**Figure 7 - Public Open Space**

## 5 Conclusion

The subject area contains land which, given its proximity to services and public transport, is suitable for medium density development. This report has demonstrated that the proposed density and form of development anticipated by the structure plan is consistent with the relevant strategic planning documents such as Directions 2031, State Planning Policy 3 and Liveable Neighbourhoods, given the constraints of the site and proximity to facilities such as Churchill Avenue Local Centre and Mihaljevich Park. The development of the site shall be subject to the application of common infrastructure contributions as outlined above, and the implementation of measures to mitigate the impact of noise from Stock Road, consistent with the requirements of State Planning Policy 5.4.