

AGENDA

WORKS AND SERVICES COMMITTEE

9 September 2015

5.30pm

City of Albany Council Chambers

CITY OF ALBANY COMMUNITY STRATEGIC PLAN (ALBANY 2023)

VISION

Western Australia's most sought after and unique regional city to live, work and visit.

VALUES

All Councillors, Staff and Volunteers at the City of Albany will be...

Focused: on community outcomes

This means we will listen and pay attention to our community. We will consult widely and set clear direction for action. We will do what we say we will do to ensure that if it's good for Albany, we get it done.

United: by working and learning together

This means we will work as a team, sharing knowledge and skills. We will build strong relationships internally and externally through effective communication. We will support people to help them reach their full potential by encouraging loyalty, trust, innovation and high performance.

Accountable: for our actions

This means we will act professionally using resources responsibly; (people, skills and physical assets as well as money). We will be fair and consistent when allocating these resources and look for opportunities to work jointly with other directorates and with our partners. We will commit to a culture of continuous improvement.

Proud: of our people and our community

This means we will earn respect and build trust between ourselves, and the residents of Albany through the honesty of what we say and do and in what we achieve together. We will be transparent in our decision making and committed to serving the diverse needs of the community while recognising we can't be all things to all people.

TERMS OF REFERENCE

(1) Function:

The Works & Services Committee will be responsible for the delivery of the following Clean and Green Objectives contained in the City of Albany Strategic Plan:

- (a) To protect and enhance our pristine natural environment;
- (b) To promote environmental sustainability;
- (c) To promote our region as clean and green.

(2) It will achieve this by:

- (a) Developing policies and strategies;
- (b) Establishing ways to measure progress;
- (c) Receiving progress reports;
- (d) Considering officer advice;
- (e) Debating topical issues;
- (f) Providing advice on effective ways to engage and report progress to the Community; and
- (g) Making recommendations to Council.

(3) Chairperson: Cr Alan Hortin JP

(4) **Membership:** Minimum of 4 and a maximum of 7 elected members.

Current Membership: Mayor Wellington, Councillor Hortin JP, Councillor Gregson,

Councillor Dowling, Councillor Bowles, Councillor Hollingworth

(5) Meeting Schedule: Monthly

(6) Meeting Location: City of Albany Council Chambers

(7) Executive Officer: CEO or Executive Director Works and Services

(8) Delegated Authority: None

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1. DECLARATION OF OPENING

2. PRAYER AND ACKNOWLEDGEMENT OF TRADITIONAL LAND OWNERS

"Heavenly Father, we thank you for the peace and beauty of this area. Direct and prosper the deliberations of this Council for the advancement of the City and the welfare of its people. Amen."

"We would like to acknowledge the Noongar people who are the Traditional Custodians of the Land.

We would also like to pay respect to Elders both past and present".

3. RECORD OF APOLOGIES AND LEAVE OF ABSENCE

Mayor Mayor D Wellington (Member) Councillors: A Hortin JP (Chair) Member Member S Bowles (Deputy Chair) Member C Dowling Member B Hollingworth Member G Gregson Staff: M Thomson **Executive Director Works and Service**

S Parker

Apologies:

Minutes Secretary

4. DISCLOSURES OF INTEREST

Name	Committee/Report Item Number	Nature of Interest		

- 5. REPORTS OF MEMBERS
- 6. RESPONSE TO PREVIOUS PUBLIC QUESTIONS TAKEN ON NOTICE
- 7. PUBLIC QUESTION TIME
- 8. APPLICATIONS FOR LEAVE OF ABSENCE
- 9. PETITIONS AND DEPUTATIONS
- 10. CONFIRMATION OF MINUTES

DRAFT MOTION

VOTING REQUIREMENT: SIMPLE MAJORITY

THAT the minutes of the Works and Services Committee Meeting held on 12 August 2015, as previously distributed, be CONFIRMED as a true and accurate record of proceedings.

- 11. PRESENTATIONS
- 12. UNRESOLVED BUSINESS FROM PREVIOUS MEETINGS

WS085: MOUNT ELPHINGSTONE TO CENTRAL BUSINESS DISTRICT CYCLE LINK FEASIBILITY STUDY

Land Description : Mount Elphinstone (adjacent to Frenchman Bay Road

Hanrahan Road intersection)

Owner : City of Albany

Attachments : Mount Elphinstone to CBD Cycle Link Feasibility Study

Report Prepared by : Senior Engineering Officer (A Greenwood)

Executive Director Works and Services (M Thomson)

Responsible Officer: Executive Director Works and Services (M Thomson).

Responsible Officer's Signature:



STRATEGIC IMPLICATIONS

- 1. This item relates to the following elements of the City of Albany Strategic Community Plan 2023 and Corporate Business Plan 2014-2018:
 - a. **Key Theme:** 3. Connected built environment.
 - b. **Strategic Objective:** 3.1. To advocate, plan and build friendly connected communities.
 - c. **Strategic Initiative:** 3.1.1. Improve connectedness and traffic flows.
 - d. **Strategic Outcome:** A well designed, diverse and safe transport network that connects people and services.

Maps and Diagrams:

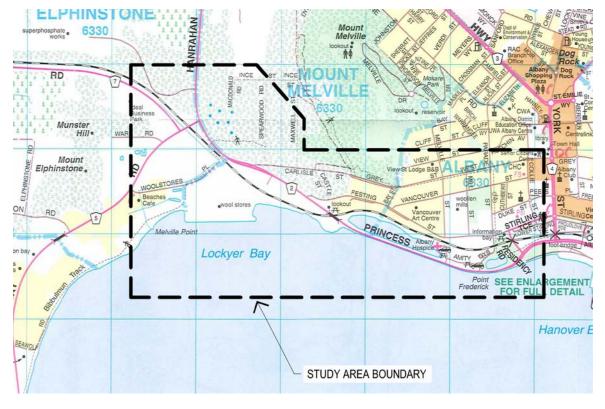


Figure 1: study area

In Brief:

- The City of Albany has conducted a feasibility study into providing a safe cycle route from Mount Elphinstone (adjacent to Frenchman Bay Road Hanrahan Road intersection) to the Albany Central Business District.
- The route is a key priority identified in the Cycle City Albany Strategy 2014-2019.
- Council is requested to receive the study and adopt its recommendations.

RECOMMENDATION

WS085: RESPONSIBLE OFFICER RECOMMENDATION

THAT Council RECEIVE the Mount Elphinstone to CBD Cycle Link Feasibility Study and ADOPT the recommendations therein.

BACKGROUND

- 2. In February 2014 Council adopted the Cycle City Albany 2014-2019 Strategy (CCA).
- 3. As part of the development of the CCA extensive community consultation was undertaken including surveys and community workshops.
- 4. The community engagement report (appendix C of the CCA) noted that 90% of respondents to the draft strategy believed that the Princess Royal Drive/Wool Stores missing link is one of the most significant areas for improvement for cyclists.
- 5. The Mount Elphinstone to CBD Feasibility Study addresses this specific area and considers a number of opportunities and constraints and recommends short, medium and long term options for both confident and less confident cyclists.
 - a. Confident Cyclists: Recommended route option provides on-road cycle lanes on Frenchman Bay Road, Lower Denmark Road and Princess Royal Drive with access to the CBD via Festing Street.
 - b. Less Confident Cyclist: Recommended route option provides an off road shared path along Frenchman Bay Road and then through existing bushland up to the top of Carlisle Street. The route continues along the northern side of Grey Street West through existing bushland and the adjacent road verge through to Collie Street. The option for less confident cyclists also makes provision for pedestrians.

DISCUSSION

- 6. City staff prepared the feasibility in house with a Project Control Group (PCG) established to guide the assessment of options. The PCG consisted of representatives from the following agencies and community groups:
 - a. Department of Transport;
 - b. Main Roads Western Australia;
 - c. Brookfield Rail;
 - d. Grange Resources;
 - e. Albany Bicycle User Group;
 - f. Albany Cycle Club;
 - g. Over 50's Cycle Club.
 - h. City of Albany (Rec. Services, Planning and Works and Services)

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- 7. The PCG was tasked with providing advice for the feasibility study and was responsible for:
 - a. Providing local advice to the City of Albany on proposed strategies for improvements;
 - b. Ensuring all views were appropriately represented during the developmental phase;
 - c. Providing guidance and assistance in regards to communication and consultation with stakeholders:
 - d. Providing advice and assist with the collection of data and local contextual information, as requested.
- 8. The PCG have endorsed the final study. Implementation will be stage subject to Council adoption and future budget considerations.

GOVERNMENT & PUBLIC CONSULTATION

- 9. A workshop/presentation was held at the City of Albany offices on 12 May 2015 and the PCG was presented with, and discussed, the various draft options and recommended routes from the Feasibility Study. Plans were provided for comment and the group also undertook a site visit.
- 10. The PCG met once again in June 2015 and were presented with the draft report for further comment.
- 11. The members of the PCG fed information back to their respective groups/agencies and provided feedback of their behalf.
- 12. As the feasibility is essentially a technical report with consultation undertaken during development of the options, recommendations are constrained to those which can be practically achieved. On this basis it is not considered necessary to advertise the report for public comment.
- 13. If adopted, the report will be published on the City of Albany website.

STATUTORY IMPLICATIONS

14. Nil

POLICY IMPLICATIONS

15. Nil

RISK IDENTIFICATION & MITIGATION

16. The risk identification and categorisation relies on the City's Enterprise Risk Management Framework.

Risk	Likelihood	Consequence	Risk	Mitigation
			Analysis	
People Health and Safety No alternative cycling routes available resulting in cyclists taking unacceptable risk.	Unlikely	Major	Medium	City progress the options outlined in the feasibility report.
Financial City not having funds to enable options to proceed.	Possible	Moderate	Medium	City has allocated funds in its 10 year Long Term Financial Plan. City staff to continue to pursue funding opportunities.

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FINANCIAL IMPLICATIONS

- 17. In respect to the feasibility report itself there are no financial implications. The study was budgeted and completed last financial year with the aid of part funding through the Department of Transport.
- 18. The short term recommendations in the feasibility report will (where required) progress into detailed design with a view to enabling detailed costing.
- 19. Allocations are made in the current Long Term Financial Plan in 2016/17 and 2017/18 to progress the recommendations.
- 20. City staff will actively seek external funding for the projects to supplement existing allocations.

LEGAL IMPLICATIONS

21. Nil

ENVIRONMENTAL CONSIDERATIONS

22. Some clearing is involved at implementation stage and City Reserves Officers will undertake the appropriate Environmental Impact Assessments.

ALTERNATE OPTIONS

23. Council may choose to not adopt the recommendations detailed within the feasibility study, in which case no further action will be take to progress the matter.

SUMMARY CONCLUSION

- 24. The implementation of the Mount Elphinstone to CBD Cycle Link would facilitate improved access for cyclists and a safer environment for travel within the City. The feasibility study outlines options which will improve cycling routes to cater for both confident and less confident cyclists.
- 25. Implementation will be staged in accordance with future budget considerations.
- 26. This report recommends that the feasibility report be received and its recommendations be adopted.

Consulted References		Austroads Engineering guides	
		Australian Standards	
	CROW standards		
		Albany Harbours Dual Use Path Planning Strategy 1996	
File Number (Name of Ward)	:	Vancouver Ward	
Previous Reference	:	Cycle City Albany Strategy 2014-2019	

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WS086: ADVERTISE USE OF RESERVE 30463 FOR MOTOCROSS

Land Description : Reserves 30463 and 35381

Proponent : City of Albany

Owner : Crown Land - Department of Parks and Wildlife
Attachments : Noise Management Plan, Lloyd George Acoustics

Report Prepared by : Manager City Reserves (M Ford)

Executive Director Works and Services (M Thomson)

Responsible Officer : Executive Director Works and Services (M Thomson)

Responsible Officer's Signature:



STRATEGIC IMPLICATIONS

- 1. This item relates to the following elements of the City of Albany Strategic Community Plan 2023 and Corporate Business Plan 2014-2018:
 - a) Key Theme: 2. Clean, Green and Sustainable.
 - b) **Strategic Objective:** 2.1. To protect and enhance our natural environment.
 - c) **Strategic Initiative:** 2.1.2. Sustainably protect and enhance our iconic coastline and reserves.
 - d) **Strategic Outcome:** Projects and programs that reflect the importance of our coastline and natural reserves.

Maps and Diagrams:

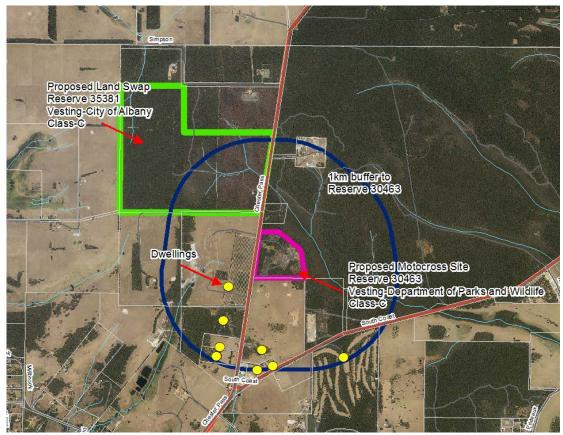


Figure 1: Location of proposed motorcross site and land swap (Reserve 35381)

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In Brief:

- The Albany Motorcycle Club previously held a lease over Reserve 30495 at Roberts Road for motocross activities from 1 July 1992 to 30 June 2013. Since the expiry of the lease in 2013 the club has not had a suitable site from which to conduct its activities.
- The Albany Motor Cycle Club has previously expressed interest in developing a portion of Reserve 30463 Chester Pass Road for motocross activities.
- The City has been furnished with a Noise Management Plan prepared on behalf of the Albany Motocross Club which details predicted noise levels and noise abatement measures for the site, if it were to be used for motocross activities.
- Reserve 30463 is vested with the Conservation Commission of Western Australia and is managed by the Department of Parks and Wildlife (DPaW). DPaW, in-principle, supports a transfer of land management to the City of Albany under a land swap arrangement involving an adjacent site.
- Consideration is sought in respect to these matters and in particular Council approval is sought to advertise the proposed use of the subject land seeking specific comment on the Noise Management Plan.

RECOMMENDATION

WS086: RESPONSIBLE OFFICER RECOMMENDATION

THAT Council:

- 1. SUPPORT in principle transferring land management responsibility of Reserve 30463 Chester Pass Road from the Department of Parks and Wildlife to the City of Albany
- 2. SUPPORT in principle, in return for item 1 above, transferring land management responsibility of Reserve 35381 Chester Pass Road from the City of Albany to the Department of Parks and Wildlife
- ADVERTISE the proposed use of reserve 30463 for motocross and related activities seeking community and government agency comment and seek specific comment the Albany Motorcycle Clubs proposed Noise Management Plan.
- 4. NOTE that following the conclusion of the advertising period a report will be prepared, that will address comments received, for Council consideration.

BACKGROUND

<u> Albany Motorcycle Club – Previous Track</u>

- 2. The Albany Motorcycle Club previously held a lease over Reserve 30495 at Roberts Road (see figure 1 above) for motocross activities from 1 July 1992 to 30 June 2013.
- 3. The City received numerous complaints regarding various aspects of the Clubs operations, with several of those complaints related to noise.
- 4. In 2008 the City, with the support of the Department of Environment and Conservation undertook noise measurements of the Clubs motocross activities. Analysis of the

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- measurements concluded that noise levels exceeded the limits defined by the *Environmental Protection (Noise) Regulations*, and subsequently the City issued the Albany Motorcycle Club with an Environment Protection Notice (EPN).
- 5. The Notice prevented the Club from using the site and required the Club to address reduction of noise emissions by way of preparation and implementation of a Noise Management Plan (attachment one) to abate noise and monitor the effectiveness of actions taken.
- 6. Irrespective of the Notice, the Club was given permission to operate for a limited number of days in 2009, 2010 and 2011.
- 7. The Notice remained in place until the Lease expired on 30 June 2013.
- 8. On expiry of the Lease the Club was required to remove all improvements and make good the land. The City assisted the Club with this process and implemented a remediation plan for the site.
- 9. Since this time the club has not had a suitable site from which to conduct its activities.

Albany Motorcycle Club - Proposed Alternative Site

- 10. The Albany Motorcycle Club has expressed the desire to develop a new motocross facility on a portion of Reserve 30463, located north of Bakers Junction and vested with the Conservation Commission of Western Australia.
- 11. The subject site (22ha) is part of a larger reserve and contains a disused gravel pit. It is partially cleared and is surrounded by native vegetation forming a natural noise and dust buffer. It appears to be well suited to the proposed use and is centrally situated.
- 12. The Department of Parks and Wildlife has given in-principle support to transfer the management of the Reserve to the City of Albany subject to the following:
 - a. A portion of City of Albany managed Reserve 35381 being excised under a new Reserve number with management order to DPaW;
 - b. Community support;
 - c. The site being excised from the Nature Reserve;
 - d. Clearing only occurring within the foot print of the pre-existing gravel pit;
 - e. Large trees being retained where possible to provide roosting habitat for Black Cockatoo species;
 - f. That approval for the establishment of a motocross site is obtained through DER Noise Management Branch; and
 - g. Use and management of the motocross site is undertaken under an Environmental Management Plan that includes protocols for dieback, weed management and vegetation management.

Previous Consultation/Research

- 13. The City of Albany has consulted with landholders on the proposal of motocross being undertaken at the subject Reserve 30463. In January 2013, 63 landowners within in the surrounding radius of 1km from the site were sent consultation letters seeking feedback on the proposal. Of the 19 responses received, 17 objected and 2 supported the idea of motocross.
- 14. The City of Albany undertook a phone survey in July 2015 of Western Australian municipalities that have motocross tracks and focused primarily on those located close to built-up areas. The purpose was to get a feel for operating requirements and issues being experienced. In summary:
 - a. Very few complaints were being fed through to the municipalities. Phone participants were of the opinion that this may be due to residents being accepting to the tracks as

- some tracks have been operational for over 50 years and some tracks are located in industrial locations:
- b. Also seems that operating times are moderately relaxed, meaning the tracks are available for use every day of the week.
- 15. The following provides more detailed results of the phone survey:

Local Government Authority	Comments
City of Geraldton	Motocross track was recently relocated to a light industrial area due to complaints around noise. Since relocating, no complaints have been received.
City of Bunbury and the Shire of Manjimup	Motocross track within close vicinity to residential housing. The tracks have been operational for over half a century without complaints. The tracks are open to users at all times and events are run on Saturdays and Sundays.
Shire of York	Motocross track, which has been operational for many years and is open to the public at any time. The Shire receives noise complaints on occasion. The Shire is looking to lease the site to a club to avoid issues around liability and insurance.
City of Cockburn	Motocross track located in an industrial area. The City of Cockburn advised regulating against the drinking of alcohol at any motocross venue due to potential anti-social behaviour.
City of Wanneroo	Motocross track located in a rural area. They do not receive noise complaints and are of the opinion that the location, away from residential areas is beneficial in terms of noise related issues.

DISCUSSION

Noise Management Plan

- 16. The Albany Motorcycle Club had a Noise Management Plan (attachment 1) prepared by Lloyd George Acoustics Pty Ltd to ensure that any noise impacts to neighbouring properties are minimised as far as practical.
- 17. The Noise Management Plan includes predicted noise levels during racing and provides details of the Clubs commitments in managing the noise emissions.
- 18. Noise is predicted to be approximately LA10 50 dB at the closest houses. This noise level would be audible at nearby residential premises and exceeds the assigned noise levels under the *Environmental Protection (Noise) Regulations 1967*.
- 19. Noise emissions from motor sport venues often exceed assigned levels during meetings and practice sessions. Consequently, the *Environmental Protection (Noise) Regulations* 1967 have been amended to enable a motor sport to apply for approval of a Noise Management Plan.
- 20. The application for approval of a Noise Management Plan is made to the Chief Executive Officer (CEO) of the local government.
- 21. If the CEO gives approval, the venue operating under an approved Noise Management Plan is exempt from the assigned levels as long as the Noise Management Plan is being complied with.

- 22. To minimise the impact of noise, the following noise management measures are proposed to be enforced by the Albany Motorcycle Club at all racing, training and practice sessions:
 - a. Ensure noise emissions for motorcycles are within best practice guidelines. The *Motorcycling Australia 2015 Manual of Motorcycle Sport* recommends a maximum 95db reading 30m from side of track.
 - b. Limit the use of the track to prescribed times only. On days that the track is open, a curfew will be enforced. Training days will be under the supervision of officials, and only officials that are rostered on will have access to a gate key. When the track is closed, it will be securely locked and riding will be strictly prohibited.
 - c. All motorcycles using the track will be tested to ensure that they comply with Motorcycling Australia and FIM (Federation of International Motocross) Guidelines on noise output. The club has a sound level meter for this purpose and a number of club members are accredited Noise Control Officers. Any motorcycles failing the test will not be permitted to race until they conform to the Guidelines.
 - d. A maximum fourteen Sunday race events are proposed per year, (some events may be held on a Saturday). Race days start at approx 8.30 am and finish at approx 5pm.
 - e. From March to November, training will occur on three days per week between 12pm and 6.30pm (curfew time will be drastically reduced in mid winter due to daylight).
 - f. From December to February, training will occur on two days per week between 12pm and 6.30pm. Club members and officials will be informed of curfew times for training days.
 - g. The Albany Motorcycle Club commits to supplying our neighbours with a copy of their race calendar at the beginning of the season. The club will also inform neighbours of any changes to the calendar that may occur during the year.
 - h. The Albany Motorcycle Club wishes to maintain a good relationship with their neighbours and will ensure that systems are in place to address any concerns our neighbours have.
 - i. The Albany Motorcycle Club will provide all affected residents with a complaints number. All complaints will be answered as soon as possible and no later than 24 hours after the complaint was received. The reason for the complaint will be investigated and any remedial action will be conveyed to the complainant.
 - j. A log of any complaints will be kept on record and will be presented to the City of Albany upon request.

GOVERNMENT & PUBLIC CONSULTATION

- 23. As stated earlier in this report, landholders within the locality (Bakers Junction) were consulted on the proposed motocross site. At this time consultation was undertaken without a Noise Management Plan having been prepared.
- 24. As a requirement under the *Environmental Protection (Noise) Regulations 1967 as amended*, landholders within 1km of the boundaries to the portion of Reserve 30463, proposed for motocross, are to be requested to make a submission on whether or not a Noise Management Plan should be approved.
- 25. It is therefore necessary that the motocross proposal be formally advertised and that specific comment be sought in respect to the Noise Management Plan.

STATUTORY IMPLICATIONS

- 26. For owners consent, transfer of land, leasing arrangements and excision of land, applications may need to be made to:
 - a. Parliament under section 43 of the Land Administration Act 1997;
 - b. Department of Lands; and/or
 - c. Western Australian Planning Commission.
- 27. Specific considerations under the Land Administration Act 1997 include:

- Section 18 states that a person shall not deal with interest in Crown Land or lease or licence Crown land without the prior approval of the Minister of Lands;
- Section 46 allows the Minister for Lands to place the care, control and management of a reserve to a management body;
- Section 50 allows the Minister for Lands to revoke a management order for a Crown Reserve where the management body agrees that it should be revoked;
- Section 51 allows the Minister for Lands to cancel or amend the boundaries of a reserve;
- Section 18 (1) provides that a person must not, without the prior approval in writing
 of the Minister, assign, sell, transfer or otherwise deal with interests on Crown land.
 The Ministers consent to any new lease will be sought.
- 28. Consideration will need to be given to Section 3.58 of the *Local Government Act 1995* which defines the requirements for the disposal of property, including leased land and buildings.
- 29. Section 30 of the *Local Government (Functions and General) Regulations 1996* defines the dispositions to which the advertising requirements of Section 3.58 of the Act do not apply. The Albany Motorcycle Club is a not for profit sporting association, therefore exempt from the advertising requirements.

POLICY IMPLICATIONS

30. Nil.

RISK IDENTIFICATION & MITIGATION

31. The risk identification and categorisation relies on the City's <u>Enterprise Risk Management</u> Framework.

Risk	Likelihood	Consequence	Risk Analysis	Mitigation
Community Adjacent landowners not having opportunity to comment resulting in negativity towards the proposed use.	Likely	Moderate	High	The City will advertise the proposal and consult with required agencies direct.
Environment Damage to remnant vegetation.	Possible	Moderate	Medium	City to take control of the subject land and impose strict conditions on use. Motocross club and City reserves team to work closely together to ensure that activities are confined to previously degraded areas.

FINANCIAL IMPLICATIONS

32. Apart from minor advertising costs, there are no direct financial implications in relation to this item. Should the matter progress there will some minor administrative costs associated with land management processes. Costs will be covered through existing operational accounts.

LEGAL IMPLICATIONS

33. There are no legal implications in respect to seeking community and agency comment.

ENVIRONMENTAL CONSIDERATIONS

34. An environmental assessment will need to be submitted and implemented to the satisfaction of the City, as a component of an application for Planning Scheme Consent should the matter progress further.

ALTERNATE OPTIONS

35. Council may wish to not proceed with advertising the proposal, in which case the issue will lapse and no further action will be taken.

SUMMARY CONCLUSION

- 36. The Albany Motorcycle Club has expressed an interest in utilising Reserve 30463 for motocross activities.
- 37. To progress this matter, a potential way forward is for the City of Albany to take over control (land management) of the subject land from the Department of Parks and Wildlife and for the City to formally advertise the proposed use of the land and in particular seek comment on the proposed means of noise management.
- 38. This report recommends that a transfer of land management be supported in principle and the proposed use be advertised with comments being sought and results being brought back to Council for future consideration.

Consulted References	:	 Local Planning Scheme 1 Local Planning Strategy Environmental Protection (Noise) Regulations 1967 Land Administration Act 1997 Motorcycling Australia - 2015 Manual of Motorcycle Sport
File Number (Name of Ward)	:	A174968 PRO170
Previous Reference	:	Nil

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WORKS AND SERVICES COMMITTEE MEETING AGENDA – 09/09/2015

- 14. NEW BUSINESS OF AN URGENT NATURE INTRODUCED BY DECISION OF COUNCIL
- 15. MOTIONS OF WHICH PREVIOUS NOTICE HAS BEEN GIVEN Nil.
- 16. REPORTS OF CITY OFFICERS
- 17. MEETING CLOSED TO PUBLIC Nil.
- 18. CLOSURE