

10.4.1 – Jarrahdale Trail Town Business Case (SJ3406)

Responsible Officer:	Deputy CEO / Director Community and Organisational Development
Senior Officer:	Chief Executive Officer
Disclosure of Officers Interest:	No Officer involved in the preparation of this report has an interest to declare in accordance with the provisions of the <i>Local Government Act 1995</i> .

Authority / Discretion

Executive	The substantial direction setting and oversight role of the Council such as adopting plans and reports, accepting tenders, directing operations and setting and amending budgets.
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Report Purpose

The purpose of this report is for Council to consider adopting the draft Jarrahdale Trail Town Business Case and Implementation Plan after a period of community comment.

Relevant Previous Decisions of Council

Ordinary Council Meeting – 21 June 2021 - OCM154/06/21 - COUNCIL RESOLUTION / Officer Recommendation

That Council:

1. *RECEIVES the draft Jarrahdale Trail Town Business Case as contained in attachment 1;*
2. *REQUESTS the Chief Executive Officer advertise the Jarrahdale Trail Town Business Case for public comment for a period of 60 days; and*
3. *REQUESTS that the draft Jarrahdale Trail Town Business Case and any public submissions be presented for consideration by Council at the September 2021 Ordinary Meeting of Council.*

Ordinary Council Meeting – 20 July 2020 - OCM227/07/20

That Council:

1. *ADOPTS the Corporate Business Plan 2020-24 as contained within attachment 1;*
2. *ADOPTS the Long Term Financial Plan 2020-30 as contained within attachment 2; and*
3. *AUTHORISES the Chief Executive Officer to apply the Shire's Corporate Branding in finalising the Corporate Business Plan for publication.*

Background

In June 2021 Council considered the draft Jarrahdale Trail Town Business Case (**attachment 1**) and agreed to advertise it for a period of public comment for 60 days.

Contact Us

Enquiries

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The public consultation period was held from 22 June to 20 August 2021 and Council is now requested to endorse the Jarrahdale Trail Town Business Case with amendments as contained in **attachment 2**, reflecting feedback received during the public comment period.

Community / Stakeholder Consultation

Invitation to Comment

An invitation to comment was sent to all Stakeholders, previous survey respondents and landholders as identified in the report provided to Council at the June 2021 OCM.

Responses were received from:

- Main Roads WA
- Department of Biodiversity, Conservation and Attractions (DBCA)
- Jan Star
- Department Local Government Sport and Cultural Industries (DLGSC)
- National Trust WA
- Jarrahdale Heritage Society
- Recreational Trailbike Riders' Association WA
- Hike West
- Department of Fire and Emergency Services (DFES)
- Alcoa of Australia Limited
- Southern Hills Mountain Bikers
- Department of Primary Industries and Regional Development (DPIRD)
- Water Corporation
- Department of Water and Environmental Regulation (DWER)

Stakeholder Meetings

Individual meetings were held with the following stakeholders:

- Peel RDA, 23 June 2021
- DBCA, 15 July & 12 August 2021
- Jan Star, 15 July 2021
- SJ Trails Group, 5 August 2021
- DLGSC, 16 August 2021
- National Trust, 11 August 2021

Community Comment- Your Say SJ

The Business Case was available for comment on your Say SJ from 22 June 2021 to 20 August 2021. The page received 441 visits with 83 responses received.



Public Meetings

Two opportunities to meet with Officers in Jarrahdale to discuss the Business Case were advertised to the public being, 15 July 2021 and 5 August 2021 between 4pm to 6.30pm. Officers met community members and groups during these times and at times suitable to the community members.

Access to copies of the Business Case

Hard copies were available at the Shire Administration Centre, Mundijong Public Library, Jarrahdale Community Collective Office and Share Shed and at the Old Post Office and Museum during their opening times. Hard copies were also printed and provided to the community on request. The Business Case was also available online.

Summaries of all responses are included as **attachment 3** of this report.

Statutory Environment

Nil.

Comment

Overview of outcomes from community consultation

The period of public comment provided Officers with an opportunity to further discuss the aspirations and outcomes contained in the draft business case.

Overall, the consultation and feedback supported the recommendations contained in the draft Business Case and the positions expressed in the initial community and stakeholder consultation.

Discussion with community members and groups provided an overview of their further consideration of the actions in the business case. Overall, the business case was well received by the community, with high levels of excitement and anticipation at the Shire's commitment to achieving trails and economic outcomes in Jarrahdale.

Discussions with State Government Agencies were varied, there was general concern expressed with the aspiration to achieve Trail Town accreditation given the close proximity to Dwellingup and the level of investment in developing Dwellingup and Collie as Trail Towns. There was support for focussing on the development of equine trail opportunities and a recognition of this as a strong point of difference for Jarrahdale. There was also caution in relation to the proposed three-year time frame to achieve accreditation given the level of investment and coordination needed to meet the accreditation requirements. Dwellingup as an example has been a process of over seven years and still has not met all criteria to achieve Trail Town accreditation. Officers were encouraged to consider a longer time period with an initial focus on Jarrahdale becoming a quality trails destination with a ten-year target to meet Trail Town accreditation. There was however support for the coordination of trails maintenance and development in Jarrahdale and efforts to enhance Jarrahdale as a trails destination.

Community responses through surveying were dominated by off road trail bike riders advocating for off road trails and riding areas. Many indicated that they currently ride in Jarrahdale and were advocating for the inclusion of off-road trails in the business case.

Other points of feedback during the consultation period include the importance of working in partnership with Traditional Owners, capturing the key role that DBCA plays in trails and land management in Jarrahdale and the partnership required between the Shire and DBCA. The interruption of the current Jarrahdale Bridle Trail and the need for its realignment around a quarry,



the impact of the proposed expansion of Alcoa mining into the Myara North lease area, the need to include possible funding opportunities in the business case, the benefits of a working group consisting of a range of stakeholders, and the need to work with Trails WA to establish equine trails requirements to be included in the Trail Town accreditation package.

Changes/ additions to the draft business case

As a result of this consultation period, a number of changes have been made to the draft business case, including the removal of some information considered unnecessary. Due to the nature of the changes a track changes version of the document is not available, and changes are summarised below.

Time period for achieving Trail Town Accreditation: It is recommended this be changed to be a ten-year period as opposed to a three-year period. The actions for the first five years will focus on the enhancement of the existing trails networks and supporting infrastructure and quality of Jarrahdale as a trails destination. This will include works to understand the condition of the trails, prioritisation of works on existing trails, developing concepts for new equine trails, building relationships with Traditional Owners and understanding the Aboriginal Heritage Values of Jarrahdale, establishing a model of governance with the key trails partners in Jarrahdale, planning for land use and understanding associated costs. This will provide a solid foundation of information to inform funding applications and future development of trails and associated infrastructure leading towards accreditation around the ten-year period. This time period is also better aligned with the Shire's capacity to deliver the recommendations from both a financial and human resource perspective.

The Key Priority Areas and Recommendations section has been updated to reflect this time period along with the Implementation Plan and the Financial and Economic Analysis Sections.

Trail Town Case Study: This section has been removed as it was considered unnecessary and was contributing to the significant size of the document.

Funding Opportunities: This section has been added identifying possible funding opportunities for the maintenance and development of trails.

Key Priority Areas and Recommendations: Minor changes have occurred removing some works already achieved and including some new recommendations including the realignment of the Jarrahdale Bridle Trail, inclusion of additional recommendations in working with Traditional Owners and the need to work with Trails WA to develop equine trail criteria for inclusion in the accreditation documentation. Other changes are focussed on the inclusion or removal of lead agency / partners against the recommendations where organisations advised that they should be excluded or included.

Implementation Plan:

The Implementation Plan lists all high priority recommendations that are necessary to be undertaken over a ten year period in order to achieve Trail Town Accreditation. The Business Case outlines other recommendations listed as medium or low priority that will provide additional benefit to the development of Jarrahdale as a Trail Town but are not necessary to achieve the requirements for accreditation therefore these have not been included in the Implementation Plan.

The following recommendations have been removed from the Implementation Plan:

- **Develop a Jarrahdale Trail Town website \$20,000** - due to current upgrades to the Trails WA website the opportunity to have a Jarrahdale destination page on the website will



become available and as the primary site for trails in WA there will be better exposure for Jarrahdale trails via this website and avoid unnecessary duplication.

- **Install large generators at the Jarrahdale telecommunications tower to increase longevity of backup power \$35,000-** Investigate the feasibility of diesel generator vs solar battery storage - this project has been completed.
- **Design and construct new Trail Centres in Jarrahdale and Byford. These Trail Centres can be linked through the Langford Park and Wungong Regional Park Trail Network \$5,000,000-** Strong feedback was received that references to trail development in Byford should not be included in the business case as these were separate projects. Therefore, reference to trails development in Byford has been removed from the document. Officers recognise that the Implementation Plan and costings will require update annually to reflect actions that arise from work undertaken and accurate costings as they become known. Once the cost of the development of the Trail Centre in Jarrahdale are known, the Implementation Plan will be updated to reflect these costs.
- **Work with TrailsWA to create a Trail Town profile on TrailsWA.com.au \$0-** This was a duplication of another recommendation.

The following new recommendations have been added to the Implementation Plan:

- **1.8 Prepare a plan and associated costings for the operations of the No 1 Jarrahdale Mill and the Mill Managers House, complementing the desired outcomes of the activation of Jarrahdale Heritage Park, proposed Trail Centre at LOT 814 and accreditation as a Trail Town. Use the plan to support an expression of interest to the National Trust of Western Australia, to lease both facilities when the opportunity arises \$10,000-** This recommendation has been reclassified from a medium to a high priority and therefore included in the Implementation Plan. This is to ensure that the Shire has completed these works prior to an Expressions of Interest Period for the lease of these two facilities being undertaken by National Trust, with Officers having been informed by the National Trust that this process will be undertaken again in the near future.
- **3.6 Investigate the commercial feasibility of developing LOT 814, Jarrahdale to support the Jarrahdale Trail Town Initiative \$20,000-** This has been included in the Implementation Plan to reflect the necessary feasibility work be undertaken prior to the master planning of LOT 814.
- **8.4 Review the footpath provision in Jarrahdale linking the key infrastructure sites and develop a footpath plan \$10,000-** This has been included to ensure that the footpath network in Jarrahdale supports the safe movement of pedestrians and other users throughout the town, linking the key infrastructure sites.

Other high priority recommendations have either remained within their initial timeframe for delivery or been moved to future years recognising the span of 10 years for delivery. Consideration has been given to the year one recommendations taking into consideration current resource availability and recognising that it is now the end of quarter one of the first year. Some first-year projects are significant and expected to continue being delivered in the 2022/2023 financial year.

The inclusion and removal of recommendations in the Implementation Plan has an overall impact on the total costs within the Implementation Plan and an impact on the economic and tourism output data as outlined in the Business Case.



Key Stakeholder Groups: This section has been enhanced with the identification/inclusion of additional stakeholders and landholders/ owners.

Appendices: These have been reduced as a result of feedback received regarding the size of the business case.

Trails and Trail Markets: This section has been introduced combining some trails information previously contained in other sections of the business case and the Trail Market section.

Trail Bikes and Off-Road Vehicles: Given the level of response from the off road community, in particular the trail bike community this has been addressed in the business case. Due to a lack of available land and a lack of support from DBCA as the land owner/manager, the business case does not recommend the development of trail bike trails or sanctioned riding areas or trails and recommends a review in ten years and a period of community consultation with residents prior to any decisions being made.

Equine Trails opportunities: The role of equine trails as a point of difference and the development of further equine trail opportunities has been enhanced in the business case.

Economic and tourism benefits

The direct investment estimated in this business case to develop and enhance Jarrahdale as a Trail Town is \$31.487 million which will generate positive economic benefits, both during construction and development of the trails and associated infrastructure, and through the on-going generation of visitors through tourism and the associated spend and flow-on effects generated by the visitor economy.

This investment will enable Jarrahdale to become an integrated, high quality and sustainable Trail Town in one of Western Australia’s premier tourism regions. Visitors will enjoy high quality tourism experiences and will likely return with plans to further utilise the trails and spread the word to their connections to visit also. The generation of additional visitation will also increase the demand for services such as accommodation, food and beverage, and trail related services such as equipment hire and supplies, guided tours and shuttle services.

It is forecast that the total economic impact of investing in the Jarrahdale Trail Town, as a result of the direct investment, will be \$54.442m. This will support up to 124 jobs (includes 73 direct and 51 flow on/indirect jobs) over the lifespan of the implementation plan.

It is forecast that the additional economic impact as a result of the development of the visitor economy and increased visitation within Jarrahdale, will be \$452.63 million over 10 years. This includes \$260.76 million directly and \$191.86 million indirectly through the supply chain and consumption effect. This will support up to 979 jobs over a minimum 10 year period.

Delivery of year one priorities

The implementation plan on pages 109-122 provides an overview of priorities and high-level costing and resourcing of the delivery of the priorities.

Table 1 below details the actions for year one, which some will take two years to complete, as per the implementation plan.

ACTION	Year(s) of delivery - Cost	
	2021/2022	2022/2023
1.5 Prepare a business case to inform Council decision making regarding the feasibility of entering into a lease of Heritage Park.	\$7,000	\$3,000



ACTION	Year(s) of delivery - Cost	
The business case is to consider any improvement works necessary, future development opportunities (e.g. nature play, cultural heritage interpretation, amphitheatre, sculptures and picnic areas), proposed arrangements for maintenance and management of the park, commercial opportunities and associated costings.		
2.4 Conduct a detailed on ground trail audit of all 20 trails identified in this Business Case that are relevant to the creation of Jarrahdale as a Trail Town. This should include signage, risks/hazards, upgrades, determine grading, surface type, usage, trail type etc.	\$15,000	\$35,000
2.9 Complete the development of the Mounts Loop Trail Feasibility and Implementation plan, detailing a trail development that links Jarrahdale to the Mounts and the Bibbulmun Track.	\$31,000	
2.12 Work with DBCA to develop a concept plan for new Jarrahdale Equine networks.	\$30,000	
3.6 Investigate the commercial feasibility of developing LOT 814 Jarrahdale to support the Jarrahdale Trail Town Initiative, including a land feasibility study for the development of residential lots at LOT 814 Jarrahdale by the Shire or by a State Government Agency.	\$20,000	
4.2 Provide support to the Jarrahdale Heritage Society to enable the ongoing production of the Jarrahdale Trail Booklet and Trail Maps.	\$5,000	
4.3 Develop a Signage design suite for each trail type integrating the Jarrahdale Trail branding and relevant information to meet industry and Australian standards for signage	\$20,000	
4.6 Upgrade the Jarrahdale Town Walk Signage.	\$5,000	
6.6 Allocate Shire resources including persons and equipment to undertake trail maintenance.	Ongoing \$150,000	
10.1 Upgrade the Kitty's Gorge trail head car parking and provide additional carparking bays in the road reserve located north of Atkins Street (locally known as Myrtle Way).	\$50,000	\$161,000
12.1 Redevelop Jarrahdale Oval in response to community use and to support Trail Town activities.	\$40,000	
13.7 Provide a range of trails activation activities and events throughout the year.	Ongoing \$20,000	
21.1 Establish a Trail Town reference group to assist the Shire in the development of Jarrahdale as a Trail Town.	Ongoing \$2,500	
24.1 Continue to develop the Jarrahdale Trails brand identity project.	\$36,000	
TOTAL COST	\$431,500	\$199,000

Table 1: Year 1 Priority Action plan delivery financial impacts

Annual revision of the Business Case Implementation Plan

The Business Case contains a number of significant projects, the exact cost of which are currently unknown until investigation and planning works are complete. Costs included are estimations



based on actual costs for similar projects or in the case of some projects such as lease of Heritage Park and development of the Trail Centre at LOT 814, the costs have not been included as they are unknown. The Implementation Plan will be reviewed annually to reflect updated projects and costings as they evolve, this will also allow for the recognition of new opportunities as they arise through partnership with community and the State and Federal Governments.

Options and Implications

Option 1

That Council:

1. NOTES the submissions received at **attachment 3** on the Jarrahdale Trail Town Business Case;
2. ENDORSES the Jarrahdale Trail Town Business Case as contained in **attachment 2**; and
3. REQUESTS the Chief Executive Officer to advocate for external funding to deliver the recommendations within the Jarrahdale Trail Town Business Case at **attachment 2**.

Option 2

That Council:

1. DOES NOT ENDORSE the Jarrahdale Trail Town Business Case as contained in **attachment 2**; and
2. REQUESTS the Chief Executive Officer undertake further community consultation and provide a revised Jarrahdale Trail Town Business Case as soon as practicable.

Option 3

That Council:

1. DOES NOT ENDORSE the Jarrahdale Trail Town Business Case as contained in **attachment 2**; and
2. REQUESTS the Chief Executive Officer revise the Jarrahdale Trail Town Business Case Implementation Plan to reflect a three year time period to achieve Trail Town Accreditation and provides a revised copy for Council's consideration at the August 2021 Ordinary Meeting of Council.

Option 4

That Council:

1. DOES NOT RECEIVE the Jarrahdale Trail Town Business Case as contained in **attachment 2**; and
2. RESOLVES not to progress with further works with the goal of the achievement of Jarrahdale as a Trail Town.

Option 1 is recommended.

Conclusion

The investment in the development of Jarrahdale as an accredited Trail Town will result in localised employment opportunities, improved trail quality and amenity and a total economic



impact of \$54.442m. It is recommended endorse the Jarrahdale Trail Town Business Case as contained in **attachment 2**.

Attachments (available under separate cover)

- **10.4.1 - attachment 1** – Draft Jarrahdale Trail Town Business Case (original) (IN21/8930)
- **10.4.1 - attachment 2** - Jarrahdale Trail Town Business Case (revised) (E21/9994)
- **10.4.1 – attachment 3** – Submissions Summary (E21/8673)

Alignment with our Strategic Community Plan

Outcome 1.1	A healthy, active, connected and inclusive community
Strategy 1.1.1	Provide well planned and maintained public open space and community infrastructure
Outcome 1.2	A recognised culture and heritage
Strategy 1.2.1	Recognise local heritage
Strategy 1.2.2	Encourage and support public art in public areas
Outcome 2.2	A sustainable natural environment
Strategy 2.2.1	Develop, maintain and implement plans for the management and maintenance of Shire controlled parks, reserves, and natural assets
Strategy 2.2.4	Support community groups (both new and existing), who are preserving and enhancing the natural environment.
Outcome 3.1	A commercially diverse and prosperous economy
Strategy 3.1.1	Actively support new and existing local businesses within the district.
Outcome 3.2	A vibrant tourist destination experience
Strategy 3.2.1	Actively support tourism growth within the district
Outcome 4.2	A strategically focused Council
Strategy 4.2.2	Ensure appropriate long term strategic and operational planning is undertaken and considered when making decisions

Financial Implications

The total value of required investment into the development of Jarrahdale as an accredited Trail Town \$13.298 million over 10 years. This does not include any capital construction costs that arise from capital works necessary to develop a trail centre at Lot 814 Jarrahdale Road, Jarrahdale, costs associated with the development and maintenance of Jarrahdale Heritage Park and the maintenance of trails. The costs of these are unknown until the initial exploratory work is undertaken.

The majority of the actions listed in the business plan are to be led or undertaken by the Shire. The Shire will continue its advocacy efforts to secure funding from State and Federal Governments to achieve the recommendations within the Business Case.

Some actions will be able to be achieved through current Shire staff resources as outlined in the Business Case.

Should Council request further work be undertaken on the business plan as per Option 2 and Option 3 this may result in additional consultancy costs and may require the provision of additional budget.



The costs contained in the Business Case are estimated costs largely based upon average costs at the time of writing the Business Case intended to serve as a guide. Until the projects within the Business Case are fully planned and costed the actual cost of many of these will remain unknown. For this reason the Implementation Plan and costings will be updated annually.

Risk Implications

Risk has been assessed on the Officer Options and Implications:

Officer Option	Risk Description	Controls	Principal Consequence Category	Risk Assessment			Risk Mitigation Strategies (to further lower the risk rating if required)
				Likelihood	Consequence	Risk Rating	
1	Council has insufficient funds to deliver the recommendation contained in the business case and cause community disappointment.	Consider annual budget allocations and seek external funding opportunities. Build partnerships with other key stakeholders.	Strategic Stakeholder Relationships	Possible	Major	SIGNIFICANT	Nil
2	Delays in the completion of the business case and delivery of recommendations	Endorse business case	Organisational Performance	Unlikely	Moderate	MODERATE	Nil
3	Significant financial investment in a short period of time will result in loss of service delivery in other areas	Endorse business case with recommended ten year period for delivery	Organisational Performance	Unlikely	Major	MODERATE	Nil
4	Loss of opportunities to capitalise on social, environmental and economic outcomes of a trail town	Endorse business case	Reputation	Rare	Major	LOW	Nil



Continued

Ordinary Council Meeting Agenda – Monday, 11 October 2021 – Item 10.4.1

Voting Requirements: Simple Majority

Officer Recommendation

That Council:

- 1. NOTES** the submissions received at attachment 3 on the Jarrahdale Trail Town Business Case;
- 2. ENDORSES** the Jarrahdale Trail Town Business Case as contained in attachment 2; and
- 3. REQUESTS** the Chief Executive Officer to advocate for external funding to deliver the recommendations within the Jarrahdale Trail Town Business Case at attachment 2.