



# MAJOR PROJECT

## Preliminary Business Case

<b>Project Name</b>	Woodvale Skate Facilities
<b>Project Sponsor</b>	Director Planning and Community Development
<b>Project Manager</b>	Senior Project Officer
<b>Joondalup 2032 Key Theme</b>	Place
<b>HP Records</b>	08096

## VERSION CONTROL

	<b>Date</b>	<b>Author</b>	<b>Details</b>
1	17/06/2022	C Thompson A Ellingham	First draft for internal stakeholder review
2	29/07/2022	C Thompson	Second draft
3	19/10/2022	C Leigh	Final

## EXECUTIVE SUMMARY

This preliminary business case responds to Council's resolution at its meeting held on 14 December 2021 (C144-12/21 refers) to request the Chief Executive Officer to initiate development of a business case for the provision of a skate facility at the site of the old Woodvale Trotting Track on Woodvale Drive in Woodvale, noting:

1. An election commitment by the current State Government of \$800,000 as a contribution towards funding of the facility; and
2. The City would liaise closely with the Western Australian Planning Commission and the Department of Biodiversity, Conservation and Attractions as part of the business case.

Existing public open spaces in Woodvale are influenced by various constraints, including existing open space users, clubs, and facilities which may present challenges to introducing skate facilities. The trotting track site is unencumbered by existing facilities and user groups, is not located in close proximity to existing residences, and is in a locality with other community facilities including Woodvale Senior High School and Woodvale Baptist Church. These macro suitability factors lend the site to a thorough investigation of detailed site conditions and attributes to determine whether the site would be suitable for facilities, and to understand the potential cost implications associated with providing facilities at the site.

A staged approach to the business case has been undertaken to allow for feasibility review of critical site issues prior to developing options and completing a detailed business case. Issues considered in the initial feasibility assessment presented within this preliminary business case include:

- Alignment with the City's Outdoor Youth Recreation Strategy
- Alignment with the Yellagonga Regional Park Management Plan
- Alignment with the Yellagonga Integrated Catchment Management Plan
- Critical site constraints, including tenure, heritage, and suitability for young people
- Potential cost to the City

Key issues impacting the feasibility and potential success of a skate facility at the old trotting track site in Woodvale include:

- The Department of Biodiversity, Conservation and Attractions, the land manager of the site, have advised they do not believe the establishment of a skate park is consistent with the Yellagonga Regional Park Management Plan and do not support a skate park at this location.
- The need identified in the City's Outdoor Youth Recreation Strategy is for an incidental-scale skate facility. Incidental facilities are typically integrated with existing, complementary facilities. The site does not currently include activated spaces, complementary facilities or sites of interest to young people. This presents risk of facilities being underutilised and/or potential for anti-social behaviour in the area due to lack of activation and active surveillance at the site, or require additional supporting infrastructure at a scale disproportionate to an incidental-scale facility to appropriately manage this risk.
- The project would require land associated with the facility to be established as a separate Crown reserve, vested in the City of Joondalup for the purpose of public

recreation. This would create an additional maintenance responsibility (and cost) for the City.

- The potential 20 year cost of the project ranges from over \$7.5m to \$9.5m. The \$800,000 election commitment from the State Government represents eight percent of the total possible cost of the project.
- The financial evaluation indicates that the City should not proceed with a dedicated skate facility at this location.
- Some site conditions present challenges to skate facilities at the site, in particular:
  - Depending on its location within the site, consideration would need to be given to the appropriateness of the facility's use after 7.00pm in order to remain within the assigned levels of the Environmental Protection Regulations given separation distances to existing residential properties.
  - Potential degradation to nearby native vegetation of environmental value as a result of damage and resulting loss of condition (malicious, opportunistic, or accidental).
  - Depending on its location within the site, potential loss or disturbance of heritage values associated with the "old dairy" structure or the track feature; heritage values are unknown and detailed assessment may be required.
  - Requirement for water quality management (associated with wetlands and public drinking water pollution control) has financial implications. This includes provision of a toilet with sewer connection; it is not possible to connect to sewer therefore services upgrades would be required.
  - The City's water license in the area is fully allocated, therefore there is no additional groundwater resource available to the City for irrigating landscaping in this area.

Potential capital and operating costs associated with a modest skate park at the old Woodvale Trotting Track, including the servicing and supporting infrastructure required in response to identified site issues, are shown in the following table.

**Potential cost impacts for a standalone skate facility at Woodvale Trotting Track**

	<b>Option 1</b> Modest skate plaza with necessary amenities and infrastructure	<b>Option 2</b> Modest skate plaza with necessary amenities and infrastructure, and recommended minor complementary facilities to support site activation
<b>Total capital allowance (excluding escalation)</b>	<b>\$1,956,704</b>	<b>\$2,481,219</b>
<b>Design and site preparation</b>		
Facility, site, and services design	\$165,500	\$165,500
Construction preliminaries, demolition, earthworks, fill, etc	\$395,400	\$395,400
<b>Facilities</b>		
Small skate plaza (street skate only)	\$356,610	\$356,610
Complementary play facilities	\$0	\$140,000
Complementary BBQ and picnic space	\$0	\$36,000
<b>Amenities</b>		
Benches and shade for facility users	\$42,000	\$42,000
Water bubbler	\$12,000	\$12,000
Toilet block	\$55,000	\$55,000
Bins	\$4,200	\$4,200
<b>Access requirements</b>		
Car parking, with pick up/drop off bays	\$120,000	\$230,000
Additional pathways (connect facility to existing path network)	\$18,000	\$18,000
Bollard edging to the site with maintenance access.	\$32,000	\$32,000
<b>Safety and operational requirements</b>		
CCTV	\$90,000	\$90,000
Signage	\$2,500	\$2,500
<b>Landscaping residual space</b>		
General landscaping allowance	\$280,000	\$280,000
<b>Services and engineering</b>		
Power connection	\$45,000	\$45,000
Sewer extension and connection	\$100,000	\$100,000
Water connection	\$43,000	\$43,000
<b>Public art</b>		
Public art contribution 1%	\$17,612	\$20,472
<b>Contingency</b>		
10% minimum allowance	\$177,882	\$206,768
10% further recommended	\$0	\$206,768
<b>Annual operating impact (excluding depreciation)</b>	<b>\$120,000</b>	<b>\$142,000</b>
<b>Annual operating impact (including depreciation)</b>	<b>\$199,000</b>	<b>\$242,000</b>
<b>Total 20-year cash flow</b>	<b>\$7,580,000</b>	<b>\$9,526,000</b>

The range of key issues outlined above indicates that the old Woodvale Trotting Track is not considered to be the most suitable or feasible site to locate a skate facility. It is however noted that the City's Outdoor Youth Recreation Strategy identifies a need for incidental facilities across the entire City, including in the suburb of Woodvale. In order to meet community need in the Woodvale area for this type of facility it is recommended that other options or approaches to providing skate facilities in the locality should be investigated rather than progressing with the old Woodvale Trotting Track site.

A desktop analysis of other public reserves in Woodvale has been undertaken and it is recommended that further investigations be progressed for the provision of an incidental skate facility in Chichester Park.

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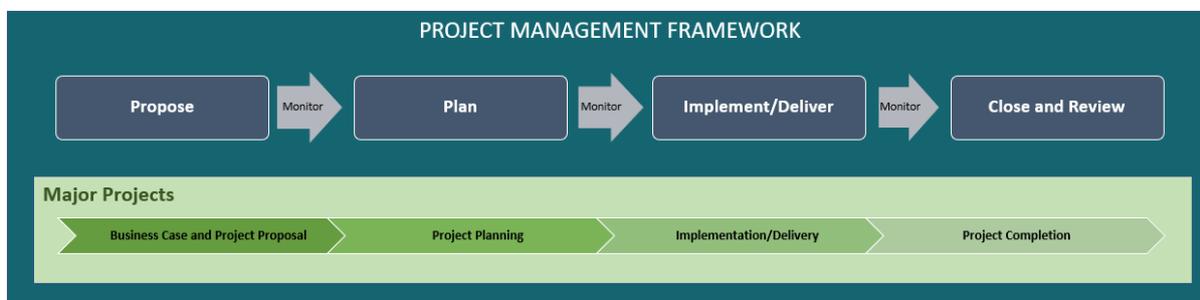
# 1 INTRODUCTION AND BACKGROUND

## 1.1 Purpose of paper

This report is a preliminary business case intended to provide an initial feasibility assessment of potential skate facilities at the old Woodvale Trotting Track site. The report provides an analysis of the project against key site issues and consideration prior to undertaking a detailed business case and options evaluation.

## 1.2 Project Management Framework

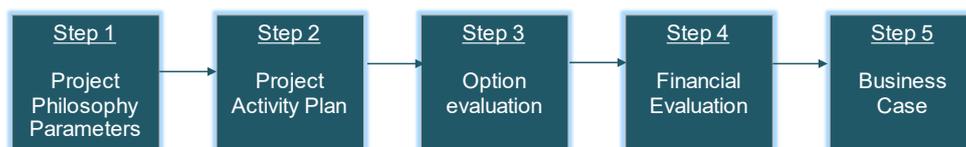
The City uses a standard project methodology for managing projects, the Project Management Framework, which has different requirements for each type of project. This project is deemed to be a Major Project, which has the following four phases. The project is currently within the first phase, “Propose”.



There are five standard steps within the “Propose” phase, these are listed below.

A detailed business case is required to incorporate all five steps and provide the required feasibility assessment to enable approval of a project.

### Five-Step Process for approval of a Major Project



The information provided in this preliminary business case is insufficient to enable approval of the project as it does not address the five steps above; it provides an initial feasibility analysis considering preliminary issues identified as a first stage to an overall business case.

Should Council choose to proceed with the project, a more detailed business case, inclusive of all five steps, will be completed, however it is noted that much of the information included in this preliminary business case would be included in the detailed business case.

## 1.3 Project Background

At its meeting held on 21 December 2021 (C144-12/21 refers), Council resolved to request the Chief Executive Officer to initiate development of a business case for the provision of a skate facility at the site of the old Woodvale Trotting Track on Woodvale Drive in Woodvale, noting:

1. An election commitment by the current State Government of \$800,000 as a contribution towards funding of the facility; and
2. The City would liaise closely with the Western Australian Planning Commission and the Department of Biodiversity, Conservation and Attractions as part of the business case.

#### **1.4 Purpose of Project**

The purpose for the project is to provide a skate facility within the suburb of Woodvale, specifically investigating the old Woodvale Trotting Track, in response to the State Government's commitment toward funding a facility.

## 2 STRATEGIC ALIGNMENT

### 2.1 Strategic Community Plan

This preliminary business case responds to the ‘Place’ and ‘Leadership’ key themes of the City of Joondalup Strategic Community Plan 2022-2032; relevant goals and outcomes for these themes are listed below:

<p><b>Place:</b></p> <p>Our goal:</p> <p><i>We have well-planned and attractive suburbs and streetscapes, supported by a range of integrated transport options. Our urban landscapes are connected, useable and accessible. A high standard of liveability is enjoyed by our community who can access quality facilities and public open spaces.</i></p> <p>Relevant outcome:</p> <p><i>3-4 Functional and accessible You have access to quality community facilities that are functional and adaptable.</i></p>	<p><b>Leadership:</b></p> <p>Our goal:</p> <p><i>We have a diverse elected body that represents, promotes and reflects the composition of our community. Our Council and workforce are accountable and transparent and make balanced directions based on sound, professional advice. Quality services are delivered by our highly-skilled and effective workforce.</i></p> <p>Relevant outcome:</p> <p><i>5-4 Accountable and financially-sustainable You are provided with a range of City services which are delivered in a financially responsible manner</i></p>
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The analysis undertaken by this initial feasibility assessment ensures that any facilities provided will be aligned with the goals and outcomes of Joondalup 2032, in particular that any facilities provided are appropriately planned to meet the needs of the community and be delivered in a fiscally responsible way.

The following sections evaluate the consistency of skate facilities within the Woodvale Trotting Track with key strategic and planning documents, including:

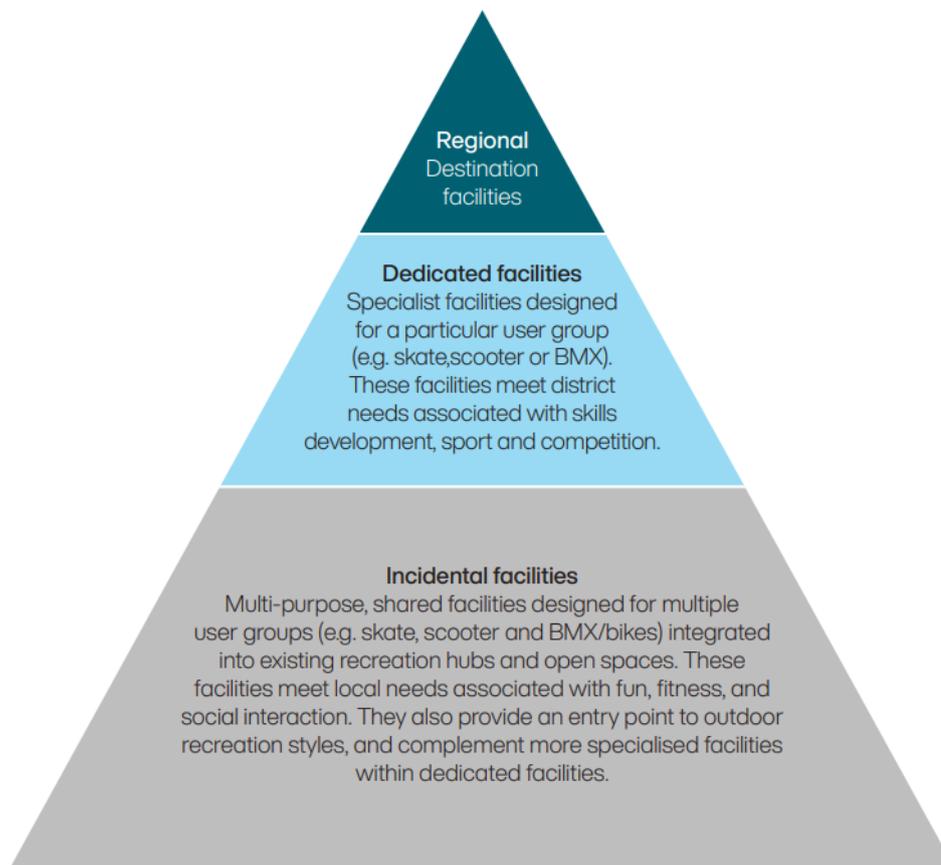
- City of Joondalup Outdoor Youth Recreation Strategy
- Yellagonga Regional Park Management Plan
- Tenure
- Site zoning

### 2.2 Outdoor Youth Recreation Strategy

Youth outdoor recreation facilities, including skate and BMX/bike facilities, are recognised as an important aspect of community. To meet community needs and be successful, safe, fun, and vibrant, it is critical that youth outdoor recreation facilities are located and designed to respond to the key users of the facilities and their associated needs and requirements.

The City’s *Outdoor Youth Recreation Strategy* establishes a strategic approach to meet demonstrated community needs, through establishing a facilities framework and identifying key implementation actions for the provision, scale and location of outdoor youth facility delivery in the City.

The facilities framework stipulates a hierarchy of related facilities to provide suitable, accessible outdoor youth facilities that align with the needs of participants. This includes the definition of regional, dedicated and incidental scale facilities.



**Figure 1: Facilities framework as provided within the City of Joondalup Outdoor Youth Recreation Strategy**

The *Outdoor Youth Recreation Strategy* identifies existing critical infrastructure gaps where the City's provision of facilities is not aligned with the facilities framework, including:

- Access to dedicated skate facilities in the southern area of the City to enable skills development and competition, particularly for those suburbs outside the catchments of the Mirror Park and Carine Skate Parks, located in Ocean Reef and Carine respectively.
- Locally accessible, multi-purpose incidental facilities across the entirety of the City, targeted to entry level and social participation in all recreation styles, that enable fun, fitness and social interaction.
- Access to dedicated BMX facilities in the northern, central and coastal areas of the City to enable skills development and competition.

### **Suitability of the site for incidental facilities**

The Outdoor Youth Recreation Strategy identifies a need for incidental facilities in all areas of the City, including Woodvale, to meet localised needs associated with fun, fitness and social interaction.

As the site is not currently a developed park with any existing active recreation facilities, any skate facilities would be standalone. This would not be consistent with the definition of “incidental” facilities in the *Outdoor Youth Recreation Strategy*, which contemplates such facilities to be integrated with existing, developed open spaces to enable delivery of facilities in a fiscally responsible manner, and supported by existing complementary recreational infrastructure.

It is possible to align a facility at the Woodvale Trotting Track with the City’s *Outdoor Youth Recreation Strategy* by including additional, integrated recreational facilities as part of any development of a skate facility at the site. This would have financial implications for the project, and would shift the scope from provision of a local stake facility to that of a district-scale parkland, incorporating a skate facility.

### **Suitability of the site for dedicated facilities**

The *Outdoor Youth Recreation Strategy* does not identify a critical need for an additional dedicated facility in the locality. Whilst the *Outdoor Youth Recreation Strategy* does identify demand for a dedicated skate facility to service the southern suburbs of the City, this demand would be met through a dedicated skate park at Percy Doyle Reserve which is currently being progressed.

Further, the role of dedicated facilities is to meet district needs associated with skills development, sport and competition. The ability of facilities at the site to meet district needs of a dedicated facility would be limited to ‘street skate’ facilities, which are highly suited to social and entry level use, and some niche competition elements (street skate styles only).

Environmental constraints, such as a high water table due to the site’s proximity to wetlands, would result in significant cost being required to raise levels in order to achieve a broader range of skate elements (ie. a ‘bowl’) characteristic of a dedicated facility.

### **Alignment with the Outdoor Youth Recreation Strategy**

A standalone skate facility at the site would not be aligned with the adopted *Outdoor Youth Recreation Strategy*.

In order for the skate facility to meet the need for incidental facilities, it should be integrated into an existing recreation hub and open space or additional infrastructure included to achieve this integration.

The identified need for a dedicated facility in the City’s southern suburbs would be addressed by the skate facility currently being progressed at Percy Doyle Reserve. It is also noted that particular site characteristics of the old Woodvale Trotting Track limit the ability to deliver features expected of a dedicated facility without significant cost being required over and above typical costs associated with this type of infrastructure.

## **2.3 Alignment with Yellagonga Regional Park Management Plan**

Under the *Conservation and Land Management Act 1984*, the Department of Biodiversity, Conservation and Attractions (DBCA) is required to prepare a management plan (in this case the Yellagonga Regional Park Management Plan 2003-2013), and manage the lands and waters in accordance with the management plan.

The Yellagonga Regional Park Management Plan 2003-2013 is still in operation and used by DBCA to guide management of the regional park.

The management plan has been endorsed by the Conservation Commission of Western Australia and acknowledges that the Department of Biodiversity, Conservation and Attractions has the responsibility for coordinating the management of the Park. The plan acknowledges that the Western Australian Planning Commission (WAPC) will use the plan, in consultation with the Department of Biodiversity, Conservation and Attractions, to assist with the assessment of development proposals on lands within and adjoining Yellagonga Regional Park.

Within the management plan, the project site is located in Area 16 (see Figure 2), within the “Natural Environment Uses” Management Zone. Relevant management directions for Area 16 are listed within Table 1.

**Table 1 Relevant Management Directions for Area 16**

<b>Management Zone</b>	Natural Environment Uses
<b>Reserve Purpose</b>	Conservation Park
<b>Management Emphasis</b>	The management emphasis is to provide for appropriate uses of the natural environment. Areas will be managed jointly for public use, conservation and enhancement of flora and fauna, and improvement of landscape qualities. Public use must be compatible with the assigned purpose of the relevant reserve. Visible evidence of management may be moderate to high. Management will encourage uses and develop facilities that promote conservation and education.
<b>Acceptable Uses and Facilities</b>	Areas are readily accessible by walking trails and cycle paths. Some development of facilities necessary. These may include education nodes and facilities (such as car parks) associated with visitor nodes. Commercial concessions compatible with the values of the area may be considered appropriate within this management zone. The provision of facilities will depend on the values of the area and the community demand for facilities. Rehabilitation and habitat protection will be necessary.

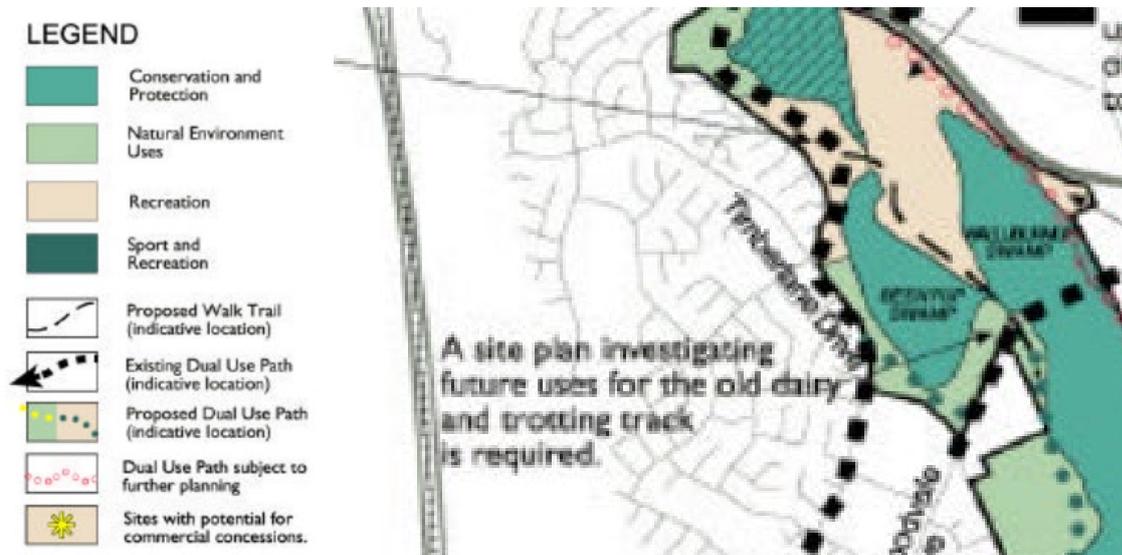


Figure 2: Excerpt from Yellagonga Regional Park Management Plan; site area shown by yellow square

### Yellagonga Regional Park Management Plan – use of Woodvale Trotting Track

The management plan identifies that “there are areas in the Park that could sustain greater public use provided appropriate facilities are developed” which includes “the old dairy and trotting track on Woodvale Drive”. The plan further identifies the subject site as a location for preparing a site development plan, identifying that “the plans will be consistent with the Recreation Masterplan and will provide more detailed direction for the development of each site. The plans will be prepared in consultation with the community and the other managing agencies involved in the Park.” An excerpt from the Recreation Masterplan is shown below,

illustrating the subject site and the recommendation for a site plan for the trotting track location.



Whilst public use of the trotting track is anticipated by the management plan, the level of active recreation associated with a skate facility is likely to be outside the scale of facility anticipated by the Yellagonga Regional Park Management Plan for this area, particularly as active recreational uses are not specifically aligned with the “Natural Environment Uses” zone, with the management plan anticipating recreation uses within other parts of the park identified as part of the “recreation” management zone. This is consistent with the advice provided by the Department of Biodiversity, Conservation and Attractions (DBCA) outlined below.

### Advice from Department of Biodiversity, Conservation and Attractions

In preparing the preliminary business case the City has contacted DBCA to seek input on the potential use and whether, in the view of DBCA as the managing agency, it is considered to be an appropriate use of the site.

DBCA has advised it does not believe the establishment of a skate park and supporting infrastructure required (ie. carpark, toilets, etc) is consistent with the current management directions for this area. DBCA would suggest a skate park would more closely align with the *Sport and Recreation* management zone.

Given the current management plan, DBCA has advised it is unable to support the City’s proposed development of the skate park at this location.

To that end, DBCA has further advised that in order to progress a skate facility at the site, the current management plan would need to be amended/updated and the proposed area reclassified from *Natural Environment Uses* to *Sport and Recreation*, as outlined in Table 1 Management Zones and Land Tenure.

DBCA has advised that the process for amending an existing management plan is:

- Define extent of amendments required,
- Prepare draft amendment/s (including any required consultation),

- Seek approval of draft amendment/s from Conservation and Parks Commission and the Minister for Environment,
- Gazettal and release the draft amendment/s for a two month (minimum) public consultation period,
- Prepare analysis of public submissions,
- Prepare the final amendment in light of the public submissions (including any required consultation),
- Seek approval of the final amendment from Conservation and Parks Commission and Minister for Environment,
- Gazettal of final amendment for implementation.

DBCA has advised that the amendment process is significant, can only be initiated and progressed by DBCA and that DBCA has not intention to undertake an amendment to suit this kind of development in this location.

DBCA's position in relation to the proposed is considered to be a critical risk factor that compromises the feasibility of developing a skate facility at the Woodvale Trotting Track.

## **2.4 Yellagonga Integrated Catchment Management Plan**

The Yellagonga Integrated Catchment Management Plan 2021-2026 (YICM Plan) is a joint initiative between the Cities of Joondalup and Wanneroo. The Yellagonga Integrated Catchment Management Plan 2021-2026 provides direction to manage the catchment in a sustainable manner to ensure the long-term protection of the Park for future generations.

Implementation of the plan focussed on projects between City of Wanneroo and City of Joondalup to enhance the broader environmental characteristics of the Yellagonga Catchment. Land use aspects of the YICM Plan relate to land use across the broader catchment of the regional park; the plan does not provide specific land use guidance regarding recreational facilities within the regional park as these matters are dealt with by the Yellagonga Regional Park Management Plan.

## **2.5 Tenure**

The project site is located within Lot 1 on Diagram 61697, which is a large parcel with a total area of 74.8124 hectares. The site is currently freehold land, owned by the Western Australian Planning Commission. The parcel is part of ongoing land dealings, with parcels being transferred from the Western Australian Planning Commission to the State of Western Australia as part of ongoing work to formalise tenure for Yellagonga Regional Park.

The Department of Biodiversity, Conservation and Attractions is the responsible agency for the land on the WAPC's behalf. As DBCA are a conservation-based agency with a focus on managing natural environments, DBCA have advised, should facilities be approved at the site, it would seek to have the area transferred to the City as part of the process to amend the Yellagonga Regional Park Management Plan (discussed earlier in this report), with the facilities to be developed and managed by the City.

This would require land associated with the facility, nominally a 10,000m<sup>2</sup> parcel including and surrounding the project site, to be established as a separate Crown reserve, vested in the City of Joondalup for the purpose of public recreation.

This requirement would have a financial impact, in terms of additional management costs associated with the City taking on the land. This has been estimated at \$50,000 per year, and has been included in the financial evaluation. There would be some staff resources required to manage the land transfer, including survey costs to establish the land parcel. This would require support of the Department of Lands and DBCA and would only progress should the management plan be amended.

## 2.6 Compliance with site zoning

The site is reserved under the Metropolitan Region Scheme (MRS) for the purpose of “Parks and Recreation” and is within a Bush Forever area. As the land is a regional reserve, the local planning scheme does not apply.

Recreation facilities are consistent with the reserve purpose, and no clearing of regionally significant bushland in the Bush Forever area would be required.

The MRS refers to management plans endorsed by the WAPC, which may identify “permitted development” for works on land reserved for Parks and Recreation. There is a management plan in existence for the Yellagonga Regional Park, which guides management and use of the site in line with its Parks and Recreation reservation. The management plan has not been adopted by the WAPC, therefore there is no “permitted development” pre-determined for the site.

Schedule 6 of the *Planning and Development Act 2005* identifies that local governments have the power to undertake a public work, which includes “parks or gardens or grounds for public recreation...”, without obtaining development approval from the responsible authority under the relevant planning scheme. Despite the exemption from the requirements of the region planning scheme, the local government is still required to:

- have regard to the purpose and intent of the region planning scheme;
- have regard to the orderly and proper planning and the preservation of the amenity of that locality; and
- consult the Western Australian Planning Commission to ensure that the public work will comply with the points above

Whilst development approval would not be required, the City would need to have regard to the region scheme.

### **3 SITE CONSTRAINTS ANALYSIS**

#### **3.1 Site context and project site options**

The site location and context is illustrated within Figure 3.

The Woodvale Trotting Track is located on Woodvale Drive, Woodvale. The site is located at the eastern boundary of the City of Joondalup, within the Yellagonga Regional Park and is a disused horse training track, currently utilised for passive recreation associated with Yellagonga Regional Park.

The site is located at the urban edge of the Woodvale locality; sited across the road from an existing rural property which has been identified for future urban expansion by way of urban zoning under the Metropolitan Region Scheme. The site is also across the road from a place of worship.

The site abuts Lake Goollelal and the (non-active) north-eastern boundary of Woodvale Secondary School.

Two potential site options within the Woodvale Trotting Track of sufficient size are available within the subject site, without disturbing the track feature or compromising minimum noise and wetland buffers. These are shown on Figure 4.



Figure 3: Site location and context



Figure 4: Potential project locations within Woodvale Trotting Track

### 3.2 Suitability for young people and activation

Young people and families are attracted to skate park facilities that offer additional activities, like creative play spaces, seating areas and amenities. Skate parks that are not co-located or located away from transport links do not fulfil this requirement and reduce users' perception of safety, and as a result may be underutilised and influenced by anti-social behaviour where there is a lack of activation and surveillance. When locating and designing facilities like skate parks, user safety should be considered as a priority.

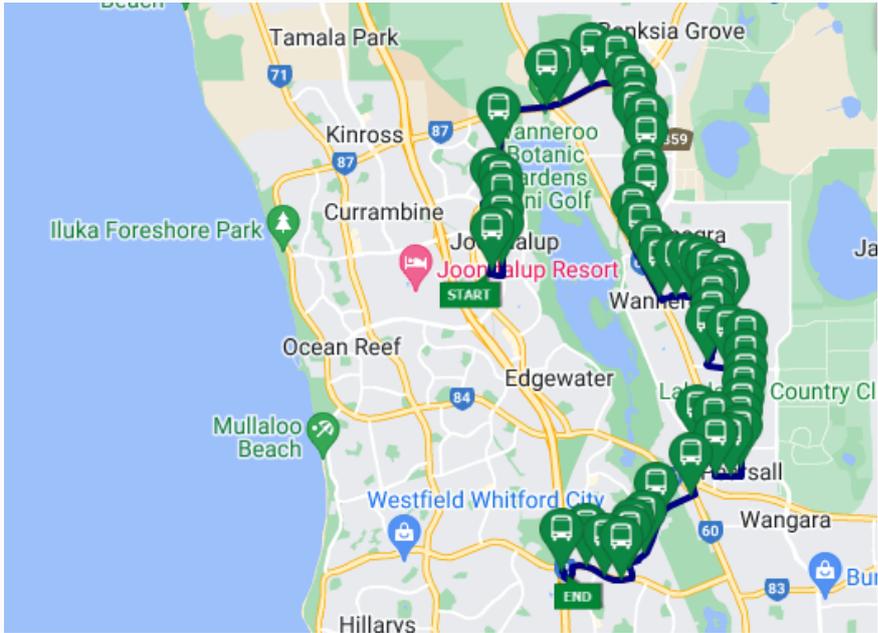
The *Outdoor Youth Recreation Strategy* identifies critical locational and site requirements applicable to dedicated facilities so that facilities of that function are successful, safe, fun and vibrant for young people.

An evaluation of the two site options against site suitability criteria is provided in Table 2. This evaluation considers both site options.

Critical concerns regarding suitability for young people include:

- The scope of works to include provision of minimum facilities, including parking, public toilet, shade and shelters to respond to an existing lack of facilities at the site. This has cost implications, discussed further in the Financial Evaluation
- The site lacks connectivity to activated spaces, complementary facilities or sites of interest to young people. This presents risk of low passive surveillance, facilities being underutilised or potentially unsafe due to lack of activation at the site. Alternatively, additional facilities are required to be delivered concurrently which has cost implications, discussed further in the Financial Evaluation.

**Table 2: Evaluation against site suitability criteria for dedicated skate facilities as established in the Outdoor Youth Recreation Strategy**

Criterion	Site Option 1 – co-located	Site Option 2 – inside trotting track
<p>Access to public transport</p>	<p><b>Aligns with criterion</b></p> <p>Public transport access is available via accessible bus stop adjacent to the site, serviced by the 467 bus route.</p> <p>This route connects Joondalup Station and Whitfords Station via the suburbs of Tapping, Ashby, Wanneroo, Pearsall in the City of Wanneroo, also traversing through arterial roads in Joondalup and Woodvale in the City of Joondalup.</p> <p>Whilst the does align with the criterion of providing access to public transport, it is noted that the majority of public transport connectivity to the site is to suburbs within the City of Wanneroo, which are already serviced by existing skate parks in Banksia Grove and Wanneroo. The site does not provide direct, efficient access to public transport for the majority of residents across the City of Joondalup.</p> 	
<p>Safe pedestrian</p>	<p><b>Both site options align with this criterion</b></p> <p>Existing pedestrian and cycle access is provided for the site.</p>	

Criterion	Site Option 1 – co-located	Site Option 2 – inside trotting track
and cycle links		
Safe drop off zone and adequate car parking	<p><b>Both site options have potential to comply</b></p> <p>Currently no public car parking or drop off zone is available at the site.</p> <p>Compliance with this criterion has cost implications, discussed further in the Financial Evaluation.</p>	
Visually prominent from roads and active public spaces	<p><b>Not aligned with this criterion</b></p> <p>The site is associated with a passive recreation area, not an active public space.</p> <p>The lower activation and frequency of use of passive recreation areas does not provide for active, continual surveillance to youth facilities that would result from recommended co-location with active public spaces.</p> <p>Whilst visible from Woodvale Drive, ensuring any facility within the co-located project site area is visually prominent would require demolition of the “old dairy” structure which may have heritage value.</p>	<p><b>Partially aligned with this criterion / potential to comply</b></p> <p>The site is visually prominent from Woodvale Drive, however the site is associated with a passive recreation area, not an active public space.</p> <p>The lower activation and frequency of use of passive recreation areas does not provide for active, continual surveillance to youth facilities that would result from recommended co-location with active public spaces.</p> <p>It is possible to provide additional, complementary facilities to increase levels of activity and surveillance however this has cost implications, discussed further in the Financial Evaluation.</p>
Good natural and passive surveillance	<p><b>Potential to comply with this criterion</b></p> <p>Passive surveillance is provided by active land uses, regularly habitable spaces, and high frequency pedestrian routes. Roads provide lesser passive surveillance to dissuade all types of anti-social behaviours due to the speed at which cars pass the site.</p> <p>The site is associated with a passive recreation area, not an active public space, therefore passive surveillance is limited by the low levels of activation around the site. Bushland adjacent to the site (image shown below) reduces surveillance, and creates an area alongside the site within which natural surveillance is not possible.</p> <p>Surveillance could be improved by including additional, complementary facilities to increase levels of activity at the site, however this has cost implications, discussed further in the Financial Evaluation.</p>	

Criterion	Site Option 1 – co-located	Site Option 2 – inside trotting track
	 <p>Surveillance from Woodvale High School would be minimal given the site abuts the service access for the school.</p> <p>Future urban development across the road from the facility may provide greater surveillance in future; however this would require future dwellings to maintain active frontages to Woodvale Drive.</p>	 <p>Surveillance from Woodvale High School would be minimal given the site is remote from the school's location.</p> <p>Woodvale Baptist Church is located in close proximity to the site, however there is limited visual connection between the site and the church (shown below). The majority of activity at the Church, which would offer potential for surveillance, is focussed around services on Sunday mornings, and it is unlikely that the facility would provide ongoing passive surveillance of the site beyond that period.</p>
Effective access for emergency services	<p><b>Potential to comply</b></p> <p>Currently no formalised emergency access is available at the site.</p> <p>Compliance with this criterion has cost implications, discussed further in the Financial Evaluation.</p>	
Associated amenities such as public toilets, water, shelter and shade	<p><b>Potential to comply</b></p> <p>Associated amenities are not available at the site, however there is sufficient space to provide required amenities.</p>	

Criterion	Site Option 1 – co-located	Site Option 2 – inside trotting track		
	Compliance with this criterion has cost implications, discussed further in the Financial Evaluation.			
Close to retail outlets selling food and drink	<p><b>Does not comply</b></p> <p>The nearest retail outlet, Woodvale Boulevard Shopping Centre, is approximately 1 km away. This distance is outside typical pedestrian catchments (800 metres as a 10 minute walkable catchment).</p>			
Maintain a minimum buffer of 50 metres from residential property boundaries	<p><b>Complies</b></p> <p>Facilities at the site can maintain a minimum distance of 50-80 metres from the nearest existing residence, and future residences anticipated to be developed at 95 Woodvale Drive.</p>			
A place where young people want to be or adjacent to where they currently congregate	<p><b>Does not comply</b></p> <p>The site is associated with a passive recreation area and does not include any activated uses that are associated with interests of young people. Skate parks that are located in inactive locations reduce users' perception of safety, and as a result are often underutilised.</p> <table border="1" data-bbox="384 902 1477 1648"> <tr> <td data-bbox="384 902 935 1648"> <p>Whilst located adjacent to Woodvale High School, the site abuts the service access rather than the active frontage or parts of the school.</p> </td> <td data-bbox="935 902 1477 1648"> <p>Other than the adjacent Woodvale Baptist Church the site is remote from all nearby development, and would require considerable effort and expense to activate.</p> <p>Visual and functional links between a skate facility and existing public facilities nearby will require increasing the area of development to “anchor” and “activate” the facility to make it safe and utilised. In effect, this would be a full development of the trotting track site for recreation uses, including passive and active use. This would have significant additional cost, beyond that considered in the financial evaluation, and should be considered as part of broader recreation planning for the City, not for the provision of a single, local skate facility.</p> <p>Lack of integration and activation as a result of remote facilities creates risk of anti-social activity at the site; this is further exacerbated when co-located with bushland where there is limited surveillance.</p> </td> </tr> </table>		<p>Whilst located adjacent to Woodvale High School, the site abuts the service access rather than the active frontage or parts of the school.</p>	<p>Other than the adjacent Woodvale Baptist Church the site is remote from all nearby development, and would require considerable effort and expense to activate.</p> <p>Visual and functional links between a skate facility and existing public facilities nearby will require increasing the area of development to “anchor” and “activate” the facility to make it safe and utilised. In effect, this would be a full development of the trotting track site for recreation uses, including passive and active use. This would have significant additional cost, beyond that considered in the financial evaluation, and should be considered as part of broader recreation planning for the City, not for the provision of a single, local skate facility.</p> <p>Lack of integration and activation as a result of remote facilities creates risk of anti-social activity at the site; this is further exacerbated when co-located with bushland where there is limited surveillance.</p>
<p>Whilst located adjacent to Woodvale High School, the site abuts the service access rather than the active frontage or parts of the school.</p>	<p>Other than the adjacent Woodvale Baptist Church the site is remote from all nearby development, and would require considerable effort and expense to activate.</p> <p>Visual and functional links between a skate facility and existing public facilities nearby will require increasing the area of development to “anchor” and “activate” the facility to make it safe and utilised. In effect, this would be a full development of the trotting track site for recreation uses, including passive and active use. This would have significant additional cost, beyond that considered in the financial evaluation, and should be considered as part of broader recreation planning for the City, not for the provision of a single, local skate facility.</p> <p>Lack of integration and activation as a result of remote facilities creates risk of anti-social activity at the site; this is further exacerbated when co-located with bushland where there is limited surveillance.</p>			
Close proximity to existing shopping centres, community facilities or schools	<p><b>Partially aligned with this criterion</b></p> <p>The site is not located in close proximity to existing shopping centres.</p> <p>Whilst located adjacent to Woodvale High School, the site abuts the service access rather than the active frontage or parts of the school (shown in image below). This is not an activated area outside of school hours when the facility would be most used.</p>	<p><b>Partially aligned with this criterion</b></p> <p>The site is not located in close proximity to existing shopping centres.</p> <p>Woodvale Baptist Church is located in close proximity to the site, however there is limited visual connection between the site and the church (shown below). The majority of activity at the church, which provides the benefit of co-location, is focussed around services on Sunday mornings, and it is</p>		

Criterion	Site Option 1 – co-located	Site Option 2 – inside trotting track
		<p data-bbox="946 253 1474 342">unlikely that the facility would provide any complementary activation outside of that period.</p> 
<p data-bbox="204 593 373 898">Within or adjacent to a major activity hubs and attractors, including facilities for other user groups (e.g. playgrounds)</p>	<p data-bbox="395 593 647 622"><b>Potential to comply</b></p> <p data-bbox="395 651 1233 680">The trotting track is a passive recreation area, not a major activity hub.</p> <p data-bbox="395 710 1474 775">The site lacks facilities for other user groups, and would require significant additional facilities to comply. This has cost implications, discussed further in the Financial Evaluation.</p>	
<p data-bbox="204 902 373 1142">In suburbs where users have identified demand through consultation processes</p>	<p data-bbox="395 902 938 931"><b>Not aligned with the intent of this criterion</b></p> <p data-bbox="395 960 1474 1142">Community consultation in 2018 undertaken to inform the development of the <i>Outdoor Youth Recreation Strategy</i> identified Woodvale as one of several desired suburbs for new skate spaces amongst participants. Whilst in the suburb of Woodvale, the site is located at the urban edge of the suburb, therefore not central to its local catchment; associated lack of accessibility across the suburb of Woodvale reduces the site’s alignment with this criterion.</p>	
<p data-bbox="204 1176 373 1415">Complement, and do not duplicate, other suitable and available outdoor recreational facilities</p>	<p data-bbox="395 1176 778 1205"><b>Not aligned with this criterion</b></p> <p data-bbox="395 1234 1474 1299">Dedicated facilities to meet district needs of the southern suburbs are being progressed at Percy Doyle, therefore that scale of facility here would not comply.</p> <p data-bbox="395 1328 1474 1442">Incidental, local scale facilities, however would complement the dedicated facilities available, however the site conditions and lack of existing facilities indicate that the site is not suitable for an incidental facility and would require delivery of additional facilities beyond the scope of a skate facility alone.</p>	

### 3.3 Site constraints

A summary of site conditions and constraints influencing the site is provided in Table 3.

Mapping of the various constraints is provided in Appendix 1.

**Table 3: Summary of critical site constraints**

Site constraints		
Both site options	Site Option 1 – co-located	Site Option 2 – inside trotting track
<p>Potential degradation to nearby native vegetation of environmental value as a result of damage and resulting loss of condition (malicious, opportunistic, or accidental)</p> <p>Groundwater availability to establish and maintain incidental landscaping is unlikely due to proximity to Lake Goollelal and insufficient water allocation available to the City for irrigation.</p> <p>Requirement for water quality management (associated with wetlands and public drinking water pollution control) has financial implications.</p>	<p>Potential loss of heritage value, with requirement to demolish “old dairy” structure to provide adequate safety and surveillance; heritage value of the structure is unknown and assessment may be required.</p> <p>Potential noise issues for existing residences; insufficient separation distance or barriers may result in noise levels after 7.00pm that exceed the assigned levels of the <i>Environmental Protection (Noise) Regulations 1997</i>, therefore consideration would need to be given to the appropriateness of the facility’s use after 7.00pm.</p> <p>Compliance with operational requirements may be an issue due to the remote location of the site from activated uses.</p>	<p>Potential noise issues for future residences; insufficient separation distance or barriers may result in noise levels after 7.00pm that exceed the assigned levels of the <i>Environmental Protection (Noise) Regulations 1997</i>, therefore consideration would need to be given to the appropriateness of the facility’s use after 7.00pm.</p> <p>Compliance with operational requirements may be an issue due to the remote location of the site from activated uses.</p>

#### Noise impacts on surrounding residents

Both locations within the project area are located in proximity to existing dwellings and land anticipated to be developed for residential purposes in future.

95 Woodvale Drive has been rezoned from ‘rural’ to ‘urban’ under the Metropolitan Region Scheme. Whilst a local planning scheme amendment will be required prior to urban development, the site evaluation anticipates future residences in proximity to the site.

The project areas have been defined to maintain a minimum separation distance of 80 metres, which should achieve compliance with the daytime assigned noise levels established by the *Environmental Protection (Noise) Regulations 1997*.

The flat nature of the site and its surrounds does not present any potential noise barrier, and it is anticipated that noise associated with use of the facility would not achieve compliance with the assigned noise levels after 7.00pm for existing residences. Whilst site option 2 maintains a greater separation distance from existing residences, acoustic modelling would be required to determine whether sufficient separation is provided to achieve compliance.

Consideration would therefore need to be given to the appropriateness of the facility's use after 7.00pm.

### Aboriginal heritage

The site is not a registered Aboriginal Heritage site, however may have remaining cultural value.

There is a registered Aboriginal Heritage Site to the south of the site (Wanneroo Shire Place ID 3226 with artefacts / scatter). The project should factor in the close proximity to the site, and the City may be required to undertake due diligence under the *Aboriginal Cultural Heritage Act 2021* via the Aboriginal Cultural Heritage Permit process.

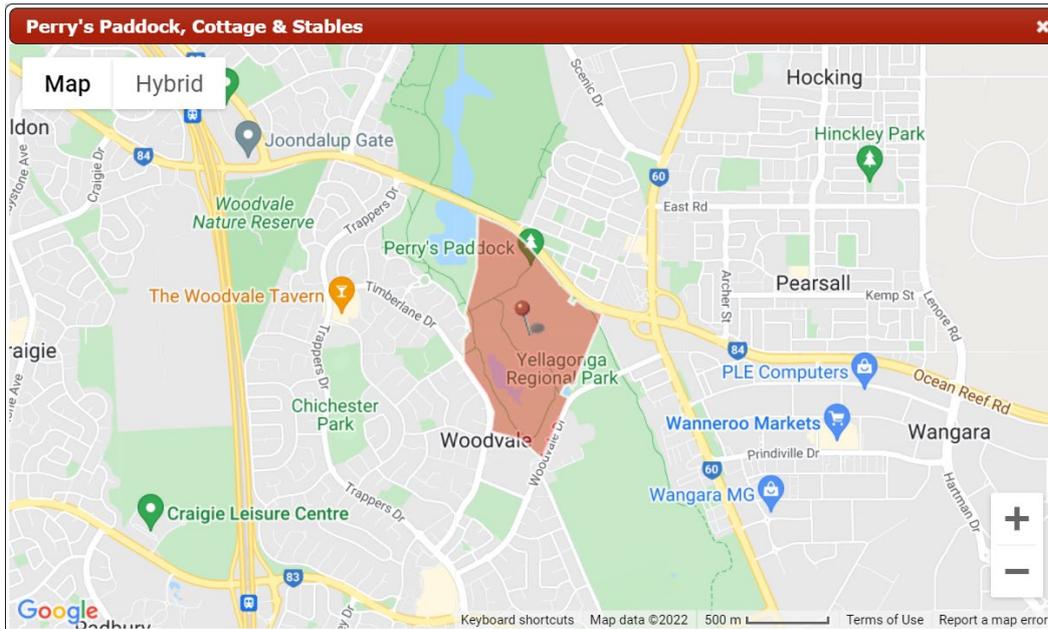
### European heritage

The site is listed within the DPLH Heritage List: Perry's Paddock, Cottage and Stables (Place Number 9484). The entirety of Lot 902 (which extends into the City of Wanneroo) forms part of the heritage listing; the heritage listing is focussed on heritage values described for assets located within the City of Wanneroo.

A Local History Research Report specific to the trotting track and ruins (Appendix 2) did not reveal a concise history on the old trotting track and ruins site adjacent to Beenyup and Wallaburnup Swamps in Yellagonga Regional Park. The area had several trotting tracks/horse racing tracks in the past and these are often referred to in general terms and lack exact locations.

The purpose, age, and history of the ruins to the southwest of the old trotting track on Woodvale Drive is inconclusive. It is possible that the ruins are of a former dairy, but research did not find any owner details. This location is situated on the southern portion of the first land grant in Wanneroo surveyed in 1838. Whilst current information is limited, the assets may present some heritage value. The *Yellagonga Regional Park Management Plan* identifies that "the heritage value of the old dairy need to be assessed prior to any planning for the site", and DBCA have identified that the ruins on the site are the "old dairy" acknowledged in the plan.

The management plan identifies that "a site plan outlining proposed future concepts for the site as well as the integration of the trotting track with the old dairy will be prepared by the Department of Conservation and Land Management (see Section 28)". This has not been prepared to date.



**Figure 5: Map of place number 09484; the project site is located within the southern portion of the land parcel subject to the heritage listing.**



**Figure 6: Trotting track feature (foreground) and “old dairy” feature (background) may have heritage value**

### *Site option 1 – Co-located with Woodvale High School*

The Site option 1 project area avoids impacting on the trotting track feature, however would require the removal of the delapidated “old dairy”. The structure presents a hazard to young people who may disregard signage and access the site, and limits direct surveillance of the project area from the western approach along Woodvale Drive. The heritage value of the structure is unknown, therefore the appropriateness of its removal cannot be determined based on current information.



**Figure 7: “Old dairy” structure precludes visual access from western approach along Woodvale Drive and presents hazard to young people.**

### *Site option 2 – Inside trotting track*

The Site option 2 project area is located inside the trotting track; this may minimise bisecting the track feature. However, it will require users of the facility to cross the trotting track. Safe access across the track feature to facilities within it may result in disturbance. The heritage value of the track is unknown, therefore the appropriateness of a skate facility within and alongside it cannot be explicitly determined at this stage.

### **Native vegetation**

The site is cleared, therefore no clearing of vegetation or trees would be required for facilities.

Both project site options are located in close proximity to native vegetation, associated with Beenyup Swamp. The native vegetation maintains the following environmental values:

- Bush Forever Site 299
- Environmentally Sensitive Area
- Likely to be Carnaby’s Black Cockatoo habitat
- Likely to be threatened ecological communities
- Forms part of a significant regional ecological linkage

Facilities present potential risk to nearby native vegetation and values, predominantly as a result of potential damage to native vegetation reducing its quality and condition.



**Figure 8: Vegetation associated with Beenyup Swamp**

Accidental damage might include:

- Damage as a result of windblown litter from facilities
- Introduction of weeds as a result of accessing bushland (not keeping to paths)

Accidental damage as a result of opportunistic use of bushland might include:

- Construction of bike jumps/trails within bushland and on slopes to broaden the ride experience in the area (note, a skate plaza does not provide meaningful activity for BMX and mountain bike riders, and there is evidence of informal jumps already created in the vicinity)
- Introduction of additional rubbish and building materials to build jumps / trails with materials like carpet and other contaminants (tyres, barrels etc)
- Creation of “goat tracks” that provide a more efficient route than the planned pathway network
- Creation of “cubby houses” in dense bushland

Malicious damage would be a direct result of anti-social behaviour and vandalism, which is a risk as the bushland limits active surveillance around the site.



**Figure 9: Informal BMX tracks/jumps have been opportunistically constructed by young people within surrounding natural area.**

### **Wetlands and groundwater dependant ecosystems**

The site is located adjacent to Beenyup Swamp, which is a Conservation Category Wetland; these are the highest priority wetlands. The management objective is to preserve and protect the conservation values of the wetlands.

The site is also located in proximity to two groundwater dependant ecosystems:

- UFI 2704124 Beenyup Swamp Aquatic GDE
- UFI 2827526 Terrestrial GDE

The Department of Biodiversity, Conservation and Attractions recommend a minimum 50 metre buffer for wetlands, with a wetland buffer (or separation distance) being important to protect the wetland from impacts of surrounding land uses, such as water quantity and quality issues as a result of stormwater runoff.

As a minimum, a buffer should be provided to the wetland boundary (the mapped wetland). For greater environmental benefit, the buffer can be applied to the wetland and any fringing vegetation, as shown in the constraint mapping provided in Attachment 1.

Both project site options can maintain a 50 metre buffer from the mapped conservation category, meeting the minimum recommended requirement for wetland buffers.

Maintaining wetland values will require appropriate treatment of stormwater from vehicle access, parking, and skate areas to maintain the quantity and quality of all runoff. This includes the necessary provision of public toilets to mitigate the water quality risk of human effluent in the absence of appropriate facilities being provided for facility users.

Water Corporation has advised that it is not possible to connect to deep sewer in this location. The financial evaluation, therefore, includes additional servicing costs associated with providing a pumping station, pressure main and gravity sewer.

### Groundwater availability

Groundwater dependant ecosystems may require investigations prior to gaining allocations and water licenses for landscaping at the site. Being in close proximity to a wetland, it is unlikely the City would be permitted to establish bores in the area.

The City's water license in the area is fully allocated, therefore there is no additional groundwater resource available to the City for irrigating landscaping in this area, unless the City can identify irrigation savings from other open spaces in the locality, to enable the existing allocation to be redistributed and enable irrigation of landscaping at this location. Mulching is not a preferred groundcover approach for landscaped areas adjacent to skate facilities due to wind-blown debris.

### Bushfire prone area

Both project site options are located within a bushfire prone area.

*Guidelines for Planning in Bushfire Prone Areas*, which support the implementation of *State Planning Policy 3.7 Planning in Bushfire Prone Areas* may consider recreational land uses as vulnerable land uses where they involve visitors unfamiliar with the area. Land uses designed to accommodate people who are likely to present evacuation challenges, including children under 18 years of age, may also be considered vulnerable land uses, however this is typically associated with educational establishments rather than outdoor recreation areas.

This constraint would likely have operational impacts to manage risk associated with bushfire and evacuation management should be considered as part of any facilities.

### Priority 3 Public Drinking Water Source Area

Both project site options are located within the Perth Coastal and Gwelup Underground Water Pollution Control Area which is a Priority 3 Public Drinking Water Source Area (PDWSA).

PDWSAs are surface water catchments and groundwater resources that provide drinking water to cities, towns and communities throughout the state.

*State Planning Policy 2.7 Public Drinking Water Source Policy* and draft *State Planning Policy 2.9 Planning for Water* (which would replace SPP 2.7) identify that land use decisions should be consistent with relevant Water Quality Protection Notes with respect to Priority 3 source protection areas.

Relevant Water Quality Protection Notes include the following guidance for Priority 3 areas:

- The objective in P3 areas is to manage water quality contamination risks so that the drinking water source is maintained for as long as possible
- Key elements for development in the protection of Priority 3 areas include the need for deep sewerage and implementing best management practices.

This site constraint presents financial implications as toilets with sewer connection should be provided; as identified earlier in this analysis, toilets are considered to be necessary to manage potential water quality impacts. Water Corporation has advised that it is not possible to connect to deep sewer in this location. The financial evaluation, therefore, includes additional servicing costs associated with a pumping station, pressure main and gravity sewer.



**Figure 10: Location of sewer mains; Water Corporation has advised connection to mains not available to the potential project site**

## 4 FINANCIAL EVALUATION

### 4.1 Financial evaluation overview

A preliminary financial evaluation has been prepared based on indicative costings by the City, mostly with reference to Percy Doyle Skate Park financial evaluation.

Two scope options have been included in the model. These options are not specifically aligned with either a dedicated or incidental facility as defined by the *Outdoor Youth Recreation Facility*. Rather, the options establish the scope of work required to provide a modest skate facility at the site considering the site constraints and the associated financial implications of managing those site constraints.

- Option 1 minimum scope. This would only include the minimum requirements to provide a modest skate facility on the site
- Option 2 recommended scope. This includes other ancillary items which the City would propose are essential to a safe, somewhat activated and well-functioning skate facility

The evaluation assumes a 10,000m<sup>2</sup> parkland area. Any site location remote from the southern portion of the trotting track site would have additional cost implications associated with connecting and activating the facilities which are not included in this financial evaluation.

This has been used as the basis of a high-level financial evaluation to identify any critical financial issues for the project.

## 4.2 Financial evaluation report / disclaimer

This report does not contend that the financial projections will come to pass exactly as stated but are merely intended to give an early indication. The projections are high-level estimates only at this point in time but there is a level of risk and uncertainty in all the projections. The actual costs and income will vary, due to the following:

- Concept design and specification
- QS estimates
- Capital replacement estimates;
- Tender
- Economic factors and escalation

## 4.3 Key financial assumptions

Table 4 lists some of the other key assumptions within the financial model:

**Table 4: Key financial assumptions**

	Assumption	Value	Comments
1	Construction completed	June 2026	<ul style="list-style-type: none"> <li>○ The analysis assumes that the facility is constructed by June 2026</li> <li>○ This timescale is merely an assumption for the financial model and is subject to the preparation of a detailed project schedule</li> </ul>
2	Term of evaluation	20 Years	<ul style="list-style-type: none"> <li>○ The analysis evaluates the cash flows over a 20-year operating period.</li> <li>○ The long timeframe is necessary to ensure that the long-term implications are fully considered, and ensures that capital renewal expenditure can be included in the evaluation</li> </ul>
3	Escalation– Assumptions	Draft SFP 2022	The Draft 2022 SFP, includes the most up-to-date escalation assumptions, including higher increases assumed for the next few years. These have been incorporated into the Projects Financial Evaluation Model and applied to future recurring costs.

## 4.4 Indicative Capital Costs (excluding escalation)

The estimated capital costs are:

- Option 1 \$1,956,704
- Option 2 \$2,481,219

The scale of capital indications reflect the lack of existing facilities at the site; some fundamental parkland facilities are required to anchor a skate facility as the current use of the site is predominantly undeveloped natural environment/passive recreation.

Further details of this are shown in Appendix 3.

#### 4.5 Capital costs including escalation

Table 5 summarises the eventual capital costs including escalation. Due to higher escalation in the next few years, it is assumed that the eventual cost would be 15% more than the estimate in today's dollars.

**Table 5: Capital costs, including escalation**

One-off Costs Overall Totals		Option1	Option2
		Minimum scope	Recommended scope
Excluding Escalation	\$000s	(\$1,957)	(\$2,481)
% Escalation Factor	%	115%	115%
<b>Including Escalation</b>	<b>\$000s</b>	<b>(\$2,242)</b>	<b>(\$2,843)</b>

#### 4.6 Funding

The funding assumptions are assumed to be:

- \$800,000 State Government grant
- Remainder from Strategic Asset Reserve, which would incur loss of interest.

Table 6 summarises the assumptions and lost earnings on reserve. This shows that the City would still have to contribute the majority of capital costs, and would then also become responsible for the whole-of-life impacts as well.

**Table 6: Funding assumptions and lost earnings on reserve**

Establishment Cost (including inflation)		Option1	Option2
		Minimum scope	Recommended scope
1 One-off Costs	\$000s	(\$2,242)	(\$2,843)
2 Grants, Proceeds, Reserves	\$000s	\$800	\$800
<b>3 Net Funding Required</b>	<b>\$000s</b>	<b>(\$1,442)</b>	<b>(\$2,043)</b>
4 Interest earnings lost using reserve	\$000s	(\$81)	(\$115)
<b>5 Establishment Cost</b>	<b>\$000s</b>	<b>(\$1,523)</b>	<b>(\$2,158)</b>

#### 4.7 Recurring impacts

Recurring impacts (maintenance and depreciation) have been estimated based on detailed assumptions generated for a separate business case for skate facilities at Percy Doyle

Reserve. The Percy Doyle Skate Park business case included a detailed financial evaluation and estimated both the maintenance costs and depreciation/capital replacement on a component by component basis. This resulted in:

- Maintenance - an estimated average maintenance cost of 4.2% per year.
- Depreciation - estimated average depreciation cost of 4.0%

In addition the costs of maintaining additional public open space of \$50,000 per year have been assumed (10,000 m<sup>2</sup> x \$5 per m<sup>2</sup>). This reflects the additional cost of the City taking on maintenance responsibility for land which is currently maintained by the Department of Biodiversity, Conservation and Attractions. This assumes that a small parkland area would be excised from the part of the regional park managed by the Department of Biodiversity, Conservation and Attractions, and would be a separate reserve managed by the City. The actual area would need to be determined, subject to survey, and agreed with the Department of Biodiversity, Conservation and Attractions.

Table 7 summarises the recurring impacts excluding escalation, this indicates that both options would cost at least \$200k per year to operate, including depreciation.

**Table 7: Summary of recurring impacts, excluding escalation**

Operating Impacts 2031-32 excluding inflation		Option1	Option2
		Minimum scope	Recommended scope
Operating Income	\$000s		
Operating Cash Expenses	\$000s	(\$120)	(\$142)
Operating Surplus / (Deficit) BEFORE Depn	\$000s	(\$120)	(\$142)
Depreciation	\$000s	(\$78)	(\$99)
Operating Surplus / (Deficit) AFTER Depn	\$000s	(\$199)	(\$242)
Operating Surplus / (Deficit) AFTER Depn vs Baseline	\$000s		(\$43)
Ranking	Rank	1	2

#### 4.8 Total 20-year cash flows

Table 8 provides the overall 20 year cashflow. Evaluating over such a long period ensures that the long-term impacts, including capital renewals, can be evaluated. The table below includes all of the impacts described in the previous sections (capital costs, funding, capital renewals, operating assumptions and escalation). Table 8 shows that the overall 20 year cost ranges from over \$7.5m for the minimum and over \$9.5m for the recommended scope.

Table 8: Cashflow Summary (20-year)

Cashflow Summary Total including inflation		Option1	Option2
		Minimum scope	Recocommended scope
<u>Establishment</u>			
One-off Costs	\$000s	(\$2,242)	(\$2,843)
Grants, Proceeds, Reserves	\$000s	\$800	\$800
Net Funding Required	\$000s	(\$1,442)	(\$2,043)
Borrowings	\$000s	\$1,442	\$2,043
Repayments	\$000s	(\$1,442)	(\$2,043)
Interest earnings lost using reserve	\$000s	(\$81)	(\$115)
<b>Establishment Cost</b>	<b>\$000s</b>	<b>(\$1,523)</b>	<b>(\$2,158)</b>
<u>Recurring Impacts</u>			
Operating Cash Expenses	\$000s	(\$3,671)	(\$4,342)
Operating Income	\$000s		
Asset Replacement / Depreciation	\$000s	(\$2,386)	(\$3,025)
<b>Recurring Impacts Total</b>	<b>\$000s</b>	<b>(\$6,057)</b>	<b>(\$7,368)</b>
Cash Surplus/(Deficit) - Cumulative	\$000s	(\$7,580)	(\$9,526)
<b>vs Option 1</b>	<b>\$000s</b>		<b>(\$1,946)</b>
Ranking	Rank	1	2

#### 4.9 Commentary on the financials

The key issues to note are:

- Strategic Financial Plan – the project is not included in the SFP and nor should it until a detailed business case is approved.
- Incidental facilities – the required scope of the project is inconsistent with the City’s *Outdoor Youth Recreation Strategy* adopted by Council in February 2021. Whilst the Strategy does identify a need for a dedicated skate park in the City’s southern suburbs, this need is being met by a facility at Percy Doyle reserve which is currently being progressed. Instead, the Strategy proposes the installation of smaller local facilities (“incidental facilities”) that could more easily be added to existing parks with existing, complementary facilities. The installation of incidental facilities within existing developed recreation areas would negate the need for major site works, toilet block, drainage, CCTV, parking.
- Grants – the availability of an \$800,000 grant is not by itself a robust financial factor to support the project, equating to approximately 10% and 8% of the whole-of life cost for options 1 and 2 respectively.
- Precedent – if the City proceeded with a skate park at the Woodvale Trotting Track it could set a precedent for other dedicated facilities to be proposed in other areas, despite being inconsistent with the *Outdoor Youth Recreation Strategy*.

In summary, the financial evaluation indicates that the City should not proceed with a skate park at this location. As an alternative, investigations should be undertaken to identify if the grant funds could still be used in Woodvale to establish a facility elsewhere.

## 5 CONCLUSION AND RECOMMENDATION

Key issues impacting the feasibility and potential success of a skate facility at the old trotting track site in Woodvale include:

- The Department of Biodiversity, Conservation and Attractions, the land manager of the site, have advised they do not believe the establishment of a skate park is consistent with the Yellagonga Regional Park Management Plan and do not support a skate park at this location.
- The need identified in the City's *Outdoor Youth Recreation Strategy* is for an incidental-scale skate facility. Incidental facilities are typically integrated with existing, complementary facilities. The site does not currently include activated spaces, complementary facilities or sites of interest to young people. This presents risk of facilities being underutilised and/or potential for anti-social behaviour in the area due to lack of activation and active surveillance at the site, or require additional supporting infrastructure at a scale disproportionate to an incidental-scale facility to appropriately manage this risk.
- The project would require land associated with the facility to be established as a separate Crown reserve, vested in the City of Joondalup for the purpose of public recreation. This would create an additional maintenance responsibility (and cost) for the City.
- The potential 20 year cost of the project ranges from over \$7.5m to \$9.5m. The \$800,000 election commitment from the State Government represents eight percent of the total possible cost of the project.
- The financial evaluation indicates that the City should not proceed with a dedicated skate facility at this location.
- Some site conditions present challenges to skate facilities at the site, in particular:
  - Depending on its location within the site, consideration would need to be given to the appropriateness of the facility's use after 7.00pm in order to remain within the assigned levels of the Environmental Protection Regulations given separation distances to existing residential properties.
  - Potential degradation to nearby native vegetation of environmental value as a result of damage and resulting loss of condition (malicious, opportunistic, or accidental).
  - Depending on its location within the site, potential loss or disturbance of heritage values associated with the "old dairy" structure or the track feature; heritage values are unknown and detailed assessment may be required.
  - Requirement for water quality management (associated with wetlands and public drinking water pollution control) has financial implications. This includes provision of a toilet with sewer connection; it is not possible to connect to sewer therefore services upgrades would be required.
  - The City's water license in the area is fully allocated, therefore there is no additional groundwater resource available to the City for irrigating landscaping in this area.

The range of key issues impacting on site suitability and feasibility listed above indicates that, to provide utilised skate facilities to meet community need in Woodvale in a fiscally responsible

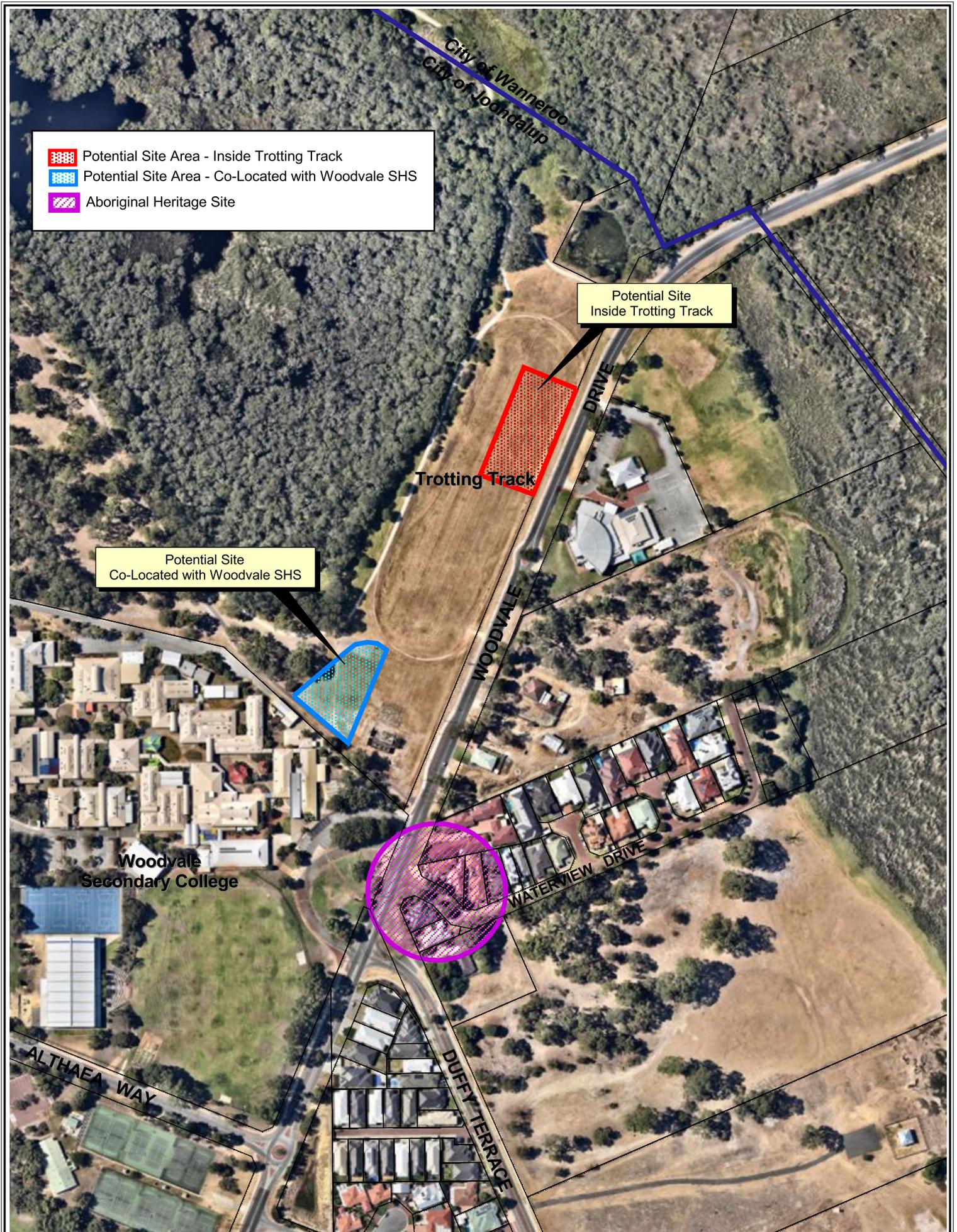
way, other options or approaches to providing skate facilities in the locality should be investigated rather than progressing with the Trotting Track site.

A desktop analysis of other public reserves in Woodvale has been undertaken and it is recommended that further investigations be progressed for the provision of an incidental skate facility at Chichester Park.

Council received a petition to build a new skate park at Chichester Park in March 2018 (C23-03/18 refers). The type of facility anticipated by the petition was for a dedicated facility. Whilst the need for a dedicated facility in the City's southern suburbs is being addressed by a facility being progressed at Percy Doyle Reserve, it is considered appropriate that investigations are undertaken to develop an incidental facility at Chichester Park.

## APPENDICES

## Appendix 1 Site Constraint Mapping



- Potential Site Area - Inside Trotting Track
- Potential Site Area - Co-Located with Woodvale SHS
- Aboriginal Heritage Site

Potential Site  
Inside Trotting Track

Potential Site  
Co-Located with Woodvale SHS

Trotting Track

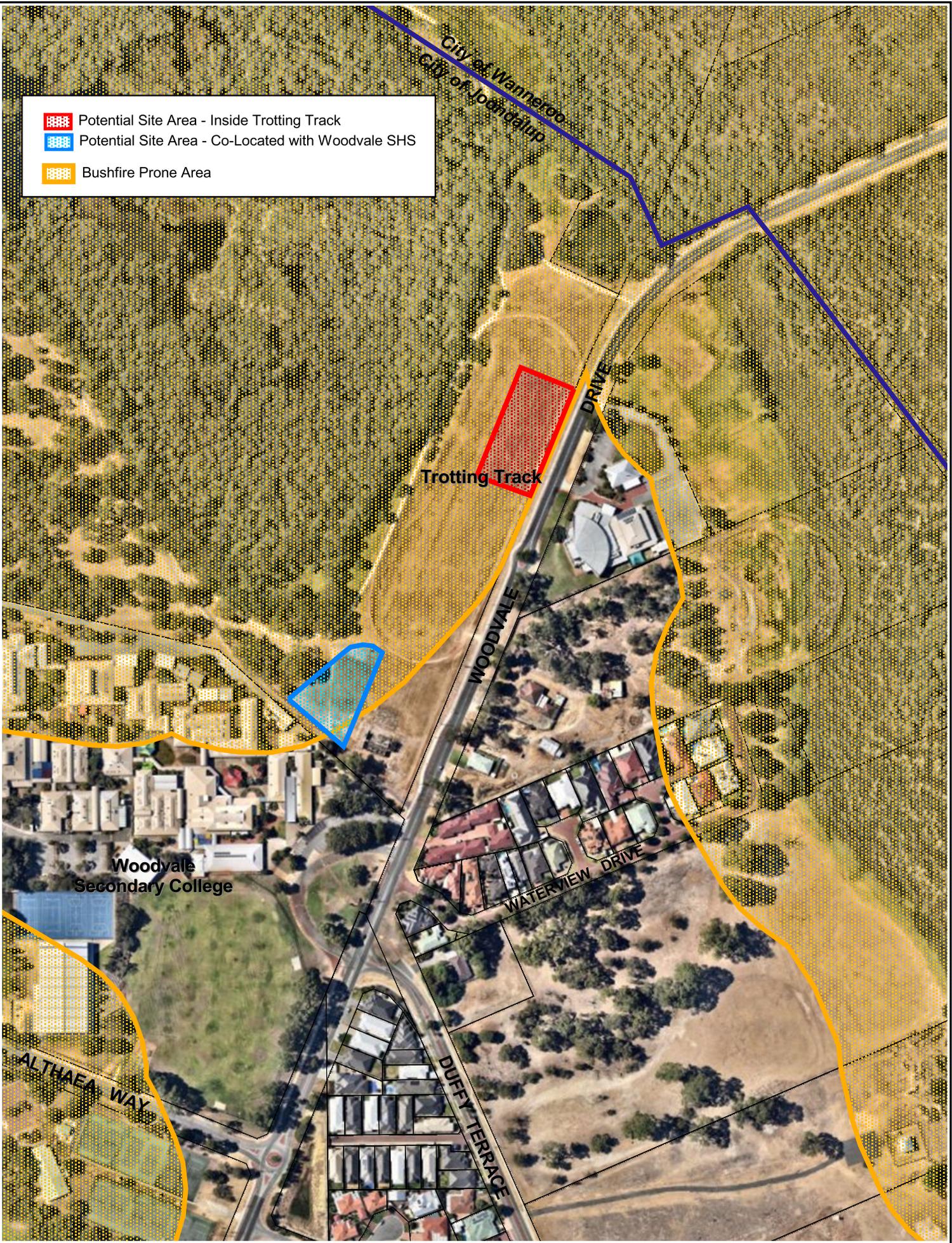
Woodvale  
Secondary College

WATERVIEW DRIVE

DUFFY TERRACE

ALTHAEA WAY

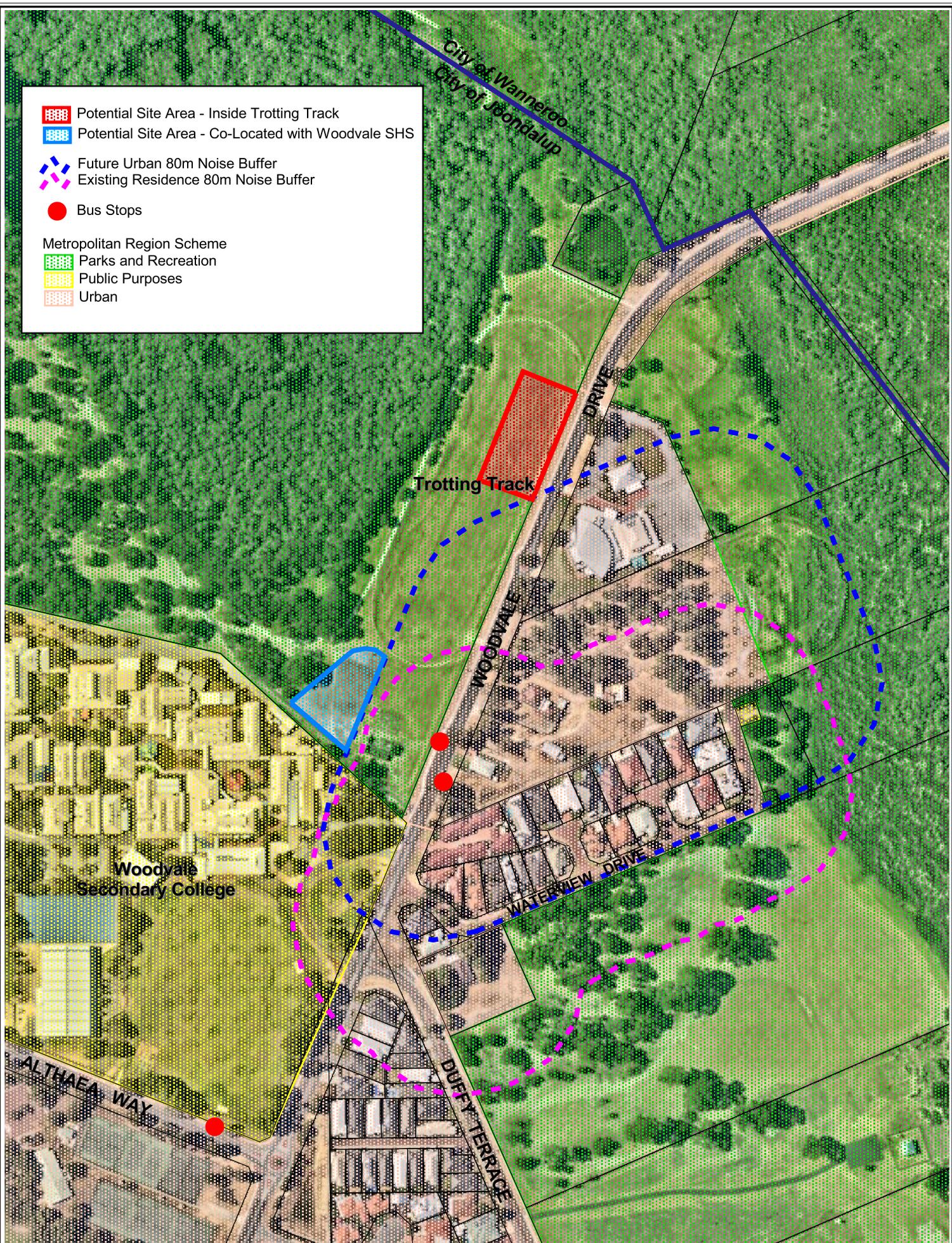
-  Potential Site Area - Inside Trotting Track
-  Potential Site Area - Co-Located with Woodvale SHS
-  Bushfire Prone Area

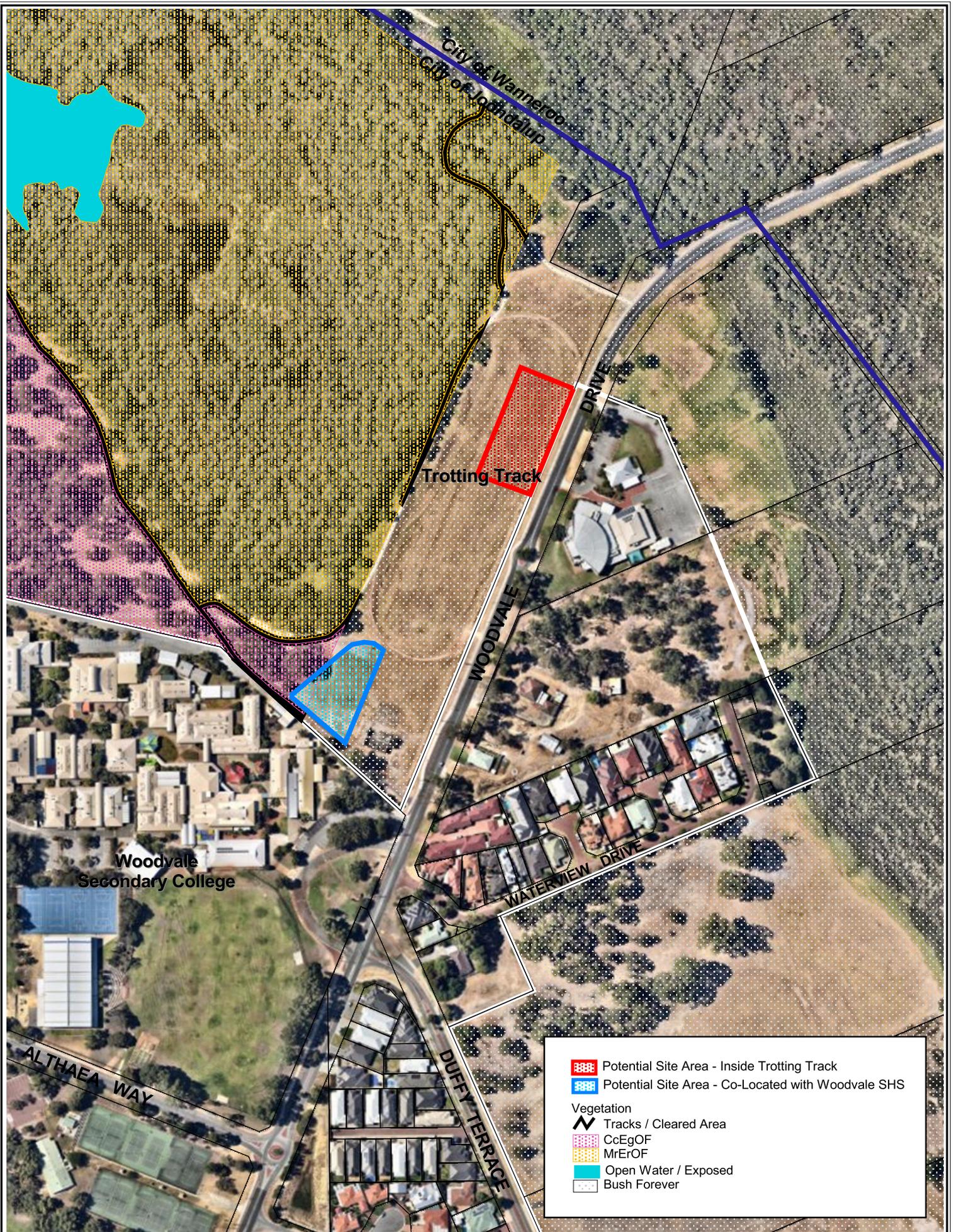


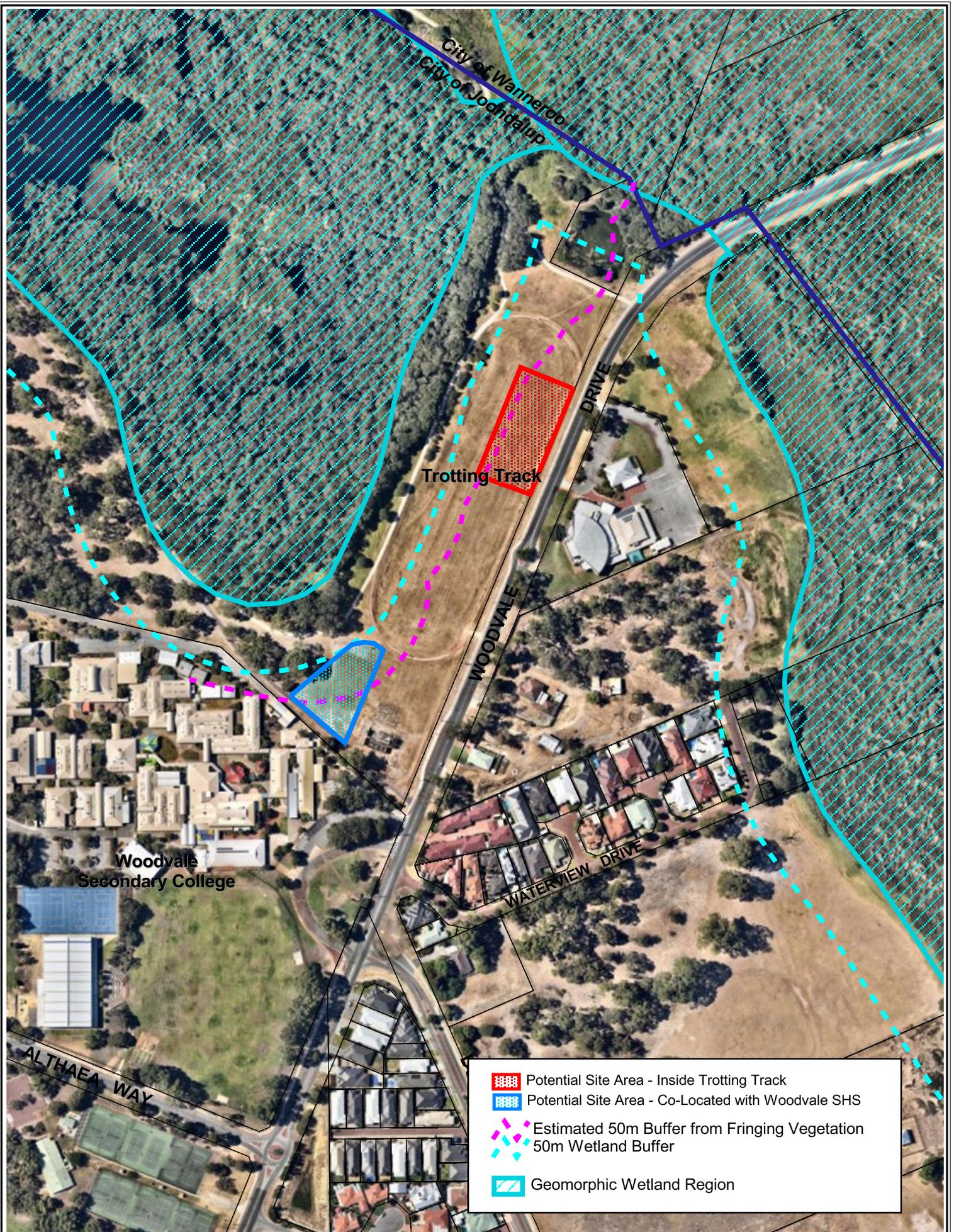
-  Potential Site Area - Inside Trotting Track
-  Potential Site Area - Co-Located with Woodvale SHS
-  Future Urban 80m Noise Buffer
-  Existing Residence 80m Noise Buffer
-  Bus Stops

Metropolitan Region Scheme

-  Parks and Recreation
-  Public Purposes
-  Urban







	Potential Site Area - Inside Trotting Track
	Potential Site Area - Co-Located with Woodvale SHS
	Estimated 50m Buffer from Fringing Vegetation
	50m Wetland Buffer
	Geomorphic Wetland Region

## Appendix 2 Local History Review Report

## City of Joondalup Libraries – Local History Research Report

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**Subject** - Old Trotting Track and nearby structure on Woodvale Drive



**Enquiry** - Request for historical information about the old trotting track in Yellagonga Regional Park, south of Beenyup Swamp, on Woodvale Drive

**Scope** - A summary of its history and the value of the site from a local perspective

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### Research Summary

Research for this enquiry did not reveal a concise history on the old trotting track and ruins site adjacent to Beenyup and Wallaburnup Swamps in Yellagonga Regional Park. The area had several trotting tracks/horse racing tracks in the past and these are often referred to in general terms and lack exact locations.

The purpose, age, and history of the ruins to the southwest of the old trotting track on Woodvale Drive is inconclusive. It is possible that the ruins are of a former dairy or building associated with the track, but research did not find any owner details. This location does not appear in any inHerit Heritage Place listings although it is situated on the southern portion of the first land grant in Wanneroo surveyed in 1838. [See attachment – Plan of original lot boundaries]

References to the heritage and community value of the site have been included in the research summary. Other references to the historical value of the site from a local perspective may be found in the Local History Library's collection of City of Joondalup publications and council minutes and agendas.

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### Research Findings

#### History of 1170 Ocean Reef Road Woodvale – Part of Yellagonga Regional Park

Owned by the George Shenton snr and known as Shenton Park, the northern portion of this land bordering Ocean Reef Road comprised 1,300 acres. John (Jack) Patrick Perry purchased this land in 1912 and renamed the property Perry's Paddock. Jack Perry and his family operated a horse breaking and stock dealing business at Perry's Paddock from 1912 to 1929. The Hastings and the Duffy families, important dairy farmers in the area, both owned Perry's Paddock at different times.

Perry's Paddock was the venue for the Wanneroo Picnic Race Days which included horse racing events from 1915-1932. The Racing Committee disbanded on 10 October 1932 when the WA Turf Club refused permission for race meets to continue at the venue.

Perry's Paddock was also used for market gardening from the late 1930s and many of the families who worked the property were migrants who erected simple homes on the site.<sup>1</sup>

### **Horse racing in Wanneroo**

There were several horseracing tracks in Wanneroo over the years including:

1900s	Forbes and Spiers horse racing tracks on their properties - located on the southern tip of Lake Joondalup.
1920 to 1932	Perry's Paddock racing track which ran on Perry's property until 1932.
1976 to present day	Nanovich racetrack (now Wanneroo Trotting and Training Club) located further north in Neerabup, Wanneroo.

### **Southern Location next to Beenyup Swamp – Old Trotting Track and old structure**

A map drawn from historical aerial photographs of the area in 1942 and 1953 shows two small structures on the site at the same location as the current ruins on the site.<sup>2</sup> [See attachment - Historic Landscape Plan 1996]

Later an historical aerial photograph of the site from 1974 shows a structure and the trotting track. In 1985 the trotting track seems to be in good condition, but the structure has been partly demolished.<sup>3</sup>

In the early 1990s a portion of the land near Woodvale Senior High School was leased for horse training. Public submissions at the time raised concerns regarding the land near Wallaburnup Swamp being developed for sporting use as it may affect bird activity, bird population numbers and bird watching in that area.<sup>4</sup> In 1996 a map shows the trotting track and describes it as 'disturbance site'.<sup>5</sup> [See attachment – Zone of Significance 1996]

In the Yellagonga regional Park draft management plan 2000-2010 there is no mention of a structure or a trotting track on the site. The site at this time is referred to as Beenyup Park and is designated as a potential area for natural environment uses, including public access via walk trails and paths, conservation and enhancement of flora and fauna and improvement of landscaping.<sup>6</sup>

By 2002 both the trotting track and the building appear to be disused and access to the site looks to have ceased.<sup>7</sup>

In the 2003-2013 Yellagonga Regional Park Management Plan the old dairy and trotting track on Woodvale Drive are listed as a site that has the potential to become a public space with development.

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<sup>1</sup> City of Wanneroo Local Heritage Survey 2016

[file:///C:/Users/reflib/Downloads/City\\_of\\_Wanneroo\\_Local\\_Heritage\\_Survey\\_part\\_3\\_Dec\\_2016.pdf](file:///C:/Users/reflib/Downloads/City_of_Wanneroo_Local_Heritage_Survey_part_3_Dec_2016.pdf)

<sup>2</sup> Aris, Kelly. Conservation Plan Perry's Paddock prepared for the City of Wanneroo July 1997. pg 57

<sup>3</sup> Intramaps Joondalup. 1965, 1974 and 1985 maps of 1170 Ocean Reef Road Woodvale, Yellagonga Regional Park [Online maps – Intramaps – City of Joondalup](#)

<sup>4</sup> Western Australia. Department of Planning and Urban Development. Yellagonga Regional Park : final/ Department of Planning and Urban Development. [1991?] pg 7, 13

<sup>5</sup> Aris, Kelly. Conservation Plan Perry's Paddock prepared for the City of Wanneroo July 1997. Pg 104

<sup>6</sup> Western Australia. Department of Conservation and Land Management, et al. Yellagonga Regional Park: draft management plan, 2000-2010. Pg 10, table 1. pg 11 and pg 31

<sup>7</sup> Intramaps Joondalup. 1170 Ocean Reef Road Woodvale, 2002 map of Yellagonga Regional Park [Online maps – Intramaps – City of Joondalup](#)

The document states: *'With the removal of the horse agistment from the park and increasing urban development surrounding the park, there is likely to be little demand for the on-going use of the trotting track as a training facility. A site plan outlining proposed future concepts for the site as well as its possible integration with the old dairy will be prepared. The heritage value of the old dairy needs to be assessed prior to any planning for the site.'*<sup>8</sup> [See attachment - Yellagonga Regional Masterplan].

This is the first reference to the structure as an old dairy.

It is not known who built or owned the old dairy although Frederick Duffy built a limestone house (Duffy House) on his property located on the west side of Wallaburnup Swamp in 1911.<sup>9</sup> This site is located on the opposite side of Woodvale Drive to the trotting track.

Google Maps shows Duffy House located at Lot 69 (108) Duffy Terrace. A Heritage Council description of Duffy House refers to the family dairy being located 'approximately 100 metres south-west of the cottage.'<sup>10</sup> The old dairy on the trotting track site is located to the north-west of Duffy House.

Cockman House is also close by and the trotting track and old dairy may be associated with this family although no evidence was found to support this.

In 1996 a map describes the structure as a '1960s house site'.<sup>11</sup> [See attachment – Zone of Significance 1996]

### **Aboriginal Significance**

The land encompassing the Yellagonga Regional Park was known to be inhabited by local Aboriginal people from as far back as 40,000 years. The area was used as a meeting place and was a stopping point when travelling to northern destinations. Lake Joondalup was a good water source and place for hunting. No information was found regarding the use of Beenyup and Wallaburnup Swamps by Aboriginal people, but it is possible as a 'marked tree' can be seen on the plan of the original lot boundaries c. 1879. [See attachment – Plan of Old Lot Boundaries]

### **Conclusion**

Information has been sourced from numerous locations and various online and published maps. On closer examination some of this information may be conflicting or misleading. Further investigation is required to establish the owner/s of both the trotting track and the old structure next to Beenyup Swamp on Woodvale Drive. It is suggested that Landgate be contacted for more information on this site.

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Aris, Kelly. Conservation Plan Perry's Paddock prepared for the City of Wanneroo July 1997.

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<sup>8</sup> Dooley, Brendan. Department of Conservation and Land Management. Yellagonga Regional Management Plan 2003-2013. pg 43 and map pg 46

<sup>9</sup> Brittain, R. Yellagonga Regional Park. City of Wanneroo Ethnography Position Paper. 1990. pg 65

<sup>10</sup> Duffy House. [inherit.stateheritage.wa.gov.au/Public/Inventory/PrintSingleRecord/1467de3e-02b4-4040-a396-65b066c80e06](https://www.inherit.stateheritage.wa.gov.au/Public/Inventory/PrintSingleRecord/1467de3e-02b4-4040-a396-65b066c80e06)

<sup>11</sup> Aris, Kelly. Conservation Plan Perry's Paddock prepared for the City of Wanneroo July 1997. pg 104

## Appendix 2

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E0037 Elfreda Chitty. City of Joondalup

E0072 Maurice Keane. City of Joondalup

E0464-E0465 Pat Houlahan. City of Joondalup

### **Websites**

CITY OF JOONDALUP - MINUTES OF THE MEETING OF COUNCIL - 14.12.2021

[Minutes - Ordinary Meeting - 14/12/2021 \(joondalup.wa.gov.au\)](#) pg 153-155

City of Wanneroo Local Heritage Survey 2016

[file:///C:/Users/reflib/Downloads/City of Wanneroo Local Heritage Survey part 3 Dec 2016.pdf](file:///C:/Users/reflib/Downloads/City_of_Wanneroo_Local_Heritage_Survey_part_3_Dec_2016.pdf) pg 246-249

Googlemaps

[www.google.com/maps/](http://www.google.com/maps/)

Inherit

[inherit.stateheritage.wa.gov.au/Public/Inventory/Details/1467de3e-02b4-4040-a396-65b066c80e06](http://inherit.stateheritage.wa.gov.au/Public/Inventory/Details/1467de3e-02b4-4040-a396-65b066c80e06)

Intramaps Joondalup

[Online maps – Intramaps – City of Joondalup](#)

## Appendix 2

TROVE

[Home - Trove \(nla.gov.au\)](http://nla.gov.au)

### Attachments



Yellagonga  
Regional Masterplan



Fig 18 Historic  
Landscape plan 1991



Fig 25 Zone of  
Significance 1996.pdf



Fig 26 Landscape  
specific policy Record



Fig 27 Plan of  
original Lot boundaries



Figure 2 site plan  
1995.pdf

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*Information provided is obtained from sources available from or through the City of Joondalup Local History Library. We have taken care to find all possible information but cannot be responsible for omissions, errors, opinions or content. The information is presented as factual and does not reflect the opinion of staff or management.*

## **Appendix 3 Breakdown and inclusions: capital indications**

Appendix 3 – Breakdown and inclusions: capital indications

	Option 1	Option 2
	Modest skate plaza with necessary amenities and infrastructure Total project area 7,500m2.	Modest skate plaza with necessary amenities and infrastructure, and recommended minor complementary facilities to support site activation Total project area 7,500m2.
<b>Total capital allowance (excluding escalation)</b>	<b>\$1,956,704</b>	<b>\$2,481,219</b>
<b>Design and site preparation</b>		
Facility, site, and services design	\$165,500	\$165,500
Construction preliminaries, demolition, earthworks, fill, etc	\$395,400	\$395,400
<b>Facilities</b>		
Small skate plaza (street skate only)	\$356,610	\$356,610
Complementary play facilities	\$0	\$140,000
Complementary BBQ and picnic space	\$0	\$36,000
<b>Amenities</b>		
Benches and shade for facility users	\$42,000	\$42,000
Water bubbler	\$12,000	\$12,000
Toilet block	\$55,000	\$55,000
Bins	\$4,200	\$4,200
<b>Access requirements</b>		
Car parking, with pick up/drop off bays	\$120,000	\$230,000
Additional pathways (connect facility to existing path network)	\$18,000	\$18,000
Bollard edging to the site with mainenance access crossover and boom gate.	\$32,000	\$32,000
<b>Safety and operational requirements</b>		
CCTV	\$90,000	\$90,000
Signage	\$2,500	\$2,500
<b>Landscaping residual space</b>		
General landscaping allowance	\$280,000	\$280,000
<b>Services and engineering</b>		
Power connection	\$45,000	\$45,000
Sewer extension and connection	\$100,000	\$100,000
Water connection	\$43,000	\$43,000
<b>Public art</b>		
Public art contribution 1%	\$17,612	\$20,472
<b>Contingency</b>		
10% minimum allowance	\$177,882	\$206,768
10% further recommended	\$0	\$206,768
<b>Annual operating impact (excluding depreciation)</b>	<b>\$120,000</b>	<b>\$142,000</b>
<b>Annual operating impact (including depreciation)</b>	<b>\$199,000</b>	<b>\$242,000</b>
<b>Total 20-year cash flow</b>	<b>\$7,580,000</b>	<b>\$9,526,000</b>