

## Terms of Reference

### York Bypass/Heavy Haulage Project Working Group

- |                                      |   |
|--------------------------------------|---|
| 2 x Shire Members                    | - Shire President, Cr David Wallace   |
|                                      | - Chief Executive Officer, Paul Martin<br>(Other Shire staff may attend meetings as approved by the CEO.) |
| 2 x Main Roads Representatives       | - Regional Manager, Main Roads Wheatbelt, Craig Manton  |
|                                      | - Project Development Manager, Main Roads Wheatbelt, Dave Pearson   |
| 2 x Wheatbelt Development Commission | - Director Regional Services Wheatbelt Development Commission, Grant Arthur                               |
|                                      | - Ross Ainsworth, Wheatbelt Development Commission Board Member.  |
| Chairperson                          | - Shire President, Cr David Wallace   |
| Officer Responsible                  | - Chief Executive Officer   |
| Meeting Schedule                     | - Monthly or more frequently if required.   |
| Meeting Location                     | - To be determined  |
| Quorum                               | - 3 members including one representative from each organization   |
| Delegated Authority                  | - Nil   |

## **FUNCTIONS:**

### **1.0 NAME**

The name of the Group is the York Bypass/Heavy Haulage Working Group.

### **2.0 DISTRICT/AREA OF CONTROL**

Shire of York.

### **3.0 VISION / PURPOSE**

To work with government, community and other stakeholders to identify and recommend a route envelope for a future York Bypass/Heavy Haulage Route.

### **4.0 STATUTE**

This groups is a Working Group for a particular purpose in accordance with the Shire of York Policy G 2.5 Reference Groups. The group is not considered a formal Committee of Council in accordance with the Local Government Act 1995.

### **5.0 ESTABLISHMENT**

Established by Council Resolution on 28 November 2016.

### **6.0 OBJECTIVES**

1. Develop a Community Engagement Plan for consideration by the Council of the Shire of York.
2. Work collectively between Main Roads, Wheatbelt Development Commission and the Shire to implement the Community Engagement Plan once adopted by Council including undertaking regular reviews.
3. Provide a recommendation on the preferred Route Envelope for a future York Bypass/Heavy Haulage Route for use in future planning.

### **7.0 DELEGATED AUTHORITY**

The Group does not have executive powers or authority to implement actions in areas over which the Chief Executive Officer has legislative responsibility and does not have any delegated financial responsibility.

### **8.0 WORKING GROUP**

#### **8.1 Chairperson**

The Chairperson of the Working Group will be the Shire President. If the Shire President is not available, the group will choose someone to Chair the meeting from members present.

#### **8.2 Secretariat and Note taker**

This role is to be fulfilled by Main Roads WA.

## **9.0 MEETINGS**

### **9.1 Group Meetings**

The York Bypass/Heavy Haulage Working Group will meet monthly unless a Special Meeting is called by the Chairperson.

### **9.2 Voting**

Voting shall be by consensus or by a show of hands as directed by the Chairperson.

### **9.3 Notes of Meetings**

The Chairperson is to ensure that Notes of the Meeting are kept of the meetings proceedings.

The Meeting Notes may be confirmed by a majority of members present at the meeting in writing via email, after the completion of the meeting.

Recommendations requiring Council action arising from the Meeting Notes shall be presented to Council at the next Ordinary Council Meeting or earliest available Council meeting if it is not possible to present the Notes to the next Ordinary Council Meeting.



# YORK BYPASS/HEAVY HAULAGE WORKING GROUP

## DRAFT STAKEHOLDER ENGAGEMENT AND CONSULTATION PLAN

### ALIGNMENT SELECTION

Prepared for:  
York Heavy Freight Corridor Project Working Group  
(On behalf of Main Roads WA)

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**October 2016**

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## 1.0 BACKGROUND INFORMATION

York is a small rural town 100km east of Perth with local activities ranging from agriculture to tourism. Settled in 1831, the town has numerous heritage listed buildings and has been listed as a Historic Town on the Register of the National Estate of the Commonwealth of Australia (1978). This provides York with tourism opportunities to showcase these heritage buildings. York has an approximate population of 3,500 and is a major receiving site for locally harvested grain and has a significant hay operation (Gilmac Hay).

York's long-standing history of 185 years has seen various local planning strategies implemented. This has meant that some of the now heritage listed buildings are located very close to the road edge, and are subject to excessive vibration due to regular large heavy vehicle movements (which increases during the carting season). This excessive vibration may have a detrimental effect on these buildings by introducing cracking and undermining structural integrity.

The Wheatbelt Development Commission Blueprint (A Vision for a Vibrant Future) captures the potential of the Wheatbelt as a tourism destination (page 66): *"Heritage in the Wheatbelt captures pioneering, aboriginal, motoring, rail and convict aspects of Western Australian history. Planning for the sustainability of the Wheatbelt's key built heritage is essential in providing an insight into the past, creating community amenity and providing tourism opportunities."*

The current alignment of the major roads into York does not separate light and heavy vehicles. York, being a tourist centre is accentuating this issue, resulting in a number of traffic collisions between heavy and light vehicles being recorded, including one fatality within the last five years.

York also has a major CBH grain receival point and there is a diversity in other crop types (e.g. hay, wine and olive production), Traffic studies indicate that there has been a consistent increase in the heavy vehicle volumes on the main routes. York will continue to experience increases in agricultural production and light industry which is expected to result in an increase in heavy vehicle movements through the town.

The WDC's Sub-Regional Economic Strategy estimated York's population at 3,688 in 2011 (14% higher than the 2001 estimate of 2001). York's projected population growth rate is predicted to be within the range of 1.8-3.3% over the next 10 years (Shire of York – WA Tomorrow Series 2012). By 2030, the proposed population distribution is approximately 7000 residents in York, representing a 6.6% annual growth rate (source [www.york.wa.gov.au/demographics.aspx](http://www.york.wa.gov.au/demographics.aspx)).

The Town Planning Scheme for York has listed proposed residential areas along the Chidlow – York Road (M010) entrance to town as well as a light industrial area to the south west along Knotts Road.

Consequently, without planning for a future Heavy Freight Corridor, the following can be expected:

- Increased vehicle conflicts on the existing road and congestion, resulting in compromised safety
- Reduced amenity in the town and surrounding areas
- Increased impact on heritage buildings
- Impacts on planning for future development and land usage capacity
- Lack of planning for future freight requirements.

The Wheatbelt Development Commission has provided funding to Main Roads to undertake the planning study for the proposed corridor, but there is no construction funding to build it.

Consequently, this study needs to align with the WDC Blueprint, which states:

*Increased heavy haulage on roads that are not constructed or maintained to manage the freight task will increase the safety risk to all road users and result in inefficiencies in the transport network. With the Wheatbelt already recording the State's worst ratio of fatal and serious injury rates at 28.7 per 100,000 people, compared to WA rate of 10.770, increased safety risk is not acceptable to the community.*

While a significant percentage of Wheatbelt accidents are single vehicle accidents (68% in 2012) and therefore not attributable to increased truck movements, the impact on road surfaces as a result of increased volumes and loads should not be ignored. Increased transport and logistics activity is providing economic opportunity in the Region and the State. Land transport investments in the Wheatbelt will also deliver benefits beyond the Region in terms of minimising metropolitan congestion, improving linkages to the other regions and increasing the export capacity of regional WA.

Key areas for investment in land transport infrastructure in the Wheatbelt include:

- an outer metropolitan ring road and associated intermodal terminals;
- Great Northern Highway (upgrades); Great Eastern Highway (upgrades); strategic town heavy haulage bypasses; and
- a mitigation plan for increased heavy vehicles on roads. This should include a review of the road management hierarchy to identify the changing nature of road use, where local roads are increasingly becoming of State significance.

## **2.0 YORK BYPASS PLANNING STUDY**

Main Roads is undertaking a planning study to recommend preferred options for a Heavy Freight Corridor around the York town site.

The aim of the study is to investigate alignment options that will improve safety and efficiency as well as provide a reliable level of service by removing heavy vehicles from the York town area and heritage sites.

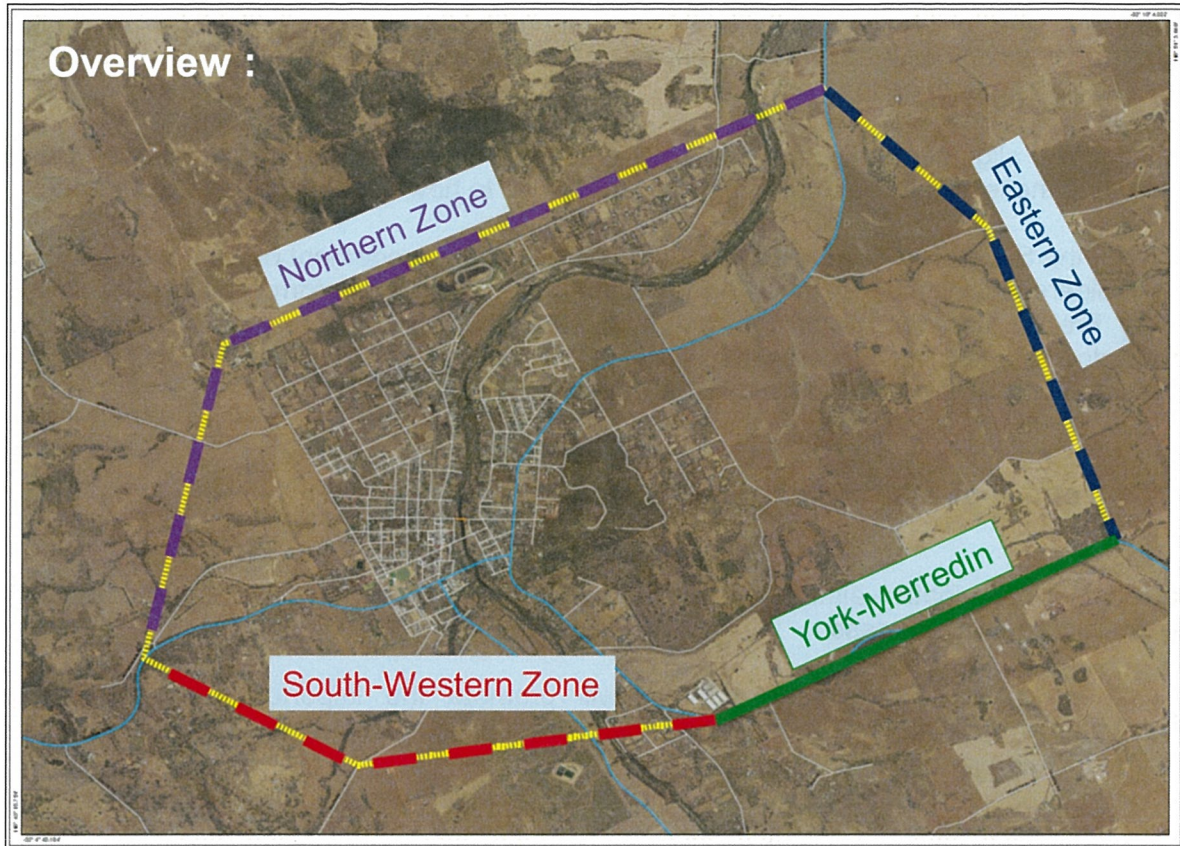
The funding request is for the initial development (feasibility study) of possible options to address the issue of heavy vehicle freight traffic through York. The deliverables need to provide a level of certainty to:

- Allow LGA local planning schemes to make informed decisions to enable improved town planning;
- Allow identification of appropriate land for industrial zoning;
- Identify key stakeholders, both internal and external;
- Be consistent with Main Roads heavy vehicle access strategy within the Wheatbelt Region;
- Include staging of the works where required.

The study includes reviewing the previous route selection documentation (York Freight Bypass and Road Network Review Study).



In determining a focus area for the alignment selection report the surrounding area of York was investigated to understand the constraints and outcomes. The area around York was broken up into three zones; northern, eastern and south-western.



The northern zone was discounted as a potential bypass alignment as it, by itself does not address the issue of the heavy vehicle interaction within the heritage precincts. For this option to work it would need to be built in conjunction with the other two zones.

The eastern zone was not included in this study as it already has a connection identified between the Northam-Cranbrook Road and York-Merredin Road via Marwick Road which may require minor improvements to upgrade it to an appropriate RAV Route. This connection does not specifically address the current issues around the heritage precinct but should be considered as staged option. The York-Merredin Road is planned for widening and pavement improvements to accommodate RAV 7 vehicles.

The south-western zone, bounded by Cut Hill Road along Chidlow – York Road (M010) to the west and York – Merredin Road (M041) to the east, would provide for a heavy vehicle bypass of the heritage precinct, which is the focus of this study.

### 3.0 THE ROLE OF STAKEHOLDER ENGAGEMENT

Stakeholder engagement requires involvement of all key stakeholders and community members in the Shire of York. Engagement is critical to this long term planning project in supporting investigations into the social, economic and environmental impacts, and providing a sustainable solution. However, the process must also allow local and state government agencies to have technical input into the study prior to progressing wider consultation with

landowners, businesses, freight industry, community groups and residents within the Shire of York.

The York community has been highly engaged in terms of development or decisions affecting their town. Current understanding is that the community is supportive of a Heavy Freight Corridor. However, they have a high expectation of the engagement process and it seems they are very keen to be involved.

Traditionally, alignment selection has involved Main Roads investigating options and then presenting these to the community with information as to how the options were developed.

To meet the Shire of York's expectation, a model of early engagement of the community and stakeholders is proposed by involving them through provision of information about possible Heavy Freight Corridor 'areas' for comment. This would encourage people to offer local knowledge to determine concerns that matter to the community, as well as providing a catalyst for a solution to be generally developed and agreed by stakeholders.

### **3.1 Objectives of Stakeholder Engagement**

Stakeholder participation aims to involve people and organisations affected by a decision in the decision making process.

A well structured engagement program will promote the importance of stakeholder participation in the planning process and explain how they can be meaningfully involved in the process. The engagement program will:

- help ensure the integrity and credibility of the process by providing opportunities for stakeholders to offer input into the study;
- show how stakeholders have impacted the decision;
- ensure that the outcome is the result of a transparent process supported by all stakeholders, while understanding the outcome may not be supported by all stakeholders;
- ensure the gazetted plan considers and allows for services and infrastructure to meet the future needs of the York community;
- develop community relationships and capacity building for the future in the York community.

### **3.2 Issues Identification**

An effective engagement program will identify stakeholder issues and concerns with the planning study. Typically, these issues include:

- Lack of understanding of the need for the study, resulting in criticism
- Concerns over future land acquisition and associated processes
- Future property access issues
- Environmental issues (clearing, site impacts, habitat impacts, flora/ fauna impacts)
- European Heritage issues
- Indigenous Heritage issues
- Services and required relocations
- Economic impact on town site businesses
- Residents in various areas oppose alignment and impacts to lifestyle ('not in my backyard')
- Potential impact on walk trails and off road cycling.

A Risk and Mitigation strategy will be required once preferred options are agreed.

A critical issue for this study is the timing of the Western Australian election. A recent directive has advised that Main Roads is required to gain approvals for any communications from the Minister for Transport's Office. This needs to be considered in the timing of communications to ensure study deadlines are met.

## 4.0 STAKEHOLDERS

### 4.1 Project Working Group (PWG)

The Project Working Group includes the Shire of York, Wheatbelt Development Commission and Main Roads Wheatbelt Region. There are agreed terms of reference for this group. This group will oversee the planning study managed by Main Roads Wheatbelt Region to:

- ensure the Shire of York and the Wheatbelt Development Commission - as key stakeholders – agree on identification of options, engagement strategy, route selection outcomes;
- ensure the Project Working Group has joint ownership and agrees on the progression of the study;
- ensure all interested parties are engaged and aware of the process through communication of study information that has consistent key messages to allow meaningful discussion;
- ensure potentially directly affected landowners are fully aware of the planning study, and have the opportunity to initially highlight any potential concerns and property impacts, and provide opportunity to address these concerns;
- ensure high awareness of the study and the community engagement program to encourage participation and feedback by providing a range of engagement opportunities;
- determine local and regional issues associated with the Heavy Freight Corridor;
- determine any concerns in the study area (including environmental, land, historical and other);
- report back to the community with the final decision.

### 4.2 Key Stakeholders

STAKEHOLDER	STAKEHOLDER
State Members of Parliament	Minister for Transport, Bill Marmion Mia Davies MLC
Project Working Group	<ul style="list-style-type: none"> <li>• Shire of York x 2</li> <li>• Wheatbelt Development Commission x 2</li> <li>• Main Roads Wheatbelt Region x 2</li> </ul>
Shire of York	<ul style="list-style-type: none"> <li>• Technical staff x 3</li> <li>• CEO Paul Martin x 1</li> <li>• Shire Councillors and President x 2</li> </ul>
Main Roads	<ul style="list-style-type: none"> <li>• Wheatbelt Region</li> <li>• Planning and Technical Services</li> <li>• Strategy and Communications Directorate</li> </ul>
Businesses	<ul style="list-style-type: none"> <li>• York Chamber of Commerce</li> </ul>

	<ul style="list-style-type: none"> <li>• Business organisations</li> <li>• All businesses (farming, town-based etc)</li> <li>• Freight Industry</li> <li>• CBH</li> <li>• Hay plant</li> <li>• Tourism industry</li> </ul>
Government Agencies	<ul style="list-style-type: none"> <li>• Water Corporation</li> <li>• Department of Planning (WA Planning Commission)</li> <li>• Department of Environment &amp; Conservation</li> <li>• PTA</li> </ul>
Community	<ul style="list-style-type: none"> <li>• Potentially impacted landowners (including absentee)</li> <li>• Heritage building owners</li> <li>• Progress / resident associations</li> <li>• Residents</li> <li>• Road users (vehicles)</li> <li>• Other road users (cyclists/ pedestrians)</li> <li>• Environmental groups</li> </ul>

## 5.0 KEY MESSAGES

Various key messages will be developed as part of the study, and may include:

### 5.1 Rationale

- The York Heavy Freight Corridor Planning Study is required to plan road infrastructure to meet future residential development and industrial planning, as well as heavy vehicle, tourist, regional and local traffic needs for the future.
- The Heavy Freight Corridor will provide critical infrastructure to enhance town amenity for the local community and tourists.
- There is no funding to construct the Heavy Freight Corridor. This planning study will ensure a road reservation can ultimately be set aside and stakeholders (including landowners) can be provided with certainty for the future. In the meantime, landowners can continue to use their land for existing purposes.

### 5.2 Safety and Regional Infrastructure

- The York Heavy Freight Corridor will have a significant impact on the movement of traffic within and around the wider York area. Without it, traffic on the existing network will increase, exacerbating the following existing issues:
  - Conflict between light and heavy vehicles, creating significant safety issues for local road users, tourist traffic and freight vehicles.
  - Impacts on heritage buildings that are already subject to excessive vibration due to regular large heavy vehicle movements. This excessive vibration may have a detrimental effect on these buildings by introducing cracking and undermining structural integrity.
  - The M10 Chidlow-York Road is currently experiencing an excessively high killed and serious injury (KSI) crash rate. A suitable alignment could contribute to reduce the crashes on this route.
- Future tourism may be impacted with potential for greater congestion without the

Heavy Freight Corridor. Similarly, local amenity will be impacted by congestion issues.

### 5.3 Benefits

The York Heavy Freight Corridor will:

- provide future relief to the existing road network from forecast traffic increases;
- provide for land use development and growth benefits;
- provide a high standard, free flowing route for traffic not needing to travel through the townsite resulting in reductions in travel time, vehicle operating costs and freight performance;
- enable heavy vehicles coming in from the north, east and south to access CBH and the Great Southern Highway to Perth;
- Improve access to York and the surrounding Wheatbelt region, providing a better level of service for regional, tourist and freight traffic.

### 5.4 Stakeholders and Community

- Stakeholder engagement will be undertaken over a series of stages to discuss issues and mitigate impacts.

## 6.0 STAKEHOLDER ENGAGEMENT PROCESS

ACTIVITY	STAKEHOLDERS	AIM	DATE
<b>Briefing</b> Shire of York	Councillors	Gain endorsement for engagement strategy	August 2016
<b>Project Working Group (PWG) meeting</b>	TWG members	Determine study process and engagement requirements	October 2016
<b>PWG meeting</b>	PWG members	Finalise messaging for communications	November 2016
<b>Request for briefing</b>	Steve Potter	Request permission to brief Minister for Transport and Mia Davies	November 2016
<b>Briefing</b>	Mia Davies MLA	Update on study progress	TBC
<b>Develop Communications:</b> Website Letters Advertisements Media briefing (?)	Community Landowners Businesses Shire Councillors Freight Industry Tourism Bus companies	Invitation to drop-in session Background information (brief)	November 2016
<b>Drop in Session</b>	As above	Provide initial awareness of the study Explain engagement process	W/C 12 December 2016

		Determine initial concerns Develop stakeholder contact list	
<b>PWG meeting</b>	PWG members		Late January 2017
<b>Briefings (separate)</b>	<ul style="list-style-type: none"> <li>• CBH/Hay Plant</li> <li>• Government stakeholders (PTA/Watercorp/WA Planning/Environmental/Heritage organisations)</li> <li>• Freight industry</li> </ul>		
<b>Stakeholder Workshop</b>	As above	Provide opportunities for feedback in areas surrounding potential options	February 2017
<b>Meeting</b>	Project Working Group	Discuss workshop outcomes and feedback into option development	February/ March 2017
<b>Briefing</b> Outcomes of workshop	Workshop stakeholders	Provide feedback on option development prior to wider consultation	April 2017
<b>Community comment</b> 4 weeks	All	Gain community feedback on option/s being considered	April 2017
<b>Process and Analyse feedback</b>	Working Group	Determine community preference/s	April/ May 2017
<b>Report to Shire of York</b>	Councillors	Provide community feedback	TBC
<b>Prepare final report</b>			TBC
<b>Develop Communications:</b> feedback to community including next steps and further involvement	All stakeholders	Promote continuation of the planning study through alignment definition process	TBC

## 7.0 MEASUREMENT

It is recommended a measurement process be developed to link the project objectives and the engagement objectives. To measure success and build on efforts for future activities - the following should be captured in writing during the engagement to provide a close-out report:

- the purpose and aims of the engagement;

- the methods used;
- the participants;
- a summary of noted stakeholder concerns, expectations and perceptions;
- a summary of discussions; and
- a robust list of outputs (decisions, actions, proposals, and recommendations).

Measurement will:

- determine how well we manage/ reduce negativity towards the study
- identify key issues and concerns about the study, and subsequently manage and mitigate these
- identify emerging trends in relation to study objectives
- highlight whether trust and confidence in government improves
- show how we provide the community with increased capacity to develop solutions to local problems.

Measurement stages:

- Level of interest - number of responses
- Level of acceptance - issues management (including responses to public queries) and media monitoring
- Level of influence - illustrate how the feedback was able to influence the final plan.

### **TO BE DEVELOPED FURTHER**

***May involve the outline below (or similar) – to discuss***

<b>AUDIENCE AND TOOL</b>	<b>OBJECTIVE</b>	<b>MEASUREMENT</b>
OUTGOING: Stakeholder database	<ul style="list-style-type: none"> <li>• Establish outgoing communication mechanisms</li> <li>• Raise stakeholder awareness</li> <li>• Monitor feedback to determine satisfaction and concerns</li> <li>• Determine level of understanding and acceptance</li> </ul>	<ul style="list-style-type: none"> <li>• Distribution numbers and frequency – adds to coverage</li> <li>• Survey – post study</li> </ul>
OUTGOING: Newsletters Advertisements/editorials	<ul style="list-style-type: none"> <li>• Target wider catchment area to determine concerns and encourage input</li> <li>• Increase awareness levels of people in the community</li> </ul>	<ul style="list-style-type: none"> <li>• Distribution numbers (highlight extent of catchment) and frequency</li> <li>• Monitor number of queries generated from newsletters/ advertisements (effectiveness)</li> </ul>
OUTGOING: Website	<ul style="list-style-type: none"> <li>• Determine website usage and value as consultation tool</li> </ul>	<ul style="list-style-type: none"> <li>• Number of visits</li> <li>• Average time of visit</li> </ul>
OUTGOING: Stakeholder Briefings	<ul style="list-style-type: none"> <li>• Determine issues for impacted stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Number of issues raised</li> <li>• Types of issues</li> </ul>
OUTGOING: Drop In Sessions/ Displays	<ul style="list-style-type: none"> <li>• Determine level of interest</li> </ul>	<ul style="list-style-type: none"> <li>• Numbers attending</li> <li>• Enquiries and feedback received</li> <li>• Issues: Number and type</li> </ul>
INCOMING: Stakeholder/ community enquiries (general)	<ul style="list-style-type: none"> <li>• Monitor community expectations</li> <li>• Document community concerns</li> <li>• Record level of community input and involvement</li> </ul>	<ul style="list-style-type: none"> <li>• Number of issues and number of times raised</li> <li>• Level of interest in study (compared to population)</li> <li>• Level of acceptance – analysis of issues to determine impact on outcomes</li> <li>• Timing and satisfaction</li> </ul>

AUDIENCE AND TOOL	OBJECTIVE	MEASUREMENT
		<ul style="list-style-type: none"> <li>Emerging trends</li> </ul>
INCOMING: Stakeholder issues	<ul style="list-style-type: none"> <li>Document community concerns</li> <li>Analyse issues and determine impact on outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Resolution of issue/ concern (outcome – level of acceptability)</li> </ul>
INCOMING: Ministerial (briefing note) and Parliamentary Questions	<ul style="list-style-type: none"> <li>Determine areas of concern (aim is to minimise number of Ministerials received through proactive engagement)</li> </ul>	<ul style="list-style-type: none"> <li>Number of Ministerials received/ briefing notes provided (MRWA)</li> <li>Content of Ministerials received – issues resolution</li> <li>Number of parliamentary questions asked</li> </ul>
INCOMING: Media coverage – number and content of articles	<ul style="list-style-type: none"> <li>Determine interest in the project</li> <li>Monitor media slant</li> </ul>	<ul style="list-style-type: none"> <li>Number of publications</li> <li>Number of articles</li> <li>Content - positive/ negative/ neutral</li> </ul>