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# Busselton Foreshore

## Structure Plan

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**ENDORSEMENT**

This Structure Plan is prepared under the provisions of the City of Busselton Local Planning Scheme 21.

IT IS CERTIFIED THAT THIS STRUCTURE PLAN WAS APPROVED BY RESOLUTION OF THE WESTERN AUSTRALIAN PLANNING COMMISSION

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Date

Signed for and on behalf of the Western Australian Planning Commission:

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

----- Witness

----- Date

----- Date of Expiry

### ***Table of Amendments***

Amendment No.	Summary of the Amendment	Amendment Type	Date approved by the WAPC
1	Review Structure Plan provisions. Introduce additional land uses within the 'Queen Street', 'Busselton Jetty' and 'Short Stay Accommodation' precincts. Introduce a new 'Old Tennis Club Precinct' with associated land uses and development standards.	Standard	

### **Executive Summary**

The City of Busselton seeks approval to modify the endorsed Busselton Foreshore Structure Plan. The Structure Plan area is zoned 'Special Use 3 Busselton Foreshore' (SU3) and is within 'Special Provision Area 44', pursuant to *Local Planning Scheme 21* (LPS21). Land uses within SU3 are guided by the Structure Plan and include recreational, community, commercial, retail and entertainment activities, as well as thoroughfares and parking areas.

The Busselton Foreshore Precinct has been extensively redeveloped over the last 10 years including the delivery of key infrastructure items, community facilities and commercial development. Redevelopment works undertaken to date have reflected the community vision established through the formulation of the Busselton Foreshore Master Plan.

The review of the Structure Plan is a response to matters associated with the approval of two development applications within the Foreshore Precinct, being the change of use of the former Busselton Tennis Club building from 'Club Premises' to 'Educational Establishment' and the development of a hotel.

The proposed modifications include: presentation of the Structure Plan in a format consistent with the *Planning and Development (Local Planning Schemes) Regulations 2015*; allowing for consideration of additional land uses in some existing precincts; identifying a new 'Old Tennis Club' precinct focused on the former Busselton Tennis Club building; and reviewing car parking requirements.



# Busselton Foreshore Structure Plan



## Legend

LPS Special Provision Area 44

Local Reserves - Recreation

## Precincts

Queen Street

Core Activities

Busselton Jetty

Youth & Community Activities

Short Stay Accommodation

Old Tennis Club

## Thoroughfares and Parking

Type 1 - Main street (Queen St)

Type 2 - General thoroughfare (Stanley St, Brown St, east-west spine road)

Type 3 - Parking (indicative)

## Development Locations

- Café 1
- Café 2
- Kiosk
- Tavern/Restaurant/Shop
- Café 3
- Exhibition Centre (Railway House)
- Commercial Centre
- Community Centre (Youth Facilities Building)
- Short Stay Accommodation Area 1
- Short Stay Accommodation Area 2
- Short Stay Accommodation Area 3
- Old Tennis Club



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## PART ONE: IMPLEMENTATION

### 1.0 Structure Plan Area

The Structure Plan area comprises all land shown on the *Busselton Foreshore Structure Plan* as being within 'Special Use 3 Busselton Foreshore' and 'Special Provision Area 44'.

### 2.0 Operation

The Structure Plan comes into effect on the date that it is endorsed by the Western Australian Planning Commission.

### 3.0 Staging

There are no specific staging requirements.

### 4.0 Subdivision and Development Requirements

The following provisions apply to the Structure Plan area:

1. Land use permissibility within the Foreshore Precincts shall be in accordance with Table 1. Where a use that is listed in the Scheme or Table 1 does not appear against a specific precinct in Table 1, then this land use shall generally not be permitted within that precinct. Land uses are defined according to the Scheme except as follows:

*'Kiosk' means a small structure of no more than one storey and up to approximately 90m<sup>2</sup> floor area predominantly wherein food and drinks are offered for sale and consumption.*

2. Development shall be located as indicated on the Structure Plan and to the satisfaction of the City of Busselton.
3. Maximum building heights, maximum storeys and maximum building ground floor areas pertaining to each 'development area' shall generally be in accordance with Tables 2 or 3 as applicable.
4. Car parking requirements shall be assessed on a case-by-case basis. The City shall manage car parking across the Structure Plan area.
5. Development design, including all landscaping, servicing, public open space areas, drainage, exterior finish of structures and appearance of the overall developments shall be consistent with the objectives for the relevant Foreshore Precinct as set out in Table 1 and generally in accordance with the guidance provided by the *Busselton Foreshore Master Plan*.

**Table 1: Land Use Permissibility**

Precinct	Precinct Objectives	Use Class	Permissibility
Queen Street	This precinct provides a pedestrian friendly space which provides a point of entry to connect the foreshore with the Busselton City Centre and points of attraction including the existing Equinox Café and new café lease area.	<ul style="list-style-type: none"> <li>• Restaurant/Café</li> <li>• Tavern</li> <li>• Small Bar</li> <li>• Reception Centre</li> <li>• Activities consistent with a Recreation Reservation under the Scheme</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.
Core Activities	This precinct connects the Queen Street and Busselton Jetty precincts. It will focus on the provision of high quality amenities including a playspace as a focal element, central green space and new single storey pavilion style kiosks. The focus of this precinct is enhancing the views of the foreshore and jetty, improving the pedestrian experience, and development that provides maximum activation of surrounding spaces.	<ul style="list-style-type: none"> <li>• Kiosk</li> <li>• Activities consistent with a Recreation Reservation under the Scheme</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.
Busselton Jetty	This precinct is a key movement corridor to Marine Terrace and an extension of the original railway line along Stanley Street into the City Centre. It contains interpretive functions in 'Railway House', an interpretive centre for the Busselton Jetty, as well as food and beverage related development. This precinct will provide a pedestrian focussed environment, maximum activation of spaces, and retain views of the coast and jetty.	<ul style="list-style-type: none"> <li>• Restaurant/Café</li> <li>• Exhibition Centre</li> <li>• Shop</li> <li>• Office</li> <li>• Tavern</li> <li>• Small Bar</li> <li>• Reception Centre</li> <li>• Activities consistent with a Recreation Reservation under the Scheme</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.
Youth & Community Activities	This precinct provides a pedestrian oriented activity space to cater for events and to complement the family oriented beach and parkland. This precinct includes a new community building that accommodates the Busselton Surf Life Saving Club /Youth and Community Activity Building, a skate/BMX park, adventure playground, while retaining a sense of open space and views of the coast and jetty.	<ul style="list-style-type: none"> <li>• Community Purpose</li> <li>• Activities consistent with a Recreation Reservation under the Scheme</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.
Short Stay Accommodation	This precinct will provide high quality development sites for tourist accommodation and supporting land uses, aiming to provide active frontage to the east-west spine road, an open, landscaped setting, and retaining wide view corridors between buildings. The predominant land use in this precinct will be short stay accommodation such as hotels and serviced apartments. Restaurants, shops and bars will be provided at ground level to address surrounding streets and the public realm.	<ul style="list-style-type: none"> <li>• Hotel</li> <li>• Tourist Accommodation</li> <li>• Guesthouse</li> <li>• Shop</li> <li>• Tavern</li> <li>• Small Bar</li> <li>• Reception Centre</li> <li>• Restaurant/Cafe</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.



Old Tennis Club	This precinct aims to provide for pedestrian focused activity with active frontages to recreation areas and Marine Terrace to encourage pedestrian movement between points of attraction within the Busselton Foreshore Precinct, the Queen Street Cultural Precinct and the Busselton City Centre.	<ul style="list-style-type: none"> <li>• Restaurant/Café</li> <li>• Reception Centre</li> <li>• Shop</li> <li>• Tavern</li> <li>• Small Bar</li> <li>• Exhibition Centre</li> <li>• Amusement Parlour</li> <li>• Cinema/Theatre</li> </ul>	The uses specified shall be deemed to be a 'D' use for the purposes of the Scheme.
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**Table 2: Building Height and Floor Area for Development Locations**

No.	Development Location	Storeys	Maximum building height from natural (existing) ground level	Maximum building ground floor area (m²)
1	Café 1 (opposite Equinox)	1	7.5m	240
2	Café 2 (currently the Equinox Café)	1 plus loft	7.5m	1,000
3	Kiosk 1	1	7.5m	90
3	Kiosk 2	1	7.5m	90
3	Kiosk 3	1	7.5	90
3	Kiosk 4	1	7.5m	90
4	Tavern/Restaurant/Shop	2	10.2m	1,700
5	Café 3 (currently The Goose)	1	7.5m	1,000
6	Exhibition Centre (Railway House)	2	10.3m	650
7	Commercial Centre	2 plus loft	12m	600
8	Youth and Community Activities Building	2	10.2m	900
12	Old Tennis Club	2 plus loft	12m	700

**Table 3: Building Height and Floor Area for Short Stay Accommodation Areas**

No	Development Location	Storeys	Building Height from Natural Ground Level			Maximum Building Ground Floor Area (m²)
			Top of external wall	Top of external wall (concealed)	Top of pitched roof	
9	Short Stay Accommodation Area 1	4 plus loft	16m	18m	20m	2,920
10	Short Stay Accommodation Area 2	4 plus loft	16m	18m	20m	2,265
11	Short Stay Accommodation Area 3	4 plus loft	16m	18m	20m	2,010

## PART TWO – EXPLANATORY REPORT

### 1.0 Planning Background

The proposal comprises modifications to the endorsed *Busselton Foreshore Structure Plan* (Appendix A). The Structure Plan area is zoned 'Special Use 3 Busselton Foreshore' (SU3) and is within 'Special Provision Area 44', pursuant to *Local Planning Scheme 21* (LPS21). Land uses within SU3 are guided by the *Busselton Foreshore Structure Plan* and include recreational, community, commercial, retail and entertainment activities, as well as thoroughfares and parking areas.

The Busselton Foreshore Precinct has been extensively redeveloped over the last 10 years including: key infrastructure items (e.g. roads, public car parking and coastal protection structures); community facilities (e.g. Youth and Community Activities Building, Railway House, skate park, playgrounds, sporting fields, tennis club relocation and grassed picnic/BBQ areas); and commercial development (kiosks and microbrewery). Redevelopment works undertaken to date have reflected the community vision established through the formulation of the *Busselton Foreshore Master Plan* (Appendix B).

As an important means of implementing the *Busselton Foreshore Master Plan*, the *Busselton Foreshore Development Guide Plan* was adopted by the Council (and subsequently by the WA Planning Commission) in 2012. Amendments were subsequently made and the plan adopted as a Structure Plan in 2016, in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* (Regulations).

The review of the Structure Plan is a response to matters associated with two development applications within the Foreshore Precinct. In March 2020, the City approved the proposed change of use of the former Busselton Tennis Club building from 'Club Premises' to 'Educational Establishment'. The approval reflected existing lease arrangements between the City and the Bunbury Regional College.

In April 2020, the Southern JDAP granted approval to the proposed development of a hotel on Lot 503 Foreshore Parade, Busselton. Of relevance to consideration of proposed modifications to the Structure Plan, the City has determined, in consultation with the hotel proponent, that a dedicated hotel car park comprising 30 parking bays (based on the size of the hotel - 110 rooms) be situated adjacent to an existing, larger public car parking area. A hotel in a regional location does require some dedicated parking for guests, however allowing numerous private car parks for specific development sites within the Foreshore Precinct would not be the best outcome. The City has various potential options in relation to parking should the need arise, including parking management and overflow parking areas. Planning of the Foreshore has generally been undertaken on the basis of an integrated, rather than site-by-site basis, but the Southern JDAP had some difficulty with fully understanding that in the context of the planning framework. Changes are proposed to address that issue, and better support that integrated approach.

It is also a timely opportunity to reformat the Structure Plan in accordance with the Regulations and further refine land use permissibilities and development standards to provide flexibility and opportunities to attract further activity, as well as to consolidate vibrancy and connectivity between attractions within and adjacent to the Foreshore Precinct, especially the Cultural Precinct and the Busselton City Centre.

## **2.0 Location and land description**

The Structure Plan applies to the Busselton Foreshore Precinct, located adjacent to Geographe Bay on the northern side of the Busselton City Centre (Figure 1 Location Plan).

The subject land is bound by West Street, Marine Terrace and Geographe Bay Road. The Structure Plan area incorporates multiple lots, totalling approximately 14.2 hectares. The lots consist of Class A and Class C reserves with Management Orders to the City of Busselton.

## **3.0 Planning Framework**

This section describes the principal State and local level strategic and statutory considerations related to the Structure Plan proposal.

### **3.1 *City of Busselton Local Planning Scheme No. 21***

The Structure Plan area is zoned 'Special Use 3 Busselton Foreshore' (SU3) and is within 'Special Provision Area 44' (SP44) pursuant to the *City of Busselton Local Planning Scheme 21* (LPS21). The intent of SP44 is to facilitate the planned, progressive renewal and revitalisation of the Busselton Foreshore in accordance with a broad community vision.

### **3.2 *Planning and Development (Local Planning Schemes) Regulations 2015***

The Regulations came into operational effect on 19 October 2015 and introduced deemed provisions for the preparation, advertising and approval of structure plans. The deemed provisions are adopted into LPS21 and define the process for receiving and assessing proposed structure plans and/or modifications to same. Local governments are to have 'due regard' to approved structure plans when making decisions relating to subdivision and development.

### **3.3 *State Planning Policy 2.6 State Coastal Planning Policy***

The *Busselton Foreshore Structure Plan* and the various land tenure amendments required to implement the Structure Plan to date have been considered by the Department of Planning, Lands and Heritage, including in the context of SPP2.6. The section of the City's coast adjacent to the structure plan area is subject to coastal protection and contains very significant assets, including the Busselton Jetty. Additional coastal protection measures have been implemented as part of redevelopment within the Structure Plan area, including a buried seawall to a height of approximately 3.4m with a design life of 40 years. Further consideration of coastal protection will be required by the City during the terms of current and future leases for commercial leasehold sites within the Busselton Foreshore Precinct

The City is currently developing a Coastal Hazard Risk Management and Adaptation Plan (CHRMAP) for the majority of the City's coast. Whilst a draft CHRMAP has not yet been presented to the Council, it is clear that a 'protection' approach will apply to that part of the coast containing the Busselton Foreshore Precinct, as it is already protected, and contains and/or is on the seaward side of the highest concentration of assets (economic, social and heritage) in the City of Busselton.

### **3.4 *Busselton Foreshore Master Plan***

The *Busselton Foreshore Master Plan* outlines the vision, objectives and design principles for the Busselton Foreshore. The Master Plan identifies development sites for land uses that are focused on community and civic use, hospitality, recreation and tourism. Detailed design considerations are also





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Figure 1 Location Plan

7/12/2020

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incorporated in the Master Plan that relate to building character and form, setbacks, orientation and frontages, ancillary development, landscaping and pedestrian links.

The design approach of the Master Plan has been to reduce car parking bays in the core of the Foreshore Precinct to enable a greener and more people friendly environment. The proposal reinforces the concept of having parking on the periphery, as well as improving access and legibility throughout.

### **3.5 Local Tourism Planning Strategy**

The Structure Plan area and the Busselton Jetty are identified by the *Local Tourism Planning Strategy* (LTPS) as Strategic Tourism Precinct 2 and is noted as an iconic site of State significance. The modifications proposed for the Busselton Foreshore Structure Plan will not undermine the strategic policy directions for the Busselton Foreshore Precinct which are to: support the development of a resort hotel/landmark building, provide focus for entertainment and recreation; and maintain/improve connectivity and visual linkages to the Busselton City Centre.

### **3.6 Planning Bulletin 83/2013 – Planning for Tourism**

*Planning Bulletin 83/2013* provides guidance on the determination of the strategic value of sites and precincts for tourism, highlighting the importance of strategic planning for tourism. The policy specifically recognises the Busselton foreshore as a potential tourism precinct due to its proximity to tourist attractions and facilities; existing compatible land uses and infrastructure; existing and potential short stay accommodation opportunities; its character and amenity; visitation statistics to the locality; access including transport opportunities; and capacity to accommodate a mix of uses that complement tourism development.

Short stay accommodation was identified for the Busselton Foreshore in previous planning proposals and strategies including the *Local Tourism Planning Strategy* and *Local Commercial Planning Strategy*. This was in recognition of the project area being accessible, unique, having an excellent setting and meeting a perceived need for short stay accommodation close to the Busselton City Centre and beachfront.

## **4.0 Busselton City Centre Parking Utilisation and Turnover Survey**

Of relevance to the consideration of proposed changes to the Busselton Foreshore Structure Plan are the findings of the *Car Parking Utilisation and Turnover Survey* (Appendix C) commissioned by the City to support the preparation of an Activity Centre Plan for the Busselton City Centre (the Dunsborough Town Centre was also included in the study but is not discussed in this report).

The purpose of the survey, together with a current and projected future needs analysis of (public and private) car parking, was to assess the performance of the City's existing car parking management arrangements and also identify specific areas of under and over supply within the Busselton City Centre. The survey area included car parks and parking zones within the Busselton City Centre, as well as those within the Busselton Foreshore Precinct, the Geographe Bay Road car park to the west of the Foreshore Precinct and the Barnard Park carpark on Brown Street.

The survey was undertaken on two separate days between the hours of 6.00am – 10.00pm on:

- Wednesday 4 December 2019 – being a normal 'non-peak' day; and
- Tuesday 7 January 2020 – being a seasonal 'peak' day.

Licence Plate Recognition technology was used to collect data on the respective survey days, which included average parking turnover (cars/space), average duration of stay (hours/car) and maximum duration of stay (hours/car) to determine overall utilisation. For the main car parking areas within the Busselton Foreshore Structure Plan area, the survey determined the following peak and non-peak utilisation:

- Carpark 1 (Equinox/foreshore) peak 87%, non-peak 80%
- Carpark 2 (Queen Street/Foreshore Parade) peak 81%, non-peak 74%
- Carpark 3 (former tennis club building/Jetty Way west) peak 54%, non-peak 49%
- Carpark 4 (The Goose/Foreshore Parade north & south) peak 77%, non-peak 78%

The survey concluded that the Busselton City Centre and the Busselton Foreshore Precinct do not have a shortage of parking supply. A maximum parking occupancy percentage of 52% (1960 vehicles across 3774 parking supply) was observed during the non-peak survey compared with 56% (2127 vehicles across 3774 parking supply) observed during the peak survey. The highest average amount of time that cars occupied parking bays was less than 1 hour, with the second highest occupancy time being between 1 to 2 hours.

The survey also found that there is sufficient existing parking capacity to accommodate projected demand forecast for the next twenty years which supports assumptions in regard to likely Busselton Performing Arts and Cultural Centre (BPACC) parking demand. Furthermore, this indicates little impetus at this stage to construct car parking on the City's land at Harris Road (i.e. the former 'Donga City' site, originally acquired as a strategic land supply to meet future parking needs).

## 5.0 The Proposal

The proposed modifications to the *Busselton Foreshore Structure Plan* are described in greater detail below:

1. In relation to the Structure Plan Provisions:
  - a. Amend Provision No.2 by removing the reference to, and definition of, 'Exhibition Centre' as the land use term and definition are set out under Division 2 of 'Schedule 1 – Interpretations' of LPS21.
  - b. Amend Provision No.5 Car Parking Requirements so that it reads as follows: *"Car parking requirements shall be assessed on a case-by-case basis. The City shall manage car parking across the Structure Plan area"*.
  - c. Remove Provision No's. 8 and 9 that relate to requirements for an 'Irrigation and Fertiliser Management Plan' and a 'Stormwater and Groundwater Management Plan' as these documents have been prepared and are being implemented as part of ongoing development.
  - d. Remove Provision No.10 as controls relating to liquor licensing can be effectively managed through planning approvals and liquor licensing regulations.
2. In relation to Table 1 – Land Use Permissibility:
  - a. In the Queen Street precinct include 'Tavern', 'Small Bar' and 'Reception Centre'.
  - b. In the Busselton Jetty precinct include 'Small Bar' and 'Reception Centre'.
  - c. In the Short Stay Accommodation precinct include 'Guesthouse', 'Small Bar' and 'Reception Centre'.
  - d. Include a new 'Old Tennis Club Precinct' focused on the former Busselton Tennis Club building and allow for consideration of the following uses in addition to the current educational use: 'Restaurant/Café', 'Shop', 'Tavern', 'Small Bar', 'Exhibition Centre', 'Amusement Parlour' and 'Cinema/Theatre'.



3. In relation to Table 2 – Building Height and Floor Area for Development Locations: include development standards for the proposed Old Tennis Club Precinct.

Modifications to the *Busselton Foreshore Structure Plan* relate to making: format and presentation consistent with the Regulations; review of provisions to remove those that are redundant (as requirements have been completed or are dealt with under separate legislation); additional land uses for some existing precincts; a new 'Old Tennis Club Precinct'; and review of current and future car parking requirements.

The first two matters are essentially administrative. The proposed changes in regard to additional land uses, a new 'Old Tennis Club Precinct' and ongoing car parking requirements are discussed below.

### 5.1 Land Uses

Additions to land uses currently contemplated by the endorsed Structure Plan for the Queen Street, Busselton Jetty and Short Stay Accommodation precincts essentially reflect existing activities. The Goose and the Equinox restaurants each have a small bar component and there is little doubt that the recently approved Hilton Hotel will also seek to have a licensed premises, especially if it is to operate a restaurant. Restaurants, taverns and hotels can host functions in the same manner as premises defined as 'Reception Centre' under LPS21. The microbrewery is defined as a 'Tavern' and, like hotels and restaurants, is licenced under the Liquor Control Act 1988. Liquor licences for restaurants, taverns and hotels can be restricted under the Act, as can these for a 'Small Bar' (this land use was introduced into LPS21 by Amendment 29 gazetted in June 2019).

The endorsed Structure Plan restricts the location of certain land uses such as Restaurant/Café and Tavern and does not include 'Small Bar', 'Guesthouse' or 'Reception Centre'. From a planning perspective such land uses reflect attractive development that is currently occurring. They also provide for future development flexibility for existing restaurants and other land uses that may be developed (there is an undeveloped restaurant/cafe site in the Queen Street Precinct). 'Guesthouse' provides an additional option in the Short Stay Accommodation precinct.

Land use and liquor licensing definitions under LPS21 and the Liquor Control Act 1988 are closely aligned. From a planning perspective, there is no compelling reason to close off the option for a restaurant to operate as a tavern at some point in the future, the only differences being increased patron capacity (which would be determined through the development application process), and the ability to sell packaged liquor, subject to discretion and lease conditions.

### 5.2 Old Tennis Club Precinct

The former Busselton Tennis Club building on Lot 488 Marine Terrace (Appendix D) is the closest building within the Busselton Foreshore Precinct to the Cultural Precinct and occupies a prime location given its proximity to the planned BPACC at the northern end of Queen Street. Lot 488 and the club building are currently leased by the City to the Bunbury Regional College for educational purposes. Whilst this is a worthwhile and beneficial use, there is seen to be merit in the identification of a new precinct focused on the former Busselton Tennis Club building that would allow for consideration of other commercial uses, particularly ones that would provide activation and interest for this part of the Foreshore Precinct that is currently underutilised, and help to better integrate the Foreshore and City Centre over time.

Land uses proposed for consideration within a new Old Tennis Club Precinct include café/restaurant, small bar, shop, tavern, exhibition centre, amusement parlour and cinema/theatre. The precinct could

facilitate future pedestrian connectivity between attractions elsewhere within the Foreshore Precinct (as well as those in the Cultural Precinct and the Busselton City Centre) given that the proposed land uses would provide for pedestrian focused activity. Development standards proposed for the new precinct would allow reasonable expansion of the building's floor area and perhaps a new building in time (Lot 488 is approximately 700m<sup>2</sup> in area).

### 5.3 Car Parking

It is proposed to amend the Structure Plan to allow assessment and determination of car parking requirements on a case-by-case basis. This reflects the strategic and holistic approach that the City has formulated and implemented since the adoption of the *Busselton Foreshore Master Plan* and recognises that the City is best placed to determine such matters as it is the land manager for the Foreshore Precinct.

There are over 1,000 public parking bays across the Busselton Foreshore Precinct in addition to those available in the adjoining Cultural Precinct and the Busselton City Centre. In many ways, these are overlapping areas for the purposes of considering parking supply and demand.

The City has already spent considerable time developing a strategic approach to parking in both the Foreshore, Cultural and City Centre Precincts (including acquisition of land for future parking supply in the City Centre). The City recently commissioned a holistic examination of this through the Busselton City Centre Parking Utilisation and Turnover Survey, which included the Busselton Foreshore Precinct within the study area. The survey findings indicate that there is sufficient parking capacity in the Precinct for the foreseeable future and that, overall, there is a significant oversupply of parking in the Busselton City Centre.

At peak times, the survey found that parking supply in the Busselton Foreshore Precinct can be tight, but for the vast majority of the time it is not. It would be difficult and undesirable to provide infrastructure to meet peak demand as that would significantly impact the amenity and activity that makes the area so attractive from an urban/design landscape perspective (e.g. replacement of recreational grassed areas with bitumen car parks). The fundamental principles of the *Busselton Foreshore Master Plan* support this view, as set out below:

- reduce the visual dominance of car parks;
- limit parking bays in the inner core to enable a greener, more people friendly, environment;
- integration with the Busselton City Centre is an important element of the Foreshore Precinct to encourage people to walk, cycle or skate between the two using pedestrian and cycling pathways; and
- the Busselton Foreshore Precinct is an integrated recreational and commercial area allowing for the management of parking supply and demand on a 'whole of precinct' basis, rather than site-by-site.

During periods of peak demand, overflow parking can also be made available on Signal Park and possibly in future, if the need arises, on parts of Barnard Park and Churchill Park. An additional 176 vehicle public car park has been constructed on the former Busselton Tennis Club grounds. The BPACC planned for the adjoining Cultural Precinct will generate significant parking demand at times, but would generally not overlap with peak times for the Foreshore and City Centre Precincts.

The survey found that most of the parking demand generated in the Foreshore and Busselton City Centre Precincts is during the day. The highest parking occupancy rates on both peak and non-peak days were between 1 – 4 hours and this declined steadily after 2pm. This supports the view in terms

of parking demand likely to be generated by attractors such as the BPACC and the new microbrewery. There is likely to be an under-utilisation of available parking in the afternoons and evenings, hence opportunities for separate turnover in shared parking areas.

## **6.0 Conclusion**

The modifications proposed are considered to be consistent with the overall strategic direction for the planning of the Busselton Foreshore Precinct and would not materially alter the intent of the *Busselton Foreshore Structure Plan*.



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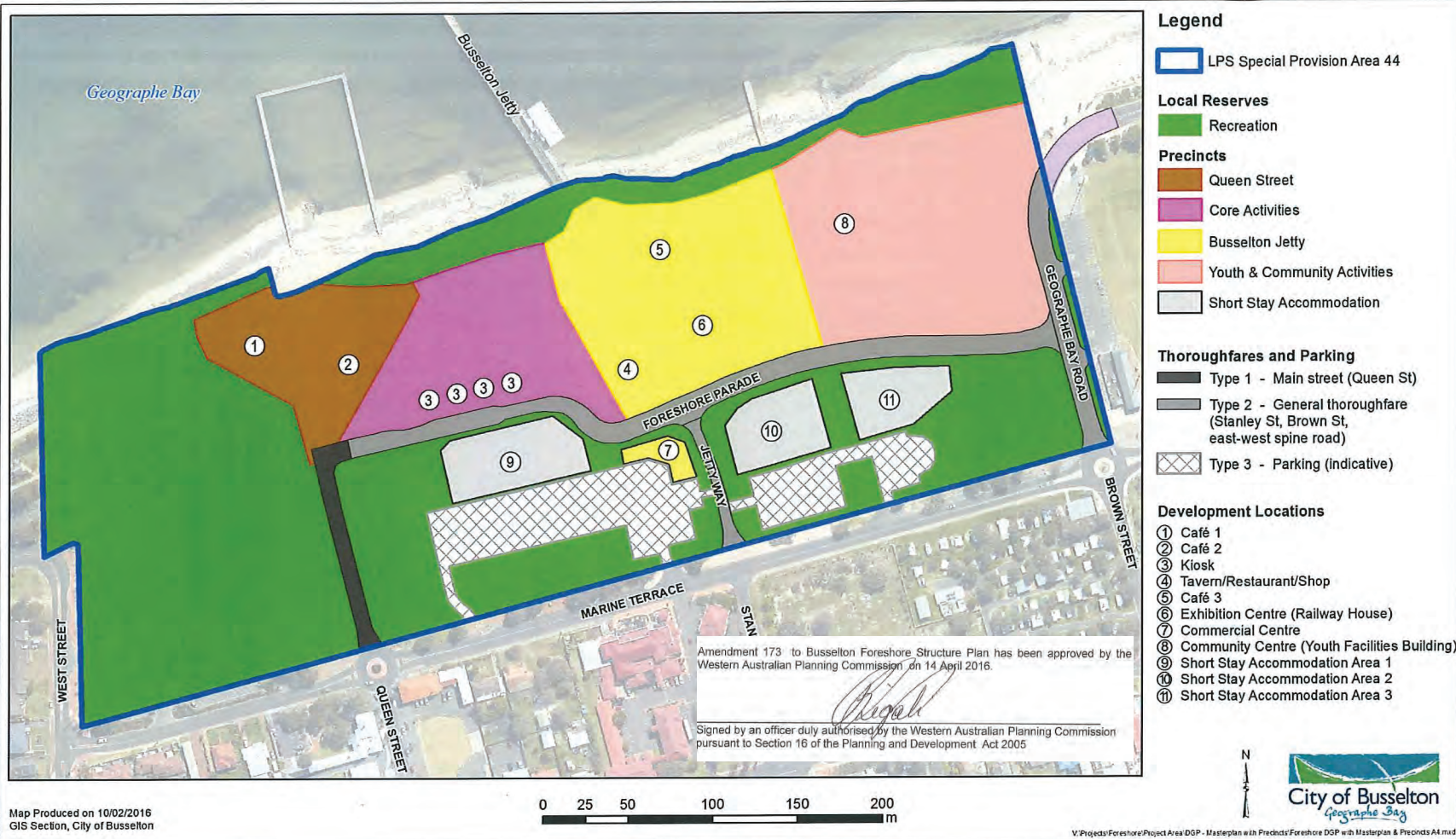
***APPENDIX A***

***ENDORSED BUSSELTON FORESHORE  
STRUCTURE PLAN***

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STRUCTURE PLAN — BUSSELTON FORESHORE



PROVISIONS:

- This Structure Plan shall be read in conjunction with the City of Busselton Local Planning Scheme 21 (the Scheme“).
- Land use permissibility within the Foreshore Precincts will be in accordance with Table 1. Where a use that is listed in the Scheme or Table 1 does not appear against a specific precinct in Table 1 then this land use will generally not be permitted within that precinct. Land uses are defined in accordance with the Scheme except as follows:  
'Exhibition Centre' means a premises used for the display, or display and sale, of materials of an artistic, cultural or historic nature, and includes a museum or art gallery.  
'Kiosk' means a small structure of no more than one storey and up to approximately 90m2 floor area wherein predominantly food and drinks are offered for sale and consumption.
- Development shall be generally located as indicated on the Structure Plan and to the satisfaction of the Local Government.
- Maximum building heights, maximum storeys and maximum building ground floor areas pertaining to each 'Development Location', shall be in accordance with Tables 2 or 3 as applicable.
- Car parking requirements for development within the Short Stay Accommodation Precinct shall be assessed in accordance with the Scheme. On-site car parking is generally not required for development in the other precincts. However, where parking is determined to be required, the amount and location will be to the satisfaction of the Local Government.
- Development design, including all landscaping, servicing, public open space areas, drainage, exterior finish of structures and appearance of the overall developments shall be consistent with the objectives for the relevant Foreshore Precinct as set out in Table 1 and generally in accordance with the guidance provided by the Busselton Foreshore Master Plan.
- All subdivision and development is to be connected to reticulated sewer.
- Preparation of an Irrigation and Fertiliser Management Plan is to be developed and implemented for the DGP area to the satisfaction of the Department of Water.
- Prior to the approval of any subdivision and/or development in the Structure Plan, preparation and endorsement of a Stormwater and Groundwater Management Plan to the satisfaction of the Department of Water.
- At the planning application stage, the City will give detailed consideration to any proposed liquor licensed premises in regard to their design, scale, licensed floor area, hours of operation, management and interface with the public realm to minimise the potential for adverse impacts on the public realm, anti-social behaviour and/or land use conflict. As such, the City will require the proponent to comprehensively address these impacts as part of the planning application.

Table 1: Land Use Permissibility Table

Precinct	Precinct Objective	Use Class	Permissibility
Queen Street	This precinct will reflect a pedestrian friendly space, which provides a point of entry to connect the foreshore with the Busselton City Centre, and points of attraction including the existing Equinox Café and a new Café lease site.	Restaurant	D
		Recreation Area	D
Core Activities	This central activity space connects the Queen Street and Busselton Jetty precincts. It will focus on the provision of high quality amenities including a salt water play park as a focal element and new single storey pavilion style kiosks. This precinct will focus on enhancing views of the foreshore and jetty, improving the pedestrian experience, and development will provide for maximum activation of surrounding spaces.	Kiosk	D
		Recreation Area*	D
Busselton Jetty	This precinct is a key movement corridor to Marine Terrace and an extension of the original railway line along Stanley Street into the town centre. It contains interpretive and restaurant functions including 'Railway House', an interpretive centre for the Busselton Jetty, the local historic rail network and the south west timber industry. This precinct will provide a pedestrian focused environment, maximum activation of spaces, and retain views of the foreshore and jetty.	Restaurant	D
		Exhibition Centre	D
		Shop	D
		Tavern	D
		Recreation Area*	D
Youth and Community Activities	This precinct is to provide a pedestrian oriented activity space to cater for events and to complement the family oriented beach and parkland. This precinct will include a new community building that will accommodate the Busselton Surf Life Saving Club and other youth groups, a skate/BMX park, adventure playground and occasional kiosk, while retaining a sense of open space and views of the foreshore and jetty.	Community Centre	D
		Recreation Area*	D
Short Stay Accommodation	This precinct will provide for high quality development sites for tourist accommodation and supporting land uses, aiming to provide active frontage to the east-west spine road, landscaped setting and retain wide view corridors between buildings. The predominant land use in this precinct will be short stay accommodation such as hotels and serviced apartments. Restaurants, shops and bars will be provided at ground level to address surrounding streets and the public realm..'	Hotel	D
		Tourist Accommodation	D
		Shop	D
		Tavern	D

'D' means that the use is permitted when the local government has exercised its discretion by granting planning approval.  
\*Indicates that the use class is permissible throughout the precinct.

Adoption  
Adopted by resolution of Council pursuant to  
City of Busselton Local Planning Scheme No. 21  
On .....  
Michael Stephen Lee Archer  
Chief Executive Officer Date 2/3/2016

Table 2: Building Height and Floor Area for Development Locations

Notation	Development Location	Storeys	Maximum Building Height from natural (existing) ground level	Maximum Building Ground Floor Area (m <sup>2</sup> )
1	Café 1 (opposite Equinox)	1	7.5m	240
2	Café 2 (currently the Equinox Cafe)	1 plus loft	7.5m	1000
3	Kiosk 1	1	7.5m	90
3	Kiosk 2	1	7.5m	90
3	Kiosk 3	1	7.5m	90
3	Kiosk 4	1	7.5m	90
4	Tavern/Restaurant/Shop	2	10.2m	1700
5	Café 4 (currently The Goose)	1	7.5m	1000
6	Exhibition Centre (Railway House)	2	10.3m	650
7	Commercial Centre	2 plus loft	12m	600
8	Community Centre (Youth Facilities Building)	2	10.2m	900

Table 3: Building Height and Floor Area for Short Stay Accommodation Areas

Notation	Development Location	Storeys	Building Height from Natural Ground Level			Maximum Building Ground Floor Area (m <sup>2</sup> )
			Top of external wall	Top of external wall (concealed roof)	Top of pitched roof	
9	Short Stay Accommodation Area 1	4 plus loft	16m	18m	20m	2,920
10	Short Stay Accommodation Area 2	4 plus loft	16m	18m	20m	2,265
11	Short Stay Accommodation Area 3	4 plus loft	16m	18m	20m	2,010



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***APPENDIX B***

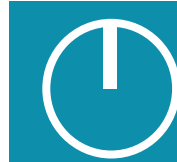
***BUSSELTON FORESHORE MASTER PLAN***

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- LEGEND**
- 1. SIGNAL PARK (PROVISION FOR OVERFLOW PARKING)
  - 2. SHARED PATH
  - 3. RECONFIGURED CARPARK
  - 4. PLAYGROUND
  - 5. BEACH ACCESS
  - 6. PICNIC AREA WITH SHELTER, BBQS AND SEATING
  - 7. EQUINOX CAFE
  - 8. WATERPLAY AREA
  - 9. BEACH VIEWING PLATFORM
  - 10. AMPHITHEATRE
  - 11. PROPOSED ROAD
  - 12. SHORT STAY ACCOMMODATION SITE
  - 13. EXISTING LIGHHOUSE TOWER
  - 14. PROPOSED CAFE
  - 15. PROPOSED CARPARK
  - 16. THE GOOSE RESTAURANT
  - 17. PROPOSED RAIL HOUSE
  - 18. SKATEABLE LINK
  - 19. BUS STOP
  - 20. BEACH FRONT SHELTER
  - 21. PIAZZA
  - 22. YOUTH FACILITIES BUILDING
  - 23. FUTURE SKATEPARK
  - 24. FUTURE ADVENTURE PLAYGROUND
  - 25. BEACH MAINTENANCE ACCESS RAMP
  - 26. BUSSELTON JETTY
  - 27. EXISTING SCOUT JETTY
  - 28. EXERCISE STATIONS
  - 29. DUNE REVEGETATION / STABILISATION
  - 30. POSSUM CORRIDOR REVEGETATION
  - 31. MAINTENANCE COMPOUND
  - 32. CRICKET / SOCCER / RUGBY OVALS
  - 33. EMERGENCY SERVICES EXHIBITION & COMPETITION AREA
  - 34. MULTIHUSE SPORTS CLUB FACILITY
  - 35. TENNIS / CROQUET CLUB
  - 36. SEA RESCUE
  - 37. REGIONAL CONSERVATION PARK
  - 38. SEA SCOUTS BUILDING
  - 39. TOILET BLOCK
  - 40. KIOSK
  - 41. WATER TANK
  - 42. PROPOSED CARAVAN CARPARK



DATE 04.10.2013  
REVISION C  
SCALE 1:1500 @ A1

# BUSSELTON FORESHORE - OVERALL MASTERPLAN

THIS PLAN IS CORRECT AT THE TIME OF PRINTING BUT MAY BE SUBJECT TO ALTERATION WITHOUT NOTICE





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## ***APPENDIX C***

### ***BUSSELTON CITY CENTRE PARKING UTILISATION and TURNOVER SURVEY***

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# Technical Memo

<b>Technical Memo No</b>	0001	<b>Date of Issue</b>	26 March 2020
<b>Subject/Title</b>	Busselton City Centre Parking Utilisation and Turnover Survey		
<b>Project Name</b>	Technical Memo	<b>Project Number</b>	3006375
<b>Discipline</b>	Transport Planning, Logistics and Analysis		
<b>Document Number</b>	3006375		
<b>Revision Details</b>	04		
<b>Author</b>	Cameron Steel & Clara Hechei		
<b>Reviewed by</b>	Clara Hechei		
<b>Approved by</b>	Louise Round		
<b>Prepared for</b>	City of Busselton	<b>Attention</b>	Paul Needham, Matthew Riordan & Louise Koroveshi

## 1 Introduction

The City of Busselton (the City) commissioned SMEC Australia Pty Ltd (SMEC) to undertake peak and non-peak Parking and Utilisation surveys for the Busselton City Centre. The extent of the surveyed area and individual parking zones surveyed are attached in Appendix A.

SMEC's scope of work consists of the following;

- Conducting a typical day (non-peak) and a holiday season day (peak) Parking Occupancy and Duration Survey for parking within the Busselton City Centre;
- Analysis of the survey results to inform the performance of the existing parking management, identify areas of short and over parking supply; and
- Undertake up to 20 years of parking demands projection for the Busselton City Centre.

### 1.1 Data Collection

Parking Surveys were conducted on the following days between hours of 6:00 am to 10:00 pm.

- Wednesday, 4 December 2019 (non-peak) and
- Tuesday, 7 January 2020 (peak).

On both days, License Plate Recognition (LPR) technology was used to capture parking data. The peak survey was undertaken during the school summer holidays. Key dates were:

- School summer holidays: 18 December – 31 January,
- Christmas and Boxing days – 25 December – 26 December, and
- New years day: 1 January

During the non-peak survey, a traffic management detour and closure were in place for the western part of parking zone 30 (Kent Street).

## 2 Parking Survey Analysis

On both survey occasions, a total of 3,774 parking bays were available.

On the non-peak day survey, traffic management detour and closure were in place for the western part of parking zone 30 (Kent Street). The assessment of parking data has assumed that other parking zones were unlikely to have been affected by the closure.

### 2.1 Overall Parking Observation

On the peak day, 12,092 vehicles were observed using the Busselton City Centre car parks. This equates to 31% more parking demand for the peak day, in comparison to the non-peak day where 8,317 vehicles were counted.

Maximum occupancy percentage for peak day was noted to be 56% across all parking zones (2127 vehicles across 3774 parking supply) in comparison to 52% (1960 vehicles across 3774 parking supply) in a non-peak day. A detailed hourly parking occupancy rates comparison between a typical day and peak day is provided in Section 2.2.

The data has also highlighted; average parking turn over per bay for peak day is higher by 1.7 cars per bay in comparison to non-peak day. Average parking utilisation also goes up by 3% on a peak day. A comprehensive overview of non-peak and peak survey outputs for all parking zones within the study area is provided in Table 1 below.

Table 1: Observed Peak vs Non-Peak Data for all parking zones

	Non-Peak Day	Peak Day	Difference (Peak – Non-Peak)
Average Parking Turn Over (cars/space)	3.8	5.5	1.7
Average Duration of stay (hrs/car)	1.5	1.2	-0.3
Maximum Duration of stay (hrs/car)	2.0	1.8	-0.2
Average Parking Utilisation	29%	32%	3 percentage points

In terms of average parking duration, the survey data suggests on a peak day; vehicles park 18 minutes less than on a non-peak day. Survey data has also pointed out that 93% of all the observed vehicles on the peak day stayed for 4 hours or less in comparison to 88% on the non-peak day. Out of this 46 % stayed for less than 1 hour in the peak compared to 33% on non-peak. The table below details observations of the duration of stay in terms of percentage of counted vehicles.

Table 2: Peak and Non-Peak Comparison of Average Parking Duration Demand

Observed duration of stay	Non-Peak Day		Peak Day	
	Vehicles Counted	Percentage	Vehicles Counted	Percentage
<= 1 hour	2746	33.1%	5624	46.4%
1 hour – 2 hours	3303	39.8%	4205	34.7%
3 hour – 4 hours	1235	14.9%	1497	12.4%
5 hour – 6 hours	622	7.5%	646	5.3%
7 hour – 9 hours	324	3.9%	137	1.1%
> 10 hours	70	0.8%	7	0.1%
TOTAL	8300	100.0%	12116	100.0%

## 2.2 Hourly Parking Occupancy Rate

Figure 1 provides an overview comparison of the observed hourly occupancy rate between peak and non-peak days. The survey data suggest occupancy rates above 50% occurs for peak day between 10.45 am and 2.30 pm while for non-peak happens between 11.30 am and 2.15 pm. The highest observed occupancy rate for the non-peak day was 52% occurred at 12.15 pm, and the highest occupancy rate for the peak day was 56% occurred at 1.30 pm.

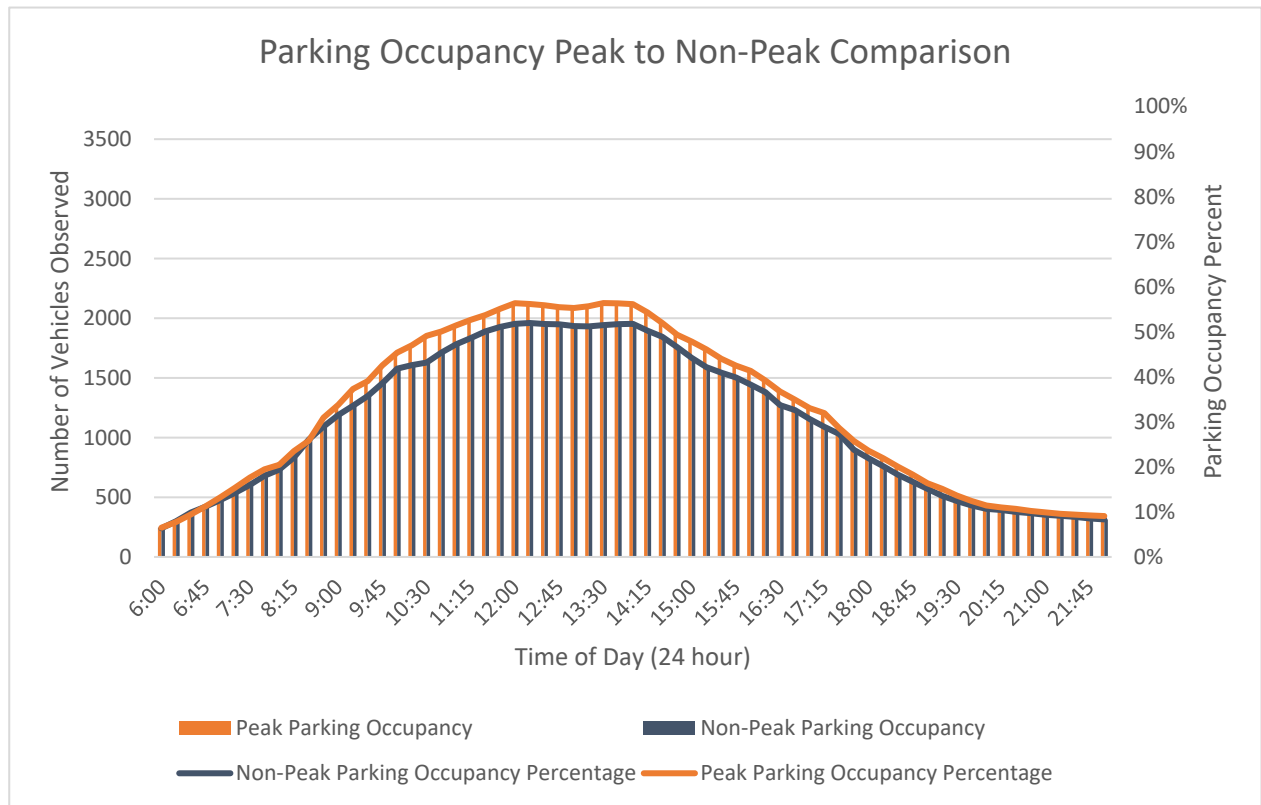


Figure 1: Observed 6 am to 10 pm hourly parking occupancy rate.

## 2.3 Parking Zones Utilisation

There are four zones with a significant difference in utilisation between non-peak and peak. These Zones are highlighted in the table below.

Table 3: Zones with significant Peak to Non-Peak Parking Utilisation difference

Zone Name	Non-Peak	Peak	Parking Utilisation Percentage Point (pp) Difference (Peak - Non- Peak)	Surrounding Landuse
2	23%	34%	+11pp	Busselton Jetty
4	34%	43%	+10pp	Busselton Jetty
34	30%	40%	+10pp	Busselton Central Shopping Centre
40	36%	52%	+16pp	Busselton Central Shopping Centre

A comparison of parking utilisation variation in individual zones between peak and non-peak period is provided in Figure 3.

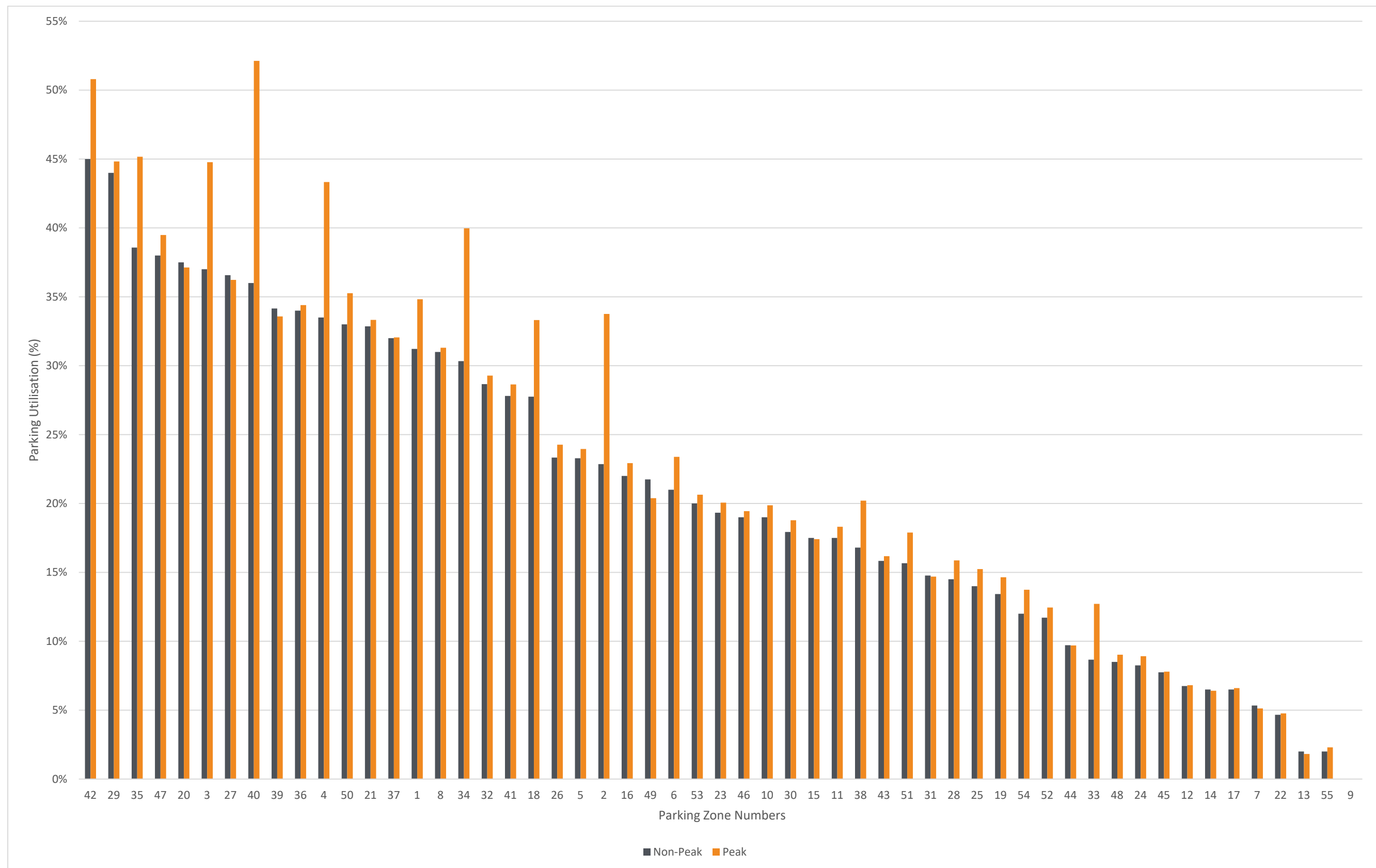


Figure 2: Average Parking Utilisation per Zone for each day.

Each parking zone is further divided into sub-sections. Table 4 reports parking sub-sections with the highest percentage of utilisation.

On both surveyed days, survey data has indicated zone 1 – Busselton Jetty Car Park 1 East had parking utilisation above 80%. Utilisation above or equal to 80% was also observed in various sections of parking zone 2 and 50 on the peak day. A list of zones with utilisation above 70% is provided in Table 4 below.

Table 4: High Utilisation Parking Sections.

Zone	Section	Side	Restriction	Supply	Parking Utilisation		Land-Use
					Peak	Non-Peak	
1	Busselton Jetty Car Park - Car Park 1 East	E	Unrestricted	67	87%	80%	Jetty Parking
	Busselton Jetty Car Park - Car Park 1 East	E	Caravan Parking	7	82%	81%	
2	Queen St - From Foreshore Pde To Marine Terrace	E	Unrestricted	9	80%	74%	Jetty Parking
	Queen St - From Foreshore Pde To Marine Terrace	W	Unrestricted	11	81%	74%	
4	Busselton Jetty Car Park - Car Park 4 North Of Foreshore Pde	N	Unrestricted	72	77%	72%	Jetty Parking
	Car Park 4 Foreshore Pde - From Geographe Bay Rd To Car Park S Access	S	Unrestricted	3	77%	78%	
35	Queen St - From Kent St To Prince St	E	1/2P 9Am-5Pm Mon-Fri, 9Am-12Noon Sat	6	72%	69%	Near Mitchell Park, Fire Station, Food, Banks & both Shopping Centres
41	Prince St - From West St To Queen St	N	1P 9Am-5Pm Mon-Fri, 9Am-12Noon Sat	8	74%	71%	Next to Busselton Central Shopping Centre and Mitchell Park
50	Pries Ave - From Albert St To Peel Terrace	E	Unrestricted	31	80%	73%	In between Bed & Breakfast/Motel and Victoria Square Park

On the peak day survey, usage of marked accessible parking spaces was observed to increase significantly in zones 3, 4, 34, 35 and 40. Figure 5 provides the total parking utilisation percentage for each zone supplying accessible parking for both peak and non-peak days with the difference noted between the two labelled.

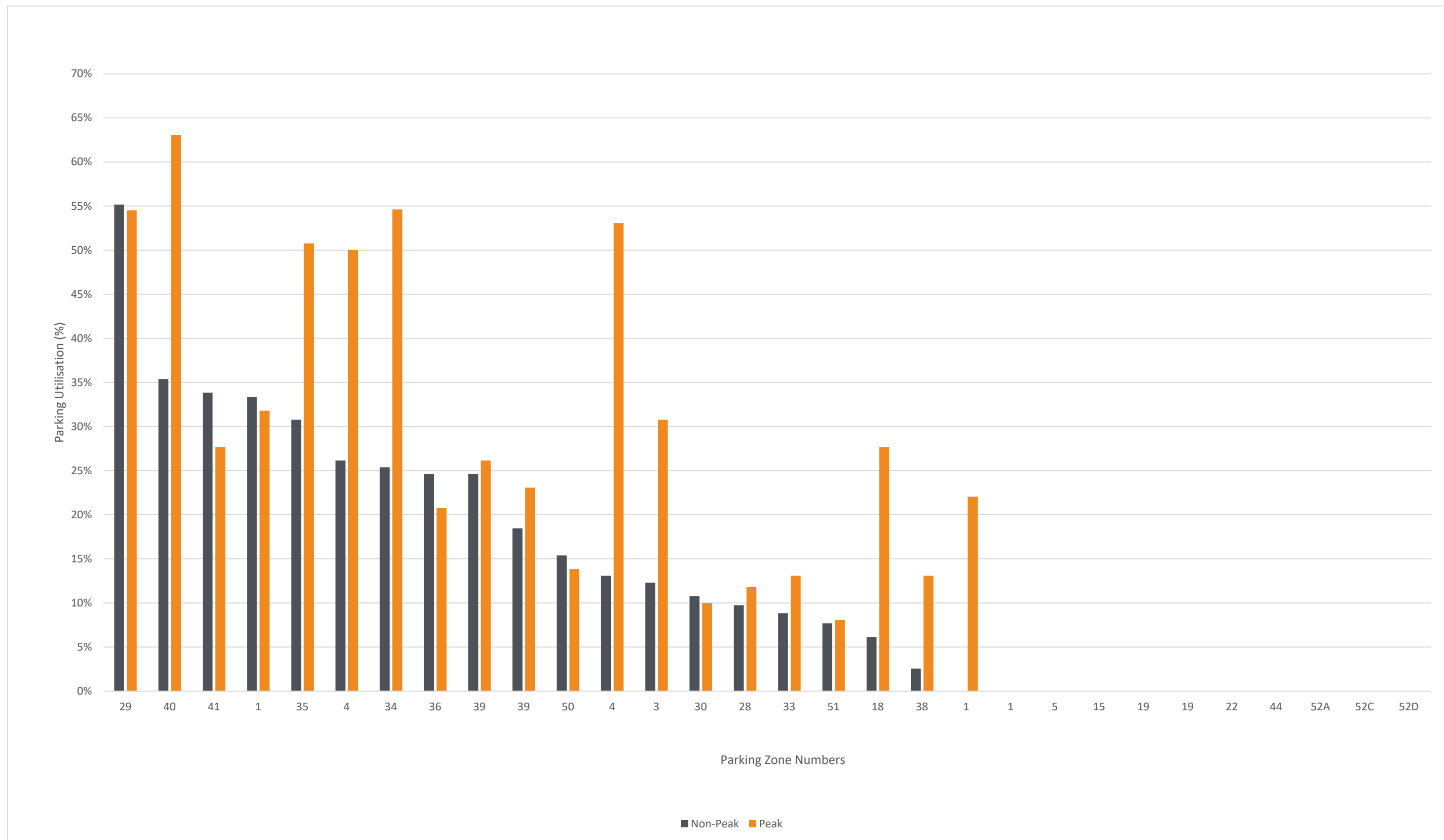


Figure 3: Parking utilisation per accessible zone.



## 2.4 Vehicles Duration of Stay in Parking Zones

The average duration of stay for individual parking zones for both peak and non-peak days were observed to be under 4 hours.

Parking zone 1, which is located at the Busselton Jetty, has a high average and maximum duration of stay in non-peak day. The maximum duration of stay recorded on the non-peak day was 7.3 hours and 6.1 hours for the peak. This zone is located within 10 minutes of walking distance to Busselton Central Shopping Centre.

Figure 4 provides the average duration of stay for each zone in the peak and non-peak day with the difference between the two.

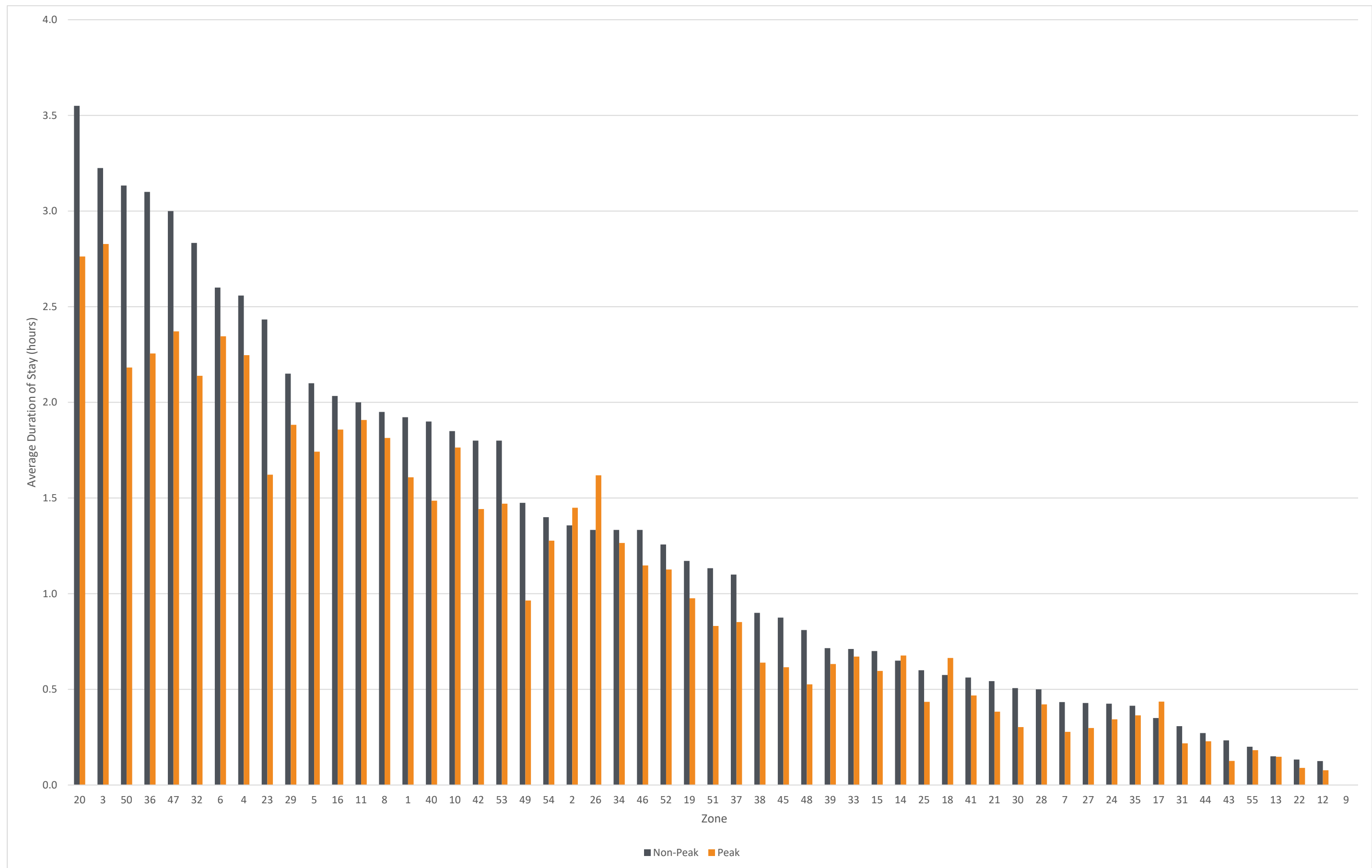


Figure 4: Observed Average Parking Duration of Stays

## 2.5 Parking Turn Over

On the peak day, three-quarters of parking zones were observed to have a turnover of above 1 car per parking bay. On the non-peak day, less than two-thirds of parking zones had a turnover above 1 car per parking bay.

The average parking turnover for each parking zone is provided in Figure 6. Parking zone 35 has the highest vehicle turn-over on both the peak (18.7 cars per bay) and non-peak day (11.9 cars per bay).

Parking zone 35 is equidistant from the two shopping centres. Zone 35 offers a total of 18, 30-minute parking bays along with one accessible and three taxi parking bays. Therefore, it can be expected to have high demand and justifies the high turn-over recorded.

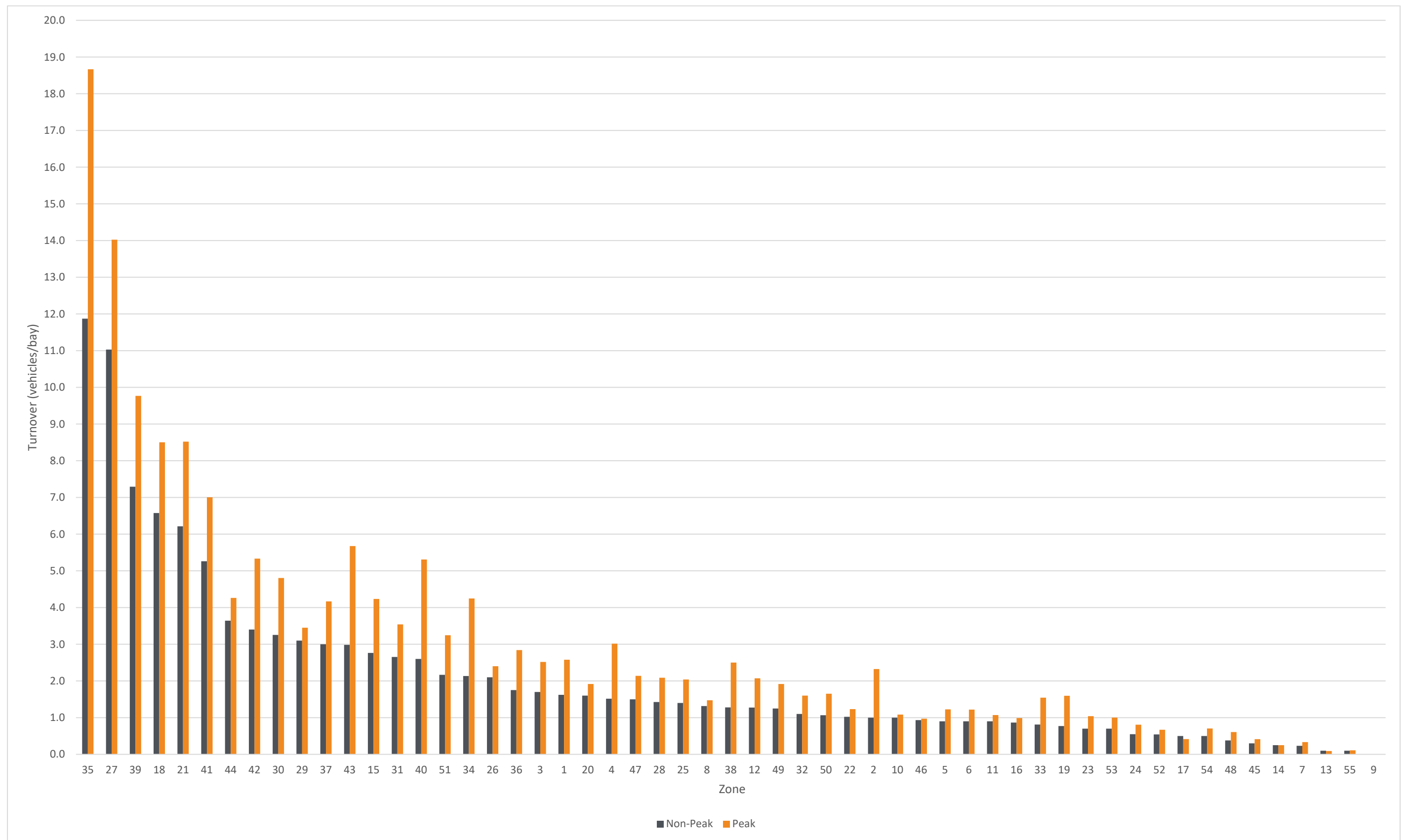


Figure 5: Parking zone turn-over comparison for peak and non-peak days

### 3 Conclusions

Survey data has indicated the Busselton City Centre has no shortage of parking supply. A maximum parking occupancy percentage of 52% (1960 vehicles across 3774 parking supply) was observed in a non-peak in comparison to 56% (2127 vehicles across 3774 parking supply).

The data also suggests the majority of vehicles in Busselton City Centre park for 4 hours or less. However, major car parking areas of zones 1,2,4, 35,41 and 50 have parking utilisation percentage of above 70%.

On both surveyed days, zone 54 (Signal Park) was observed to be used as an informal parking area. Peak parking demands for zone 54 occurred between hours of 1:15 pm to 4:00 pm. This time period falls within the time when parking zone 1, 2 and 4 have more than 70% occupancy percentage.

SMEC recommends the City to consider parking restriction reviews, monitoring and management program for parking zones with utilisation percentage of above 70%. This will include parking zone 1, 2 and 4 which are located close to Signal Park and have direct access to Marine Terrace corridor. This will safeguard the operation of Marine Terrace as surplus parking demands for zone 1, 2 and 4 are likely to impact the operation of Marine Terrace corridor.

The traffic management detour and closure of the western part of parking zone 30 (Kent Street) did not impact the overall results, due to the availability of alternative parking area within the study area.

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## Appendix A: Parking Zone Cells





## Technical Memo

Technical Memo No	TM0003	Date of Issue	14 September 2020
Subject/Title	Future Parking Demands		
Project Name	Projected Future Car Parking Needs	Project Number	3006375
Discipline	Transport Planning		
Document Number	3006375_TM_0003_Future Parking Demand		
Revision Details	FINAL		
Author	Louise ROUND		
Reviewed by	Kathy Ward		
Approved by	James Parrott		
Prepared for	City of Busselton	Attention to	Louise Korovesi
Attachments	Dunsborough Town Centre Parking Utilisation and Turnover Survey (July 2019) Dunsborough Town Centre Parking Utilisation and Turnover Survey (Feb 2020) Busselton City Centre Parking Utilisation and Turnover Survey (Mar 2020) Base Parking Demand for Future Years (July 2020) Current Proposed Parking Changes		

## 1 Purpose

The purpose of this Technical Memo is to provide the City of Busselton (the City) with an estimate of future parking demand in the Dunsborough Town Centre and the Busselton City Centre. The estimates will be used as part of the Activity Centre planning being undertaken by the City.

This is intended as an internal document for the City.

## 2 Introduction

### 2.1 Background

Parking surveys for peak and non-peak days have been conducted and base levels of parking demand were agreed with the City at a meeting on 23 July. This Technical Memo should be read in conjunction with the previous Technical Memos prepared by SMEC:

- Dunsborough Town Centre Parking Utilisation and Turnover Survey (July 2019)
- Dunsborough Town Centre Parking Utilisation and Turnover Survey (Feb 2020)
- Busselton City Centre Parking Utilisation and Turnover Survey (Mar 2020)
- Base Parking Demand for Future Years (July 2020)

The previous Technical Memos are attached in Appendix A to Appendix D.

#### 2.1.1 Dunsborough Town Centre

A base parking demand of 670 spaces has been agreed for Dunsborough Town Centre.

This demand was exceeded for four hours (12:15 to 16:15) in the peak season survey, and not at all in the non-peak survey.

#### 2.1.2 Busselton City Centre

A base parking demand of 1,880 spaces has been agreed for Busselton City Centre.

This demand was exceeded for four hours (10:45 to 14:45) in the peak season survey, and for three hours (11:30 to 14:30) in the non-peak survey.

## 2.2 Objectives

The objective of this Technical Memo is to present the methodology that SMEC has used to derive the future parking demands and to compare future parking demand with likely future parking supply.

## 2.3 Scope

The scope of this memo is as follows:

- Model and analyse the projected future car parking needs for a 20-year timeframe, from 2020 to 2040, for the Busselton City Centre and Dunsborough Town Centre based on
  - Predicted commercial/retail floorspace growth and development within the Busselton City Centre and Dunsborough Town Centre
  - Projected population growth
  - Seasonal holiday-maker visitation periods/trends.
- provide recommended improvements and/or changes required in the provision and management of car parking zones/cells for both the short and longer terms

# 3 Factors Creating Future Parking

## 3.1 Population Growth

An increase in the resident population will lead to an increase in demand for parking. This is irrespective of the age groups that are increasing. A positive correlation between population and parking demand exists in the absence of any travel behaviour constraints.

## 3.2 Driver's Licence Holders

The number of people holding a licence and level of car ownership, and hence car parking demand, are linked. Western Australia (WA) has high levels of licencing and car ownership, or access to a vehicle. Analysis of car ownership in 2016 indicates 96.2% of households in the South West Region had access to a motor vehicle.<sup>1</sup>

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<sup>1</sup> <https://profile.id.com.au/wapl/car-ownership?WebID=740>

There is an increasing number of driver's licence holders in Australia<sup>2</sup>. Whilst younger drivers are delaying obtaining a licence, the number of people over 60 years old with a driver's licence continues to rise. Looking at the next 20 years, there will continue to be an increase in driving licence holders as nearly everyone in the current age group 40 – 60 years old has a driver's licence.

In addition, the generation 40 – 60 years old has grown up with the car dependency culture. This generation will continue to drive as long as infrastructure, such as parking, is provided. This predict and provide approach gives rise to "the continual expansion of transport infrastructure to meet inferred latent demand"<sup>3</sup>. Therefore, this approach perpetuates the car dependency culture.

### 3.3 Tourism

Both Dunsborough and Busselton attract large numbers of tourists, particularly in the school summer holidays. Busselton is located just over 200km or two and a half hours south of Perth, and Dunsborough is a further half hour west. Most of the tourism is domestic and is set to increase in the next 10 years.

As both Dunsborough and Busselton are a relatively easy drive from Perth, the majority of tourists have a car. The attractions are widespread and there is no public transport, further making a private vehicle advantageous. Therefore, an increase in tourists will inevitably result in an increase in parking demand.

### 3.4 Technology

Much is made of changes in technology that will bring about autonomous vehicles, which have different parking demands. However, given the large number of barriers still to be overcome with the technology it is unlikely to have an impact on parking demand in the next 20 years.

The deployment of technology for car parking management has become common place, both for enforcement and for wayfinding to available spaces.

### 3.5 Changes to Land Use

For both Dunsborough and Busselton, peak demand is concentrated to a few locations with particular land uses. The Busselton Foreshore Redevelopment is a good example of this, incorporating future hotel developments and commercial venues.

Changes of land use to complementary activities will assist in smoothing out the demand, through reciprocity and increasing demand in the evening.

### 3.6 Public Transport

The provision of public transport is a key measure for limiting parking demand in areas of intense activity or where land for car parking is constrained. However, it is not expected that activity will increase in the next 20 years to levels that would require a comprehensive public transport system.

### 3.7 Dominant Factors

The two dominant factors in predicting future demand will be the future population of people with a driver's licence and future tourism.

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<sup>2</sup> <https://chartingtransport.com/2015/03/09/trends-in-drivers-license-ownership-in-australia/>

<sup>3</sup> Murray Goulden, Tim Ryley, Robert Dingwall Beyond 'predict and provide': UK transport, the growth paradigm and climate change - <https://doi.org/10.1016/j.tranpol.2014.01.006>

## 4 Dunsborough Town Centre

### 4.1 Population

Figures supplied by the City indicate that the resident population of Dunsborough, including the adjoining localities, is estimated to be 9,820 in 2020 and this will increase to 16,390 by 2040. This is a 67% increase.

Taking the base parking demand of 670 spaces and applying a 67% increase, to reflect population growth, gives a parking demand of 1,118 spaces. It is unknown how much of the parking is tourism related, using population gives a slight overestimate of future demand.

### 4.2 Tourism

Tourism visitor nights in Dunsborough are increasing at a slower rate than population, approximately 49% from 2020 to 2040 (refer to Dunsborough City Centre Commercial Growth Analysis Pracsys 2018).

Taking the base parking demand of 670 spaces and applying a 49% increase, to reflect tourism growth, gives a parking demand of 996 spaces. It is unknown how much of the parking is by tourists, using tourism gives a slight underestimate of future demand.

### 4.3 Land Use

The report Dunsborough City Centre Commercial Growth Analysis (Pracsys 2018) indicates an increasing demand for retail/shop, entertainment/recreation/cultural, health/welfare/community services, and office/business. All these land uses will generate demand for private and public parking.

Pracsys 2018 suggests that the growth in demand for the floor spaces noted above increases faster than population increase. However, future demand for other floor space is increasingly likely to be accommodated outside the town centre, examples of such land use are storage/ distribution and utilities / communication, thereby reducing the amount of this floor space in the Town Centre.

Assuming complementary land uses, the increase in floor space will be offset by reciprocity of parking demand and will increase the length of time that people stay in the town centre.

### 4.4 Future Demand and Supply

A future demand of 1,118 spaces is estimated for the Dunsborough Town Centre. The main increase in demand will come from an increasing population.

For efficient car parking, demand should be 85% of supply. Therefore, 1,316 bays should be provided in the Dunsborough Town Centre by 2040. The existing parking supply across public and private parking is 1,160 formal bays.

It should be noted that public parking in the Dunsborough Town Centre is quite limited, with the private parking in the Dunsborough Centrepont Shopping Centre being used by 41% of cars parking in the Town Centre.

#### 4.4.1 Proposed Parking Changes

Currently, there are an estimated 160 informal bays in a vacant lot at the corner of Cyrilleen Way and Dunn Bay Road. It is assumed that these bays will be unavailable in the future.

Proposed changes to Dunsborough parking are that Naturaliste Terrace (Cyrillean Way to Dunn Bay Road) will have streetscaping, which may reduce parking supply, in conjunction with an increase in supply in the car park off Chieftain Crescent, refer Appendix E.

The City is also looking at the potential for additional parking on the southern side of Caves Road, around the Dunsborough playing fields, which may yield around 60 additional bays. There are ongoing discussions with Main Roads regarding pedestrian movement across Caves Road for access to the Town Centre from the Dunsborough Playing Fields.

The City is in negotiation to acquire an area of land in a vacant block to the north of the Cape Naturaliste Road / Caves Road roundabout for 300 bays of additional parking. Negotiations on this acquisition have stalled so it cannot be assumed that the City will be successful in purchasing this land.

These changes will yield approximately 360 additional bays.

#### 4.4.2 Summary

The current oversupply of parking in the Dunsborough Town Centre may continue into 2040 if the predicted increase in of 360 bays eventuates, refer Table 1.

Table 1 - Dunsborough Town Centre Parking Provision

	2020	Additional Parking Spaces (potential)	Medium Term 2030	Long Term 2040
Demand	670		894	1,118
Required Supply (85% occupancy)	788		1,052	1,316
Supply	1,160	360	1,520	1,520
+Over / -under Supply	+372		+468	+204

## 4.5 Parking Management

The Dunsborough Town Centre's parking supply is sufficient for the next 20 years, allowing that at peak times the most popular parking areas will be congested and that the Town relies on the continued provision of private parking. To echo the comments in the Dunsborough City Centre Commercial Growth Analysis, the location of the parking is just as important as the quantity.

The 2019 parking survey by SMEC showed that the majority of vehicles are parking within the given time parking restrictions. The exceptions, in public parking areas, were the on-street parking in Naturaliste Terrace and Dunsborough Place. Naturaliste Terrace has occupancy greater than 80% in the peak season for most of the day.

The City has noted that Dunsborough has only recently had enforced parking management. However, this was interrupted by the impact of Covid 19, with fewer tourists and more people working from home. Now that intrastate travel is possible there will be a return to enforcement.

## 5 Busselton City Centre

### 5.1 Population

Figures supplied by the City indicate that the resident population of Busselton, including the adjoining localities, is estimated to be 29,460 in 2020 and this will increase to 49,169 by 2040. This is a 67% increase.

Taking the base parking demand of 1,880 spaces and applying a 67% increase gives a parking demand of 3,691 spaces.

### 5.2 Tourism

The Busselton City Centre Retail & Commercial Analysis (Urbis 2020) anticipates a small growth in tourism between 2019 and 2029, and notes that “Busselton City Centre has a significant level of spending generated by tourists.”

### 5.3 Land Use

The Urbis Report 2020 recommends that the retail strategy in the Activity Centre Plan, over the next 15 years, should be focused “on consolidation and enhancement of the mix and overall revitalisation of the precinct, rather than an increase in floorspace.” Therefore, it is anticipated that there will not be an increase in demand for parking spaces related to retail but consideration of demand for parking spaces for other land uses is required.

The report further identifies an “undersupply of several non-retail uses in the City Centre, particularly commercial and entertainment/leisure focussed developments.” A recommendation of the Urbis Report is to provide more entertainment in and around the City Centre to attract more activity in the evenings and to increase visitors’ length of stay, both during the day and into the evening.

### 5.4 Future Demand and Supply

It is anticipated that from 2020 to 2030 there will be a consolidation of the City Centre in terms of land use, with the provision of complementary land uses. This should see visitors staying longer and higher demand in the evenings, without an increase in the peak demand. This will allow better usage of the existing public car parks.

Existing supply in Busselton is 3,374 formal spaces, which is well in excess of the 2,212 spaces that would cater for the existing demand of 1,880 spaces.

#### 5.4.1 Proposed Parking Changes

At the time of the parking surveys there were an estimated 200 informal spaces in Signal Park and a further estimated 200 informal spaces on vacant land at the south west corner of Brown Street and Harris Road.

Proposed changes to parking in Busselton include the addition of a 600 seat Performing Arts Centre, located at the top end of Queen Street. The Centre will rely on existing public parking as most of the demand for parking will be in the evenings. Similarly, a microbrewery is under construction on the foreshore with an expected opening in spring 2020. The microbrewery has a capacity for 700 patrons and relies on public parking.

There are three hotels proposed for Foreshore Precinct. Other than Site 2 (development of which is imminent), it is not known what car parking supply and demand for those sites will be, but for the purposes of this work, it is reasonable to assume they will require some dedicated car parking (30 bays,



30 bays and 60 bays) and that will result in the loss of some public parking. The City proposes 176 additional public parking close to the tennis courts at the Foreshore. Over time, this additional parking will compensate for the loss of public parking from the hotel developments. Therefore, there is no net gain of parking bays.

#### 5.4.2 Summary

Assuming a 1% per annum increase in parking demand, there will still be an oversupply of parking spaces, refer Table 2.

Should parking supply be increased in line with population growth there may be an undersupply of parking spaces in the City Centre by 2040, refer Table 2. However, this is unlikely due to the changing nature of the land uses within the City Centre.

Table 2 - Busselton City Centre Parking Provision

	2020	Additional Parking Spaces (potential)	Medium Term 2030 (1.0% growth in demand)	Long Term 2040 (1.0% growth in demand)	Long Term 2040 (In line with population)
Demand	1,880		2,077	2,294	3,138
Required Supply (85% occupancy)	2,212		2,443	2,699	3,691
Supply	3,374	120	3,494	3,494	3,494
+Over / -under Supply	+1,162		+1,051	+795	-197

### 5.5 Parking Management

There is an oversupply of parking in the Busselton City Centre for both the Medium and Long Term.

There is strong parking management for the Busselton City Centre.

## 6 Recommendations

### 6.1 Peak Season Parking

The use of additional parking in the peak season should be continued. This allows the City to limit the oversupply of parking outside the summer months.

### 6.2 Parking Policy

The City does not have direct control over private parking but can set policies that ensure that there is not an oversupply.

It is inevitable that high private vehicle usage will continue across the City of Busselton, particularly for tourists, and therefore policies around travel demand management and public transport will not be appropriate in the next ten years. These types of policies should be revisited in 2030.

## 6.3 Dunsborough Town Centre Parking Supply

### 6.3.1 Medium Term 2030

A parking supply of 1,052 spaces, across public and major private car parks, is recommended for Dunsborough Town Centre by 2030.

Currently, public parking in the Dunsborough Town Centre is limited and the City should consider increasing the ratio of public to private parking.

### 6.3.2 Long Term 2040

A parking supply of 1,316 spaces, across public and major private car parks, is recommended for Dunsborough Town Centre by 2040.

## 6.4 Busselton City Centre Parking Supply

### 6.4.1 Medium Term 2030

A parking supply of 2,443 spaces across public and major private car parks, is recommended for Busselton City Centre by 2030.

### 6.4.2 Long Term 2040

A parking supply of 2,699 spaces, across public and major private car parks, is recommended for Busselton City Centre by 2040. This assumes that the land use recommendations of the Busselton City Centre Retail & Commercial Analysis (Urbis 2020) are implemented, resulting in visitors staying longer in the City and additional visitors in the evenings.

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***APPENDIX D***







***OLD TENNIS CLUB PRECINCT***

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# Old Tennis Club Precinct

## Legend

-  Old Tennis Club Precinct
-  Bench Seat
-  Path
-  Grass
-  Landscaping
-  Car Park Linework



0 10 20 30 40 m



Scale at A3 - 1:400



### Disclaimer

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