



Shire of Busselton

Local Commercial Planning Strategy

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Final Report

Busselton Local Commercial Strategy

Shire of Busselton

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Busselton Local Commercial Strategy
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Contents

Section	Page
1. Executive Summary	1
2. Introduction	7
2.1 Background	7
2.2 Objectives	7
2.3 Methodology	7
3. Planning Analysis	8
3.1 Planning Context	8
3.2 Existing Hierarchy	9
3.2.1 Introduction	9
3.2.2 Busselton Town Centre	9
3.2.3 District Centre - Dunsborough	10
3.2.4 Local Centres in and Around Busselton	10
3.2.5 Other Local/Neighbourhood Centres	12
3.2.6 Existing Retail Hierarchy – Summary	12
3.2.7 Tourist Commercial Nodes	13
3.2.8 Industrial Land	14
3.3 Demand Analysis	15
3.3.1 Introduction	15
3.3.2 Key Findings	15
4. Proposed Commercial Hierarchy and Strategies for Commercial and Industrial Centres	20
4.1 Commercial Centres Hierarchy	20
4.1.1 Need for a Hierarchy	20
4.1.2 Contributing Factors to the Proposed Hierarchy	20
4.1.3 Busselton Town Centre	21
4.1.4 District Centre – Dunsborough	22
4.1.5 Neighbourhood Centres	22
4.1.6 Local Centres	24
4.1.7 Proposed Hierarchy Summary	27
4.1.8 Tourist/Commercial	28
4.1.9 Service Commercial Development Along Major Roads	28
4.1.10 Timing of Commercial Land Release	29
4.1.11 Recommendations	30
4.2 Industrial Land	31
4.2.1 General	31
4.2.2 Airport Industrial Area – Busselton	31
4.2.3 Other Industrial Areas - Vasse	31
4.2.4 Dunsborough Industrial Park	31
4.2.5 Clark Street Industrial Area	31
4.2.6 Long Term Industrial	32
4.2.7 Recommendations	32
4.3 Car Sales Uses in Busselton	33
4.3.1 Overview	33

4.3.2	Incorporation of Car Sales in Industrial Areas	33
4.3.3	Other Possible Sites	34
4.3.4	Recommendations	35
4.3.5	Lot 11 Commonage Road	35
5.	Urban Design Principles	36
5.1	Overview	36
5.2	Busselton	36
5.2.1	Strengths, Weaknesses, Opportunities, Threats Analysis	36
5.2.2	A Vision for Busselton	37
5.2.3	Urban Design Principles	37
5.3	Dunsborough	42
5.3.1	Strengths, Weaknesses, Opportunities, Threats Analysis	42
5.3.2	The Dunsborough Vision	42
5.3.3	Urban Design Principles	43
5.4	Urban Design Improvements in Other Commercial Centres	47
5.4.1	Introduction	47
5.4.2	General Urban Design Criteria	47
5.4.3	Local and Neighbourhood Centres	47
5.4.4	Industrial Areas	48
6.	Key Findings and Recommendations	49
6.1	Key Findings	49
6.2	Recommendations	49

List of Figures

- Figure 1 – Study Area Local Commercial Planning Strategy
- Figure 2 – Busselton Urban Growth Strategy
- Figure 3 – Shire of Busselton (East) Existing Commercial Hierarchy
- Figure 4 – Shire of Busselton (West) Existing Commercial Hierarchy
- Figure 5 – Shire of Busselton TPS Zoning – Busselton
- Figure 5a – Shire of Busselton TPS Zoning Legend
- Figure 6 – Shire of Busselton TPS Zoning – Dunsborough
- Figure 7 – Local Centres in and around Busselton
- Figure 8 – Other Local Centres
- Figure 9 - Local Centres and Catchments (Abbey and Old Broadwater)
- Figure 10 - Local Centres and Catchments (Bower Road, Prices and Bayview)
- Figure 11 - Local Centres and Catchments (Bayside and Layman Road)
- Figure 12 - Local Centres and Catchments (Fairway Drive and Clydebank Avenue)
- Figure 13 - Local Centres and Catchments (Smiths Beach)
- Figure 14 - Local Centres and Catchments (Yallingup)
- Figure 15 - Local Centres and Catchments (Eagle Bay)
- Figure 16 - Local Centres and Catchments (Old Dunsborough)
- Figure 17 - Local Centres and Catchments (Carbunup River)
- Figure 18 – Commercial Floorspace (Busselton West)
- Figure 19 – Industrial Floorspace (Busselton East)
- Figure 20 – Industrial Floorspace (Busselton West)
- Figure 21 – Strelly Street Light Industrial Area – Vacant Lots and Existing Car Yards
- Figure 22 – Shire of Busselton (East) Proposed Commercial Hierarchy
- Figure 23 – Shire of Busselton (West) Proposed Commercial Hierarchy

Figure 24 - Existing/Proposed Industrial and Service Commercial Areas

Figure 25 – Urban Design Principles – Busselton

Figure 26 – Urban Design Principles – Dunsborough

Figure 27 – Dunsborough Town Centre Precinct Map

List of Tables

Table E1 – Proposed Commercial Hierarchy

Table 1 – Existing Retail Hierarchy

Table 2 – Land uses in the Tourist Commercial Nodes (m²)

Table 3 – Likely Population Growth Scenario

Table 4 – Commercial Areas Indicative Land Equation (Retail and Other Commercial Floor Space)

Table 5 – Industrial Areas Indicative Land Equation

Table 6 – Proposed Commercial Hierarchy – Future Retail Floor Space

Table 7 – Commercial Complexes Projected Shop Retail Floor Space 2006 – 2026

Table 8 – Commercial Complexes Projected “Other Commercial” Floor Space 2006 - 2026

Table 9 – Future Industrial Areas

Appendix A

Structure Plans

Appendix B

Issues and Opportunities Report

Appendix C

Demand Analysis

1. Executive Summary

Council commissioned the preparation of this Local Commercial Planning Strategy (LCPS) for the Shire of Busselton in 2007. The purpose of the LCPS is to form background information for a broader Local Planning Strategy which will in turn underpin revised zoning proposals for a new Town Planning Scheme. In November 2010 the Council adopted the LCPS for final approval subject to modifications. The modifications have been completed and included in this document.

The Shire of Busselton has been under considerable growth pressure. As a major “sea change” location it receives growing numbers of new residents and tourists. This growth demands the provision of appropriate retail, commercial and industrial land.

The commercial fabric of Busselton centres on the Busselton town centre which provides a retail, commercial and civic focus for the Shire and nearby districts such as Margaret River. A large number of commercial facilities, retailing and other services related to the tourism industry are located in Busselton town centre. It is a large area centred on Queen Street which is the through route to the foreshore. Beyond the Busselton town centre car sales, white goods retailing, and other associated uses have developed extending westwards down the Bussell Highway. These uses capitalise on the exposure provided by the Bussell Highway.

Dunsborough provides district level shopping and services to the western part of the shire. The centre of Dunsborough also provides significant tourist retail and service facilities. Dunsborough centres on the intersection of Naturaliste Terrace and Dunn Bay Road. A number of adjoining roads make traffic circulation complex.

In addition to the town centres of Busselton and Dunsborough, the existing hierarchy includes a number of local centres which service particular pockets of development. These local centres are generally small, historical shopping nodes that have located along the “development front” of Busselton as it has grown westwards. They also serve passing trade as a result of the location on the Bussell Highway or particular historical settlements such as Yallingup or Eagle Bay.

In order to assess the serviceability of the local centres in the greater Busselton area an assessment of the catchments of each was undertaken based on acceptable standards prescribed by the Western Australian Planning Commission (WAPC). This assessment shows that while there are some gaps and some apparent over-supply, the existing centres service the greater Busselton area well, particularly given the influence of Busselton town centre.

A significant number of tourist related commercial facilities are located at various points around the shire. These define the isolated commercial nodes at wineries, coastal locations and other tourist spots. The analysis shows that the retail component of these sites is small and does not compete unduly with the bona fide centres. In commercial planning terms, Council should consider future development of such sites on their merits.

In industrial terms the main area in Busselton is just to south of town and is known locally as the Strelly Street Industrial Area. It services most of the current industrial needs for the town but is almost fully occupied. Another significant industrial area is the locality known as Airport North. This is a 220 ha future industrial site identified in Council's planning documents but not yet developed for industrial purposes. In addition to the Airport North industrial area, the Vasse industrial estate could have approximately 33 ha capacity for industrial uses in the future.

The LCPS recommends the Council review the TPS to: control retail intrusion into the industrial areas (particularly Strelly Street); and control any future development of heavy industrial uses in the Strelly Street area, to encourage the location of these types of uses in the Airport Industrial area.

Dunsborough has two smaller industrial areas close to town which are almost fully developed. These are the areas at Clarke Street, just north of the town and Dunsborough Lakes, to the south-east. A larger, less developed industrial area - known as Dunsborough Enterprise Park - is located further to the south on Commonage Road. This area will service the industrial land needs of Dunsborough into the future.

The strong residential growth predicted for Busselton is likely to be accommodated in the three outlying areas of Vasse, Ambergate and Airport North. These are large cells of future development, removed from the existing town centre. The development of these cells will be based on the WAPC's Liveable Neighbourhood principles which foster self contained centres.

A Demand Analysis of existing and future retail, commercial and industrial floor space in the shire has been undertaken. This contributed significantly to the development of the proposed commercial hierarchy for the shire. The Demand Analysis involved:

- An assessment of population growth trends in Busselton
- An assessment of current commercial and industrial floor space per capita ratios
- An approximation of likely future commercial and industrial floor space ratios
- A comparison of these ratios with other regional centres in WA
- Calculation of a total commercial and industrial floor space figure for the shire
- Apportionment of future growth to the various centres

A summary of the proposed commercial hierarchy is set out in the Table E1.

In addition to developing the future hierarchy for Busselton, the LCPS also looked at the urban design improvements in and around the major centres in the shire.

The Busselton town centre boasts a number of significant features – the coastal foreshore, the river foreshore, and the historical fabric – which are not fully capitalised on. In order to develop a more intense, attractive and vital town centre, a number of individual actions were developed including:

- A wide reaching TPS Amendment to facilitate mixed uses and more intensive development in the Business zone on a precinct based approach. One of the key platforms of this amendment should be a revision of the policy statement to allow residential development in the Business zone.
- The current height limits in the Scheme should be reviewed on the basis of urban design and built form trade-offs.
- An investigation of the opportunities for using rate incentives as a means to encourage development of mixed use projects in the under-developed parts of the Busselton CBD.
- Actively consider the concept for the foreshore development as an active way to increase vitality in the Busselton town centre.
- A review of the design guidelines presently in place for built form in the Shire. This review should be cognisant of the current review being carried out for the public realm guidelines. The output of this review should be a policy document which has some prescriptive guidelines for use by Council's officers in considering development applications

- The formation of a design advisory panel to assist Council in the consideration of major projects that are likely to have a major impact on the built form or function of the Busselton town centre.
- Commissioning a study for the Busselton town centre to examine the ways by which improved pedestrian movement could be facilitated.
- Monitoring the management of traffic circulation in the town centre with any new or remedial traffic management measures to be also considered against urban design objectives

In Dunsborough, the town centre has significant opportunities for urban design improvement. Recommended actions to capitalise on the opportunities include:

- Commissioning a study of urban design themes for inclusion into the TPS as a policy to guide the aesthetics of future development.
- Amending the TPS to lift height limits in the town centre and rezoning select surrounding sites to an R40-R80 designation.
- Reviewing the pedestrian movement and traffic circulation network in the town centre (in conjunction with the parking study currently being conducted).

Council should integrate the general urban design criteria espoused in the Liveable Neighbourhoods policy document (WAPC) into the TPS as a general guideline for the development of commercial centres.

Council should consider the need for an Amendment to the TPS to restrict retail uses in the industrial zone to only that which is necessary as an ancillary component to the main industrial activity.

This Shire of Busselton is at a pivotal time in its development. The LCPS has highlighted the tremendous opportunities available for the Commercial Centres of the Shire. By implementing the various actions documented in this LCPS, Council can help create vibrant, active, safe and efficient commercial centres.

Table E1 – Proposed Commercial Hierarchy Summary – Future Retail Floor Space

Centre	General Types of Retail	Planned Future Floorspace (m ²)	Complimentary/ Ancillary Uses	Key Actions
Regional Town Centre				
Busselton Town Centre	District Department Stores Supermarkets Specialty Shops Main Street shopping Foreshore/tourism	41,173	Service industry Other Retail Office Entertainment Community Residential Storage/Distribution	Consolidate all Discount Department Stores (DDS's) in Busselton and major foreshore/ tourism development. Use precinct based planning mechanisms to improve urban design.
District Centre				
Dunsborough Town Centre	Supermarkets Specialty Shops Tourist retail	12,509	Service industry Other Retail Office Entertainment Community Residential	Restrict DDS, bulk retail and showrooms. Use precinct based planning mechanisms to improve urban design.
Neighbourhood Centres				
Ambergate	Supermarkets Specialty Shops	9,000 in one village centre and 2,000 in second, local centre.	Service industry Other Retail Office Entertainment Community	No Department Store to be developed until – a) The development of two Department Stores in the Busselton town centre. b) The development of a minimum 50,000m ² of shop retail NLA in the Busselton town centre. NLA of village centre may exceed 9,000m ² but only after the two criteria above have been met. For these purposes a Department Store is defined as a large retail store with a floorspace area of at least 5,000m ² , organised into departments offering a variety of merchandise; commonly part of a retail chain
Vasse	Supermarkets Specialty Shops	4650	Service industry Other Retail Office Entertainment Community	Community integration Industrial integration Final layout subject to design workshop outcomes
Airport North	Supermarkets Specialty Shops	1720	Service industry Other Retail Office	Community integration Industrial integration Final layout subject to design workshop outcomes
Local Centres				
Layman Road and Bayside	Supermarkets Specialty Shops	1470	Service industry Other Retail Office Entertainment	Community integration Integration with marina and tourism uses. Maximum retail 1800m ² .
Prices (West Busselton)	Supermarkets Specialty Shops	1885	Office/Business Utilities	Possible expansion based on development in catchment.
Old Broadwater	Supermarkets Specialty Shops	641	Office/Business Utilities Residential	Retain current size

Centre	General Types of Retail	Planned Future Floorspace (m ²)	Complimentary/ Ancillary Uses	Key Actions
Bayview Abbey	Specialty shops Supermarkets Specialty Shops	80 400	Residential Service industry Other Retail Office	Consider review Retain current size
Bower Road	Supermarkets Specialty Shops	462	Service industry Other Retail Office	Retain current size
Eagle Bay	General Store	84	Residential	Retain current size. Retain a dominant commercial element in any mixed use development.
Old Dunsborough	General Store	100	N/A	Retain current size
Yallingup	General Store	457	Office Residential Storage/dist.	Retain current size. Retain a dominant commercial element in any mixed use development.
Clydebank Avenue Peppermint Park	Vacant	1200m ²	N/A	Retain as commercial but consider reduction of commercial zoning to 2000m ² .
Corner Fairway Drive/Busselton Bypass	Service Station, General Store	TBD	Residential	Consider future local centre on the Business zoned land. Development to be in accordance with the Old Broadwater Farm Development Guide Plan.
Smiths Beach	General Store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.
Metricup	General Store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.
Carbanup	General store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.

TBD – To be determined

2. Introduction

2.1 Background

The Busselton Shire Council commissioned Connell Wagner to prepare a Local Commercial Planning Strategy (LCPS) for the Shire of Busselton.

The context for the LCPS was that the Council was also embarking on the preparation of a broader local planning strategy (LPS). The LCPS will form background information for this broader LPS, which will in turn underpin revised zoning proposals for a new Local Planning Scheme.

The Shire of Busselton has been under considerable growth pressure in recent times. As a major “sea change” location in the Western Australian context it receives growing numbers of new residents and tourists. This growth provides impetus for the development of retail, commercial and industrial land, all of which are the subject of this report.

Council has decided to plan for the commensurate retail, commercial and industrial land needed to service this projected growth in an orderly way. This strategic investigation of the likely commercial needs is the initial step in this planning process.

2.2 Objectives

The project brief for the Local Commercial Planning Strategy outlined a series of objectives for the project. These are summarised below:

- Provide a broad district framework (hierarchy) for the location of retail, commercial and industrial centres
- Provide a clear definition of commercial centres and classify existing centres
- Recognise and reinforce the role of Busselton and Dunsborough as the primary commercial centres
- Minimise the potential for “Greenfield” commercial development
- Provide for healthy market competition
- Create centres that are a focus for community and employment activities
- Ensure a high standard of urban design and community safety

2.3 Methodology

In attempting to achieve these objectives and logical methodology was put forward to the Council and accepted as the basis for carrying the strategy investigations. This methodology comprised the following:

- A literature review of relevant planning documents
- Stakeholder Consultation with groups that have an interest in the LCPS
- Preparation of an Issues and Opportunities Report
- Demand Analysis to determine quantitative land needs
- A Council workshop to communicate the issues and opportunities
- Urban Design principles workshop with stakeholders
- Preparation of a draft strategy
- Advertise draft strategy
- Community briefing on the draft strategy
- Preparation of a final strategy

3. Planning Analysis

3.1 Planning Context

The Shire of Busselton lies in the heartland of the WA's South West region, a popular tourist area and growing "sea change" location. Figure 1 depicts the study area and the key features of the Shire. As a result of its location, the Shire of Busselton has had considerable attention in terms of strategic planning analysis. There is a comprehensive series of strategic planning documentation that provides a planning context for the LCPS.

As an initial task for this LCPS project, a comprehensive literature review was carried out. The full report of this literature review is provided in the Issues and Opportunities report at Appendix B.

The key findings of this literature review which provide some planning context for the LCPS are summarised below:

- The general strategic objective for the development of retail, commercial and industrial uses in the shire is to maintain and reinforce the role of Busselton and Dunsborough as the primary commercial centres, by both private and public sectors that has occurred in these centres and the need to protect the future of these centres.
- Any retail, commercial and industrial uses in the outlying development areas should be complementary to Busselton and Dunsborough, rather than compete with these existing centres. This objective acknowledges that Busselton has an urban growth strategy in place (refer Figure 2) which has identified significant future growth areas in Vasse, Ambergate and Airport North.
- The Shire is likely to continue to experience strong population growth in the future but the rate of this growth is likely to be less than previously thought. The peak growth rates of 4% to 5% in the 1996 – 2001 period have not been sustained over the 2001 – 2006 period. Future population growth rates are likely to be around the 3% figure.

3.2 Existing Hierarchy

3.2.1 Introduction

The Shire of Busselton has a well defined commercial hierarchy. This hierarchy has been shown spatially on the attached Figures 3 and 4. The notations on the plans have been extracted from the 2006 Planning Land Use Category (PLUC) data provided for the demand analysis by the Department of Planning (DoP) formerly the Department for Planning and Infrastructure. Key attributes of the existing hierarchy are set out below.

The 'Busselton Town Centre' is a term used throughout this document. For the purpose of the LCPS, the 'Busselton Town Centre' relates to the land within the town centre currently zoned 'Business' only.

3.2.2 Busselton Town Centre

The Busselton Town Centre provides retail, commercial and civic focus for the Shire. It also services districts outside the Busselton local government areas, particularly Margaret River. A large number of commercial facilities, retailing and other services related to the tourism industry are situated in the Busselton Town Centre and adjoining Bussell Highway commercial strip. In 2006, the total retail and other commercial floor space provided in the Busselton Town Centre and adjoining Bussell Highway commercial strip was 83,870m² (Table 21 Appendix C)

Figure 5 is the Town Planning Scheme extract for the Busselton Townsite and highlights the spatial extent and zoning of the main commercial area.

Key attributes are:

- The TPS classifies the commercial uses in the into two zones: Business and Restricted Business. The Business Zone provides for retailing and other services related commercial activities. The Restricted Business zone caters for commercial uses with high floor space requirements and efficient traffic access needs that are not as suited to town centres.
- The Town Centre is a large area bounded by Marine Terrace, Brown Street, Peel Terrace and West Street. The town centres on Queen Street which is the through route to the foreshore.
- The Restricted Business zone extends westwards from the Town Centre along the adjoining Bussell Highway commercial strip. It contains car sales, white goods retailing, and other associated uses that capitalise on the exposure provided by the Bussell Highway. The Restricted Business zone has been extended to the south through the rezoning of Lot 17 West Street for this purpose.

The WAPC has a long standing presumption against the spread of commercial zoning along highways and other major roads, such as the Bussell Highway. This stance is evident in SPP 4.2 in which there are specific policy positions for the prevention of ad-hoc commercial ribbon development. Concerns about the ad-hoc spread of commercial floor space have in recent times been alleviated. The increasing focus by government and industry on Transport Oriented Development and the growth of "Main Street" commercial centres is attracting commercial uses into defined centres that are not necessarily suited to standardised big box retail formats and their associated trading hours. These contemporary planning objectives work towards consolidation of commercial floor space in the Busselton Town Centre and a restriction of floor space extending to the west along Bussell Highway.

The LCPS reinforces this by preventing further service commercial development along major roads, including the Busselton Bypass, Bussell Highway and Causeway Road, other than that accommodated by existing zonings or specifically supported by the Strategy.

3.2.3 District Centre - Dunsborough

Dunsborough provides district level shopping and services to the western part of the shire. The centre of Dunsborough also provides significant tourist retail and service facilities.

Dunsborough centres on the intersection of Naturaliste Terrace and Dunn Bay Road. A number of adjoining roads make traffic circulation complex.

The town centre is zoned Business and is flanked by tourist zoned land and residential zoned land to the east. Some of the Business land to the west is vacant. A small industrial area exists in Clarke Street, to the north. Figure 6 shows the zoning and extent of the Dunsborough town centre.

In 2006, the total floorspace for the centre was 21,737m² (Figure 21 Appendix C).

3.2.4 Local Centres in and Around Busselton

Background

The existing hierarchy in and around Busselton has been assessed separately in this section as it forms the basis on which a future hierarchy for greater Busselton will be developed in Chapter 4. The existing hierarchy includes a number of Local centres which service particular pockets of development. These locations are shown on Figure 7 and include:

- Layman Road (Port Geographe and Bayside)
- Prices (West Busselton)
- Old Broadwater
- Bayview
- Abbey
- Bower Road
- Peppermint Park (Clydebank Avenue)

These local centres are generally small (up to 1800 m² GLA), historical, shopping nodes that have located along the “development front” of Busselton as it has grown westwards. They also serve passing trade as a result of their location on the Bussell Highway.

In addition to the above centres, a future local centre is designated at the corner of Fairway Drive and Busselton Bypass.

Catchment Assessment of Local Centres in and Around Busselton

In order to assess the serviceability of the local centres in the greater Busselton area, a documentation of the notional catchment for each has been undertaken. The definition of this notional catchment has come from the Liveable Neighbourhoods policy produced by the WAPC which recommends that each local centre service a walkable catchment of 400m.

Figures 9-12 shows this assessment. Key points to take from this assessment are set out below.

East Busselton

In the East Busselton area, the PLUC data produced by the DoP aggregates the floor space at Port Geographe with the Bayside local shopping centre. This is logical because in a complimentary way, the two centres service the East Busselton area. Bayside is a typical local centre comprising: liquor store, fish & chips, petrol filling station, bank and supermarket. At Port Geographe, the commercial land accommodates more tourist and marine related establishments including a tavern and chandlery.

There are notional gaps in the retail service level for East Busselton based on the 400m guideline. At the same time, the total floor space of the Layman Road PLUC is 870m² which is reasonably large for a local centre in this location. Also, much of the notionally under-served part of East Busselton is

within 2km of the town centre. While this is not a walkable distance it is reasonably close. In fact, the proximity of the town centre means that additional floor space in East Busselton will be difficult to support by the future local population.

Prices (West Busselton)

This local centre is situated on the corner of Carter Street and the Bussell Highway in West Busselton some 2km west of the town centre. It is a long standing and vibrant centre comprising the following facilities: IGA supermarket, butcher, café, chemist, newsagent and fuel sales. This centre is the largest of the local centres along the west Busselton strip with a total floor space of 1885m².

The analysis of this centre shows the high school and the hospital within the 400m catchment. It is possible that the hospital will be relocated and the existing site will be redeveloped for residential purposes which would increase the capacity of this catchment.

Bayview

This is a very small and ad hoc commercial site located on the corner of Bayview Street and Bussell Highway some 1.5km west of the town centre. It presently contains an antique business which appears to be marginally viable.

The catchment of this site overlaps significantly with the eastern part of the catchment for Prices (West Busselton) and the town centre is 1.5km to the east. The usability of this site for anything other than a specialist retail node, which feeds from highway frontage is questionable.

Bower Road

This local centre is some 750m further to the west of Prices (West Busselton) at the corner of the Bussell Highway and Bower Road. It is a smaller centre comprising the following: corner store, bakery, liquor store and fish & chips shop.

The assessment of this site shows a 400m catchment overlaps to a degree with the Prices (West Busselton) catchment. It also has a significant part of its catchment to the west which appears to be currently under-served. The re-developed hospital site also falls with the 400m catchment for the Bower Road site.

Old Broadwater

Some 3km further to the west along the Bussell Highway is the Old Broadwater Centre. It contains the following shopping facilities: four food outlets, video store, IGA supermarket, mini mart, chemist and newsagent.

The analysis of this centre shows that a significant amount of its 400m catchment contains the tourist facilities at the Broadwater resort. While this resort supports the shopping facilities, the seasonal nature of the tourism use constrains the centre. The Old Broadwater centre is looking "run-down" as a result. On a positive note, much of the catchment for the centre to the south is presently undeveloped and is likely to be subdivided in the short term. This will increase the catchment and provide additional support for the centre.

Abbey

The local centre at Abbey is located 2km further west from Old Broadwater. This centre contains: a corner store, liquor store, real estate agency, hairdresser, petrol filling, post office agency and an irrigation business.

This centre services the far western part of the Busselton coastal strip. The 400m catchment shows a majority of suburban uses. The Abbey centre has the added benefit of being almost opposite the intersection of the Bussell Highway as it heads south to Margaret River and the commencement of Caves Road to the west. This intersection gives the Abbey centre significant support from passing trade in addition to its local catchment.

Fairway Drive/Busselton Bypass

The site is located approximately 2 kilometres south west of the Busselton Town Centre. This is a vacant Business zoned site on the corner of Fairway Drive and the Busselton Bypass at old Broadwater Farm. It is within the Old Broadwater Farm Development Guide Plan and will be required to be developed in accordance with that plan. .

Peppermint Park (Clydebank Avenue)

This is a vacant Business zoned site in Clydebank Avenue, abutting the Geographe primary school. It is a relatively large site, some 7500m² in area. The South Busselton area provides a limited catchment for the development of a local centre in this location, as evidenced by the fact that the site has not been developed for commercial purposes. This also emphasises the importance of passing trade to the viability of the other local centres in West Busselton.

A significant portion of the 400m catchment for this site includes the primary school, public open space and drainage reserves, further depleting a robust catchment for a local centre in this location. At the same time, the proximity of some undeveloped urban land to the south and the Ambergate development further to the south could potentially assist in supporting a viable centre in the future.

On balance, the retention of this Commercial zoning on all or portion of the site is appropriate to continue with the possible option of a local centre servicing the surrounding residential areas. The land zoned Business may be reduced to 2000m².

3.2.5 Other Local/Neighbourhood Centres

Old Dunsborough, Eagle Bay, Yallingup and Carburnup River are local centres that do or have the potential to service specific local and tourist needs. The location of the local centres is shown on Figure 8 and the catchment analysis for each is shown on Figures 13-17. This analysis concludes that each of these local centres has a legitimate catchment due to the remoteness of each of the settlements

3.2.6 Existing Retail Hierarchy – Summary

A summary of the current retail hierarchy in the shire of Busselton is set out in Table 1 below.

Table 1- Existing Retail Hierarchy

Centre	Types of Retail	Existing Retail Floor Space (m ²)	Other Uses	Tenancies
Town Centre				
Busselton Town Centre (& Bussell Hwy)	Commercial floor space Discount Department stores Supermarkets Specialty Retail Bulk Retail	34056	Service industry Other Retail Office Entertainment Community Residential Storage/Distribution	316
District Centres				
Dunsborough Town Centre	Commercial floor space	11009	Service industry Other Retail	129

	Supermarkets Specialty Retail Bulk Retail Tourist retail		Office Entertainment Community Residential	
Local/Neighbourhood Centres				
East Busselton-(Layman Road and Bayside)	Supermarket Specialty retail	870	Service industry Other Retail Office Entertainment Community	11
Prices (West Busselton)	Supermarket Specialty retail	1885	Office/Business Utilities	12
Old Broadwater	Supermarket Specialty retail	641	Office/Business Utilities Residential	10
Bayview	Specialty retail	100	N/A	2
Abbey	General Store Specialty retail	400	Service industry Other Retail Office	7
Bower Road	Supermarket Specialty retail	462	Service industry Other Retail Office	4
Eagle Bay	General store	84	Residential	1
Old Dunsborough	General store	100	N/A	1
Yallingup	General store Tourist retail	457	Office Residential Storage/distribution	4

3.2.7 Tourist Commercial Nodes

A significant number of tourist related commercial facilities are located at various points around the shire. These define the isolated and commercial nodes at wineries, coastal locations and other tourist spots. Figures 3 and 4 highlight these locations and provides spatial depiction of the proliferation of these uses in the shire and their importance to the business fabric.

Further details of the tourist commercial nodes are set out in the table below. This is an extract from the demand analysis report (Appendix C – map 1).

Table 2 – Land uses in the Tourist Commercial Nodes (m²).

Complex no.	1111	1113	1114
Name	Yallingup – Gracetown	Yallingup – Tourist	Dunsborough – Tourist
Primary/Rural	0	0	0
Manufacturing/Processing/Fabrication	10409	1070	260
Storage/Distribution	5356	2239	440
Service Industry	550	760	220
Shop Retail	2571	1644	320
Other Retail	0	0	150
Office Business	575	120	110
Health/Welfare/Community	0	0	0
Entertain/Recreation/Culture	200	856	0
Residential	4690	4235	3107
Utilities/Communications	100	120	140
Total	24451	11044	4747
Employment	431	143	55
Establishments	53	33	15

The establishments in the tourist commercial category have been broken down into three geographical areas (PLUC) by the DoP, as shown on Figure 20 and described below:

- Yallingup/ Gracetown (1111). The establishments in this area are generally the wine making operations in the southern rural part of the shire.
- Yallingup Tourist (1113). In this sector, the establishments are tourist facilities around the coastal node at Yallingup but also a number of wineries.
- Dunsborough Tourist (1114). In this sector, the establishments are tourist facilities around Dunsborough but also a number of wineries

Key factors to be drawn out of this table are as follows:

- Retail is a small component of the total floor space in each sector – about 10% in each case. Therefore there is not a sense that these facilities are competing with the major centres for retail market. The retail component at these nodes typically involves the sale of wine and merchandise. It also involves tourist related products – examples include the Banamah Wildlife Park and Simmos Ice Creamery – where a small retail component is an ancillary use to the predominant tourist operation.
- Manufacturing and storage/distribution remains the largest component in 1111 – identifying most of these establishments as bona fide wineries which are a legitimate rural industry. The relocation of some components of these operations to industrial areas to reduce the commercial intrusion into the rural areas of the shire is not practical or warranted.
- There is no vacant floor space in any of these sectors – see Appendix 1 of the Demand Analysis report. This indicates strong demand for these types of uses in the shire.
- Some 600 people are employed in these establishments highlighting the significance of this sector to the district.
- Residential is also a significant component. It represents 20%-25% of the total floor space in the Yallingup/Gracetown area (1111), 40% of the floor space in the Yallingup Tourist area (1113) and 70% in the Dunsborough Tourist area (1114). These figures highlight the small retail/commercial impact these establishments have and show that they are not competing with the major centres on a retail or commercial basis.

Highway Commercial

In addition to the tourist commercial nodes identified above, there are a number of "Highway Commercial" operations on the main traffic arteries into Busselton. These are essentially petrol filling stations which have convenience stores attached and serve the travelling public. The retail component of these operations is relatively insignificant and in recent times has become an accepted ancillary use associated with the petrol retailing sites that are necessary on such major roads.

3.2.8 Industrial Land

Introduction

The location of industrial sites within the Shire of Busselton is shown on Figures 19 and 20. In general terms, each of the major centres in the shire, Busselton and Dunsborough, have a number of industrial sites servicing their needs. Key characteristics are set out below.

Busselton

In Busselton, the main area is just to south of town and is known locally as the Strelly Street industrial area. It services most of the current industrial needs for the town but is almost fully occupied. In 2006, the DoP reports that of the 70 ha in this area, some 63 ha was developed and occupied. Some larger lots remain undeveloped, however current owners of the land have not indicated a strong interest at this time.

A significant issue for the Strelly Street industrial area is the intrusion of other commercial and retail uses into the zone and which have taken up bona fide industrial sites.

The other significant industrial area is the locality known as Airport North. This is a 220 ha future industrial site identified in Council's planning documents but not yet developed for industrial purposes.

Dunsborough

As with Busselton, Dunsborough has two smaller industrial areas close to town which are almost fully developed. These are the areas at Clarke Street, just north of the town and Dunsborough Lakes, to the south-east.

A larger, undeveloped industrial area, known as Dunsborough Enterprise Park, is located further to the south on Commonage Road.

3.3 Demand Analysis

3.3.1 Introduction

A key component of the LCPS has been an assessment of the likely demand for retail, commercial and industrial land into the future. To document this demand a detailed assessment was carried out. The full report of the demand assessment is included in the Demand Analysis at Appendix C and should be read in conjunction with the section.

3.3.2 Key Findings

Population Growth

There has been some conjecture about future population growth in the Shire around the differing figures published by key demographic stakeholders. However, the demand analysis report did achieve some consensus between the stakeholders on this point. In conclusion, the following table was developed to highlight previous growth and the most likely future growth scenario for the Shire.

Table 3 – Likely Population Growth Scenario

Likely Population Growth Scenario	Population	5 year Increase
Actual 1991 (ABS ERP)	14,592	-
Actual 1996 (ABS ERP)	18,158	3,566
Actual 2001 (ABS ERP)	23,099	4,941
Actual 2006 (ABS ERP)*	26,638	3,539
Estimated 2011	30,538	3,900

Estimated 2016	34,438	3,900
Estimated 2021	38,338	3,900
Estimated 2026	42,238	3,900

Source: ABS Population Growth Cat 3218.0 (July 2007)

*2006 ERP is preliminary estimate

Overall Floor Space to Population Ratios

Reflective of the population growth shown in the Table 3 above, the demand assessment report also highlights that floor space to population ratios have increased significantly over the period 1998 to 2006. The most likely explanation for this is that the Shire and particularly the Busselton town centre is drawing trade from a wider catchment outside the local government area, including the Shire of Augusta-Margaret River. This is typical of a centre that has grown to support a higher level and wider range of activities. The particular activity grouping that experienced the highest increase between 1998 and 2006 was storage and distribution which shows that Busselton is now performing the function of a major trade centre where large storage and distribution activities are viable.

Indicative Land Equation – Commercial Land

The total floor space calculations notated above have been applied to the existing retail hierarchy with the results highlighted in the tables below.

Table 4 – Commercial Areas Indicative Land Equation (Retail and Other Commercial Floor Space)

Indicative Land Equation – Commercial Centres 2026	Additional Floor (m ²)	Plot Ratio	Land Area (Ha) Required	Land Area Available (Ha)
Busselton CBD	38,184	1	3.62	0.6
Bussell Hwy	10,000	0.25	4	0.0
Dunsborough CBD	2,500	0.25	1	1.8
Ambergate	12,500	NA	NA	NA
Layman Road (Port Geographe)	3,600	0.25	1.44	15.3
Airport North	2,220	NA	NA	NA
Vasse	6,390	NA	NA	NA
Total	75,394		10.06	17.7

Points to note from this table are:

- A significant amount of floor space will be introduced into the Busselton town centre. While there is limited amount of land available, it has been noted that much of the land in the town centre is under utilized. It is assumed then that some re-development of existing under utilized sites will occur. The corollary to this is that there is no need to rezone more land to meet the anticipated future need as to do so would dissuade the market from the re-development option. At the same time, the take-up of commercial land in the town centre should be monitored.
- The notation against Bussell Highway in Table 4 refers to the Restricted Business zoned area along Bussell Highway. As can be seen, there is no vacant land available for this use at present although this does not take into account the land recently zoned for Restricted Business in West Street. The demand for this 4ha of land required is most likely to be satisfied by the West Street development. A recent development application for the West Street project shows a gross floor area of 31,500m². A significant component of this will be retail/ other commercial floor space.

- The most significant implication of this shortage of restricted business land is for the car sales sector which has out grown its current locations on Bussell Highway. The car sales uses will not be accommodated on the West Street land because the developer's intentions are to market this land to other bulk retail and showroom type uses. It has also been noted as having shortcomings for car sales uses because of its lack of exposure. The result is that additional sites for car sales purposes will be required.
- The possible eventual relocation of car sales from the Bussell Highway restricted business land will create opportunities for other restricted business uses such as showrooms, possibly combined with other mixed uses to take up this land. The issues of containing the spread of such uses along Bussell Highway should also be considered.
- Dunsborough has about 1.8 ha of zoned land available to accommodate the likely demand (1ha) in the future. The implications of this are that there is probably no need to consider rezoning additional land for commercial purposes in the Dunsborough town centre to meet future demand unless there are particular urban design benefits to doing so. This is discussed further in chapter 5 of this report.
- Layman Road has some modest growth likely but has a significant amount of commercial land available. Given its coastal location, it is possible that this commercial land may be used for tourist purposes rather than retail/commercial uses per se. Nevertheless, there appears to be a significant over-supply of commercial land in the Layman Road area and Council could consider rezoning portions of this site for appropriate non-commercial uses such as higher density residential.
- The Ambergate, Airport North and Vasse areas represent the new land release areas on the fringes of the current Busselton township area. The additional floor space figures presented for each of these areas in Table 4 have been based on the needs generated by the projected population growth for each area out to 2026. It has also been noted that each of the proponents for these projects is planning each area around the Liveable Neighbourhoods Code promoted by the WAPC. This code seeks to create prominent, cohesive, accessible and vibrant commercial/retail nodes within neighbourhoods.

Indicative Land Equation - Industrial Land

The total floor space calculations have been applied to the existing industrial hierarchy with the results highlighted in the table below.

Table 5 – Industrial Areas Indicative Land Equation

Indicative Land Equation – Industrial Areas 2026	Additional Floor (m ²)	Plot Ratio	Land (Ha)	Area	Available (Ha)
Dunsborough Lakes Industrial	3,000	.012	2.5		2.5
Busselton Airport Industrial	36,834	0.075	49.1		220
Dunsborough Industrial	9,000	0.1	9.0		0.0
Strelly St (Fairlawn Road)	11,730	0.17	6.9		7.7
Bovell Park	8,000	0.1	8.0		0.6
Walsh Road	5,000	0.1	5.0		0.0
Vasse Industrial	33,000	0.1	33.0		33.0
Total	106,564		114		263

Points to note from this table are:

- In Busselton, the existing industrial areas of Strelly Street, Bovell Park and Walsh Road are forecast to accommodate quite significant growth. At the same time each of these areas are either full or near capacity. The result of this situation is likely to be that industries in the shorter term will locate in Strelly Street and fill this area relatively quickly. In the longer term these uses will be forced to locate at the Busselton Airport Industrial area or at the industrial area planned for Vasse.
- With respect to Strelly Street it is also worth reflecting on the detailed make up of this area as detailed in Table 2, Appendix 1 of the Demand Analysis report. This table highlights that the area:
 - Is a fairly typical industrial zone for a regional centre such as Busselton; accommodating a range of industries and non-residential land uses.
 - Contains 90% of the industrial floor space of the shire.
 - Has some 20% of its floor space utilised by retail land uses.
 - Accommodates 3144 employees

The future of the Strelly Street area warrants careful consideration by Council. It is obviously a strategic resource for the district but at the same time requires modification to make it a more efficient and relevant industrial area serving the town. The two key changes envisaged are the control of retail floor space intrusion into the area to protect it for bona fide industrial uses and the relocation of the more intense and/or intrusive industrial uses to the airport industrial area.

Figure 21 shows the Strelly Street area in detail and highlights vacant land and sites currently used by car sales premises. Two large vacant sites exist, one at Frederick Street and another on Strelly Street with a combined area of 66,707m². The remaining vacant sites are smaller lots of approximately 1500m² each in the vicinity of Cook Street and near the Bypass.

A number of smaller car sales operators have located within the Strelly Street area (in Cook Street) with some exposure to the Bypass. Given that there are still a number of lots in Cook Street that are undeveloped, this is an appropriate area for the smaller car sales / servicing uses.

It is estimated approximately 60,000m² of land could be required for the larger car yard proprietors for expansion or relocation from the Bussell Highway area. The creation of a specific service industry precinct between West Street/Frederick Street junction, along Barlee Street and Strelly Street, where several vacant or under-utilised sites exist has been identified as a suitable location. This location was identified as appropriate given the prominence and exposure along the route from West Street/Barlee Street/Strelly Street to the bypass. There are also vacant sites in this area of a size suitable to the proposed car sales precinct. Potential movement of the Shire Depot and other transport and storage related businesses to an alternative location (such as Airport North) as this area evolves will also create opportunities for car sales use to move into this area. While land assemblage is a key factor to facilitate car yard use in some areas this is not a good basis for the establishment of a new service / industrial area outside the proposed industrial hierarchy.

While short term issues raised by the car industry in respect to obtaining new sites are noted, it is important for the strategic growth and character of the town that such uses are located in appropriately established and designated areas such as the evolving Strelly Street Industrial area, current sites and in the long term the Airport Industrial area or Vasse.

- In Dunsborough, the existing industrial area at Dunsborough Lakes (referred to on the Dunsborough Lakes Development Guide Plan as 'Enterprise Park') has enough land to cater for the likely 2.5ha required out to 2026. In the broader Dunsborough area, some 9ha is required and this is best provided at the Dunsborough Enterprise Park located near the Commonage. While the Enterprise Park area is noted in Table 5 is being fully utilised, these figures come from the DoP survey. Further investigation reveals that there are likely to be re-

subdivision opportunities to create further industrial land at this location. Also, there is considerable future industrial land available at Vasse for the medium to long term needs of the Dunsborough district.

4. Proposed Commercial Hierarchy and Strategies for Commercial and Industrial Centres

4.1 Commercial Centres Hierarchy

4.1.1 Need for a Hierarchy

A key requirement of sound commercial area planning is the development of a hierarchy of commercial centres. This is a cornerstone of Commercial Centres Planning Policy espoused by the Western Australian Planning Commission (WAPC) and an important component of this LCPS for Busselton.

It is highly desirable from a planning point of view for commercial development to occur in well defined centres, in the framework provided by a logical commercial hierarchy. This facilitates the establishment of identity, function and infrastructure planning for commercial centres and provides surety to business owners within centres.

The hierarchy proposed for Busselton is shown on Figures 22 and 23 and described below.

4.1.2 Contributing Factors to the Proposed Hierarchy

The Existing Hierarchy in and Around Busselton

Chapter 3 of this report sets out the existing commercial hierarchy for Busselton. This highlighted an atypical hierarchy in the sense that the suburban form around Busselton town centre had grown without strong district or neighbourhood level centres. The hierarchy involves a large regional centre, Busselton town centre, together with a number of local centres providing ad hoc shopping and commercial facilities. These local centres have generally located along the Bussell Highway to capitalise on the passing trade to augment the residential catchments which are quite small. The small scale of the Busselton urban area means that the influence of the town centre is significant and works against a larger neighbourhood centre or district centre locating in the suburbs of Busselton.

Proposed Developments

Notwithstanding the above characteristics of the existing hierarchy, the strong growth predicted for Busselton is likely to be accommodated in the three outlying areas of Vasse, Ambergate and Airport North. These are large cells of future development, planned in accordance with the Liveable Neighbourhood Codes adopted by the WAPC. These areas are more remote from the existing town centre than much of the existing urban form and the development of these cells will be based around Liveable Neighbourhood principles which foster self contained centres. These areas are identified on the Busselton Urban Growth Strategy (Figure 2). The Urban Growth Strategy has been adopted by the Council as the basis for likely urban development in the greater Busselton area.

In each case the large developing cells are large and on population alone justify significant retail and other commercial floor space.

Demand Analysis

The Demand Analysis (Appendix C) has contributed significantly to the development of the proposed commercial hierarchy. In broad terms the methodology for this analysis involved:

- An assessment of population growth trends in Busselton
- An assessment of current commercial and industrial floor space per capita ratios
- An approximation of likely future commercial and industrial floor space ratios
- A comparison of these ratios with other regional centres in WA
- Calculation of a total commercial and industrial floor space figure for the shire
- Apportionment of future growth to the various centres

This methodology is comprehensive and one that is acknowledged by the WAPC policy as a bona fide method of providing quantitative support for the development of a Local Commercial Strategy hierarchy.

4.1.3 Busselton Town Centre

The Busselton town centre has a strong position at the head of the commercial hierarchy. It is presently the focus of all forms of commercial activity for the shire and districts beyond the municipal boundary. It is also a key civic and community centre where these services are provided at the highest level.

The demand analysis forecasts that the Busselton (includes commercial complexes Busselton CBD and Bussell Highway) will grow from its 2006 level of 83,870m² to 130,054m² by 2026. This presents an increase of 46,184 m². These growth forecasts include both retail and other commercial uses.

The higher level commercial facilities that should be concentrated in the Busselton townsite are:

- A high level of commercial floor space
- Discount Department Stores
- Supermarkets
- Specialty Retail
- Bulk Retail
- Tourist retail

In particular, the stature in retail terms of Busselton as the town centre will be reinforced with the concentration of District Department Stores (DDS) in the town centre. This is occurring with the proposed development on Lots 17 and 18 West Street promoted through TPS Amendment No. 72 planning to incorporate a second DDS for the town centre. In the longer term, a third DDS is likely to be justified in the Greater Busselton area and it will be also important for this to be developed in the town centre.

Council should monitor the take-up of commercial zoned land in the town centre to ensure there is an adequate supply for this purpose. At present there appears to be a significant amount of land zoned commercial but the anecdotal evidence suggests the potential development of this land may be compromised by it being held in small land holdings.

Consideration should be given to allowing small-scale office development to occur in the residential areas immediately surrounding the Busselton town centre. Given that the land values in the town centre are relatively high, (but in most cases retail uses will be able to pay more for land than office uses), thus making it difficult for office uses to locate in the town centre. Office uses located near to, but not necessarily within the town centre will generate growth of office employment and create synergies with other businesses in the town centre.

The character and scale of the uses would also generally be consistent with the character and scale of the existing development in the residential areas close to the town centre. Detailed design guidance could also be developed to ensure that office uses are generally consistent with residential character and amenity. It is envisaged that the detail of such change would be explored and set out in the local planning strategy, and then considered by the Council and subject of community consultation as part of the local planning strategy process.

It is clear that there are benefits to consolidating commercial floor space in the Busselton town centre. Many of the actions necessary to ensure this objective is met are related to the form and function of the town centre. These actions are dealt with in Chapter 5 of this report.

4.1.4 District Centre – Dunsborough

Dunsborough will continue to develop at the District Centre level, servicing the western part of the Shire with district level functions. It will continue to provide services and facilities for the seasonal tourist population as well.

At 2006, Dunsborough contained 21,737 m² of commercial floor space and the town is forecast to grow to 24,237m² by 2026 (Tables 7 and 8).

Consideration should be given to increasing permissible residential densities on other land around the town centre, as well as, in common with the Dunsborough town centre, allowing appropriate office uses to establish in some of the residential areas close to the town centre.

With respect to the eastern end of Dunn Bay Road, the key strategic objective in the shorter-term is to strengthen the link between the town centre and the foreshore. That is supported by work currently looking at urban design and other matters in the public realm for the Dunsborough foreshore and town centre (as outlined in Chapter 5.3). The strategy should continue to support retail and other commercial uses along the eastern end of Dunn Bay Road. That is also the direction generally set out in the Shire's Local Tourism Planning Strategy.

The classification of Dunsborough at the district centre level should preclude it from a number of higher level facilities including Discount Department Stores, showrooms and bulk retail.

4.1.5 Neighbourhood Centres

Overview

The emergence of the neighbourhood level of centre development will be a key change from the existing commercial hierarchy. This change will essentially be brought on because of the remote growth of reasonably self contained, residential cells in the outer areas of Busselton.

These areas will be developed in accordance with the principles of the "Liveable Neighbourhoods policy" promoted by the WAPC which advocates the planning of these new residential areas around well designed activity centre's where employment, shopping and other civic or community uses will congregate. The Liveable Neighbourhoods guidelines identify the need for variety in the size of these neighbourhood centres based on a wide range of case specific factors. It identifies a maximum size of 4,500m² retail floor space at the neighbourhood centre level.

The three centres where this will occur in the Busselton context are Ambergate, Vasse and Airport North. These centres are new developing residential cells where self contained facilities are planned (refer structure planning for these areas at Appendix A).

Further specific details of these individual centres are set out below.

Ambergate

Ambergate is in its early planning phases. The first stages of the Ambergate project are wedged in between the existing bypass and the longer term bypass (refer Appendix A). This location provides excellent existing and future regional transport linkages.

The demand analysis for this LCPS identified a maximum total commercial floor space of 12,500 m² for the Ambergate area. This was proposed to comprise 10,000m² in retail floor space and 2,500 m² in other commercial floor space. The 12,500m² total commercial floorspace was proposed to be divided into two neighbourhood centres with no centre being larger than 4,650m² in terms of shop retail floorspace. A Discount Department Store (DDS) at Ambergate was not supported.

In contrast, the draft Ambergate Development Guide Plan (ADGP) proposed 14,000m² NLA of shop retail floorspace within a single village centre, with 5000m² of this proposed for a DDS and 3000m² of

office floorspace.. The ADGP also proposes a second centre of up to 2,000m², plus smaller convenience centres.

This inconsistency was discussed when the ADGP was considered by the Council in March 2009, and it was resolved that the ADGP be adopted as a draft in a manner not consistent with the current draft LCPS, but with some additional controls to meet the overall objectives of the LCPS, specifically, that a future DDS (up to 5000m² NLA) and/or provision of greater than 9000m² NLA within the village centre at Ambergate North should not occur before –

- The development of two full-size (5,000m² or more) department stores (discount or otherwise) in the Busselton town centre.
- The development of a minimum 50,000m² of shop retail floorspace in the Busselton town centre (at which point it would become a 'regional' centre in terms of the current retail planning hierarchy in WA).
- Confirmation of compliance with a Shire-level hierarchy as established in an adopted commercial strategy for the Shire.

Council resolved at its meeting of 12 August 2009 to support this position and the LCPS be amended to reflect its resolution of March 2009. Hence this LCPS has been amended to reflect this decision.

It will be important for Council to monitor the release of land for commercial purposes in Ambergate to ensure that oversupply does not result.

Tables 7 and 8 of this report provide an indicative release program for future retail and other commercial land.

To continue to reinforce the primacy of the Busselton town centre in the retail fabric it is imperative that the size of the outlying centres is controlled so that larger size centres, say at the district level, do not eventuate. The advent of district size centres, located on roads with strong access links to the regional road network, could be a damaging result for the Busselton town centre.

Vasse

Vasse is located some 5km west of Busselton town centre. In commercial terms it is presently a small village located on the Bussell Highway. Plans for a major "new town" development have been approved and land release is ongoing. The plans for Vasse are prescriptively based on Liveable Neighbourhood principles, in particular the creation of a significant commercial and civic cultural focus based around a water feature created from the Vasse river diversion.

Vasse also has the impetus of a number of civic and community uses which are likely to add to its significance as an activity centre. These include a possible performing arts space, library, Council annexe and the middle years school which has almost finished construction.

Given the planned consolidation of facilities at Vasse and the significant separation of the site from Busselton town centre, the centre has been documented in the hierarchy at the neighbourhood level. This sets a ceiling of 4,500 m² of retail floor space. Current plans are set at a supermarket of 2,800m², tourist retail space in the form of cafes and restaurants and some specialty retail.

This sitting of retail, civic, cultural and administrative uses in this location, with a retail ceiling, allows for the creation of a vibrant centre, without conflicting with the prominence of the Busselton town centre.

Airport North

The Airport North area is located some 2km south east from the Busselton town centre. It is a significant residential development located between the Bussell Highway to the north and the Busselton Airport to the south. The proposed long term outer bypass will eventually form the southern boundary of this node when finally constructed.

Again, this development has been largely planned utilizing Liveable Neighbourhood principles. Importantly for commercial planning purposes, this has included the creation of a retail focus for the development centrally located on well utilized roads, adjacent to public open space and a school site.

The Airport North project area has good access to the town centre via the Bussell Highway which will provide for easy use of the town centre facilities by future residents. This will assist in consolidating some of the higher order commercial facilities in the town centre. At the same time, there is a need to provide for self contained shopping and related facilities with good access internally.

To achieve this balance, the Airport North centre has been notated at the neighbourhood centre level in the proposed hierarchy. While this neighbourhood level of centre has a notional ceiling of 4,500 m², Council will need to monitor the take up of commercial floor space in this centre to ensure it compliments the town centre. The advent of a DDS in Airport North, for example, would be inappropriate.

4.1.6 Local Centres

Overview

There are a number of local centres throughout the shire. The analysis in Chapter 3 has shown that most of these have developed in west Busselton along the main transport route between Busselton and Dunsborough. Individual strategies for each of these centres are set out below.

East Busselton

The East Busselton area contains the Bayside local centre and the tourist oriented centre on Layman Road at Port Geographe.

The Bayside centre is a vibrant local centre servicing the East Busselton area. It is centrally located and for this reason conforms to Liveable Neighbourhood principles. Given there is unlikely to be significant growth in this part of East Busselton and the proximity of the town centre, expansion of this centre is not considered necessary.

The Layman Road area currently has a significant surplus of commercial zoned land at Port Geographe. However, the location of this land is poor in terms of its serviceability to the entire East Busselton area for general local and neighbourhood shopping needs. It is at the far eastern edge of the catchment and more appropriately suited to uses associated with the nearby marina.

The likely development around East Busselton will be at the eastern end of the area around the marina, so there may be the need in the future for a small store/mini-mart and related retail facilities in this commercial area. Council will need to monitor the amount of any proposed commercial/retail floor space at Port Geographe to ensure that it does not draw residents away from the Bayside centre and the town centre. As a general restriction any retail space in the Layman Road centre should be at the local level, with a maximum of 1800m².

In terms of the vacant, zoned land at Port Geographe, it is recommended that it remain in the Business zone to encourage the development of other marine, tourist and related uses.

Prices (West Busselton)

This centre is a significant and vibrant local shopping and service node in West Busselton. Given the proximity of the town centre and the surrounding residential area, there is limited justification for expansion. However, should the Busselton Hospital site be redeveloped for residential purposes then this position should be revisited.

The central location of this centre and its efficient access to the major road network (Bussell Highway) make the surrounding locality suited for more intensive residential uses within walking distance.

Bower Road

As with the Prices centre, Bower Road is a historical local centre that has a bona fide local catchment although this overlaps with the catchment for the Prices local centre. Notwithstanding this, the Bower Road site provides a useful local shopping function and should remain in its present level in the hierarchy. More intensive residential development should be considered within walking distance of this local centre.

Bayview

The Bayview centre is a commercial node that is local in nature but because of its location close to the town centre and within the catchment of the Prices local centre, is probably superfluous as a local commercial node. It is currently used as specialist retail (antique shop) and this is a strong market representation of the strength of this centre.

Given these circumstances, there are grounds to review the Business zoning of this site. A more appropriate classification of the site may be Residential with an Additional Use – Shop. By allocating a medium density notation to the site, say at R60, encouragement would be given to redevelopment. Being on a corner site provides opportunities to better manage access to any redevelopment for residential uses.

Old Broadwater

The Old Broadwater centre provides a legitimate local shopping function to a local residential catchment which also includes tourist uses in the nearby resort. The density of development within the local catchment of this centre is likely to increase as surrounding land develops for residential purposes. Given these circumstances, some additional retail floor space in this centre is justified. Council should carefully review any expansion of this centre so that it does not extend beyond the 1800m² ceiling for a local centre. Proponents should produce a detailed justification of any retail expansion at this site as part of any development application. More intensive residential development should be considered within walking distance of this local centre.

Abbey

This local centre is advantageously located near the intersection of the Bussell Highway and Caves Road and because of this, benefits from significant passing trade. The local catchment of this centre has less potential for expansion and for this reason should remain at its current size for the short and medium term. More intensive residential development should be considered within walking distance of this local centre.

Fairway Drive/Busselton Bypass

The site is located approximately 2 kilometres south west of the Busselton Town Centre. This is a vacant Business zoned site on the corner of Fairway Drive and the Busselton Bypass at old Broadwater Farm. It is within the Old Broadwater Farm Development Guide Plan and will be required to be developed in accordance with that plan.

Peppermint Park (Clydebank Avenue)

This site in south Busselton is vacant at the present time. While its catchment is likely to increase over the short and medium term, it will remain a marginal centre. At the same time, the south Busselton area could benefit from a local centre if it proved to be viable; in line with Liveable Neighbourhood principles the existing site has a designated 400m catchment.

Given the questionable viability of this site, it would be worth considering a reduction in the size of the commercial zoning on the 7500m² site. A small local centre is all that is required in this location so a reduction of the commercial zoning to 2000m² would be appropriate. This would allow for a maximum floor space of 1200m².

Eagle Bay, Old Dunsborough, Yallingup and Other Centres

These existing local centres service discrete local shopping markets together with some tourist market, particularly in Yallingup and Eagle Bay. There is little potential for significant residential growth in any of the catchments for these centres and it is recommended that each remains as a local centre at the current size.

In recent years the Shire has experienced the loss of local shops or general stores within its coastal locations such as Yallingup and Smiths Beach. The issue could potentially also occur in settlements such as Eagle Bay, Carburnup and within some of Busselton's local centres. The process has been driven by increased return that can be gained from 'redevelopment' for residential purposes. The shops in these towns serve both local resident and visitor needs and are an important part of the social and cultural fabric acting as the place of interaction in these communities. They are also important from an environmental or sustainability perspective as they allow for close proximity for immediate needs.

The Strategy recognises the need for such local shops in such centres by giving them local centre status in the retail hierarchy. There is a need to retain such uses as an important social component of these communities. This has implications for the use of mixed zonings and the need to retain a dominant commercial element in such developments.

4.1.7 Proposed Hierarchy Summary

Table 6 – Proposed Commercial Hierarchy – Future Retail Floor Space

Centre	General Types of Retail	Future Retail Floor Space	Other Uses	Actions
Regional Town Centre				
Busselton Town Centre	District Stores Department Stores Specialty Shops Main Street shopping Foreshore/tourism	41,173	Service industry Other Retail Office Entertainment Community Residential Storage/Distribution	Consolidate DDS 's and major foreshore/tourism development
District Centre				
Dunsborough Town Centre	Supermarkets Specialty Shops Tourist retail	12,509	Service industry Other Retail Office Entertainment Community Residential	Restrict DDS, bulk retail and showrooms
Neighbourhood Centres				
Ambergate	Supermarkets Specialty Shops	9,000 in one village centre and 2,000 in second, local centre	Service industry Other Retail Office Entertainment Community	No Department Store to be developed until - a) The development of two Department Stores in the Busselton town centre. b) The development of a minimum 50,000m ² of shop retail NLA in the Busselton town centre. NLA of village centre may exceed 9,000m ² but only after the two criteria above have been met. For these purposes a Department Store is defined as a large retail store with a floorspace area of at least 5,000m ² , organised into departments offering a variety of merchandise; commonly part of a retail chain.
Vasse	Supermarkets Specialty Shops	4650	Service industry Other Retail Office Entertainment Community	Community integration Industrial integration Final layout subject to detailed planning and design workshop outcomes
Airport North	Supermarkets Specialty Shops	1720	Service industry Other Retail Office	Community integration Industrial integration Final layout subject to detailed planning and design workshop outcomes
Local Centres				
Layman Road and Bayside	Supermarkets Specialty Shops	1470	Service industry Other Retail Office Entertainment Community	Community integration Integration with marina and tourism uses. Consider review of current extent of commercial zoning
Old Broadwater	Supermarkets Specialty Shops	641	Office/Business Utilities Residential	Possible expansion based on development in catchment
Bayview	Specialty shops	80	Residential	Consider review
Abbey	Supermarkets Specialty Shops	400	Service industry Other Retail Office	Retain current size in short/medium term
Bower Road	Supermarkets Specialty Shops	462	Service industry Other Retail Office	Retain current size
Corner Fairway	Service Station, General	TBD	Residential	Consider future local centre on the

Drive/Busselton Bypass	Store			Business zoned land. Development to be in accordance with the Old Broadwater Farm Development Guide Plan.
Clydebank Ave Peppermint Park	Vacant	1200m ²	N/A	Retain as commercial but consider reduction to 2000m ² land area.
Eagle Bay	General Store	84	Residential	Retain current size. Retain a dominant commercial element in any mixed use development.
Old Dunsborough	General Store	100	N/A	Retain current size
Yallingup	General Store	457	Office Residential Storage/distribution	Retain current size. Retain a dominant commercial element in any mixed use development.
Smiths Beach	General Store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.
Metricup	General Store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.
Carbanup	General Store	TBD	N/A	Consider future retail centre. Retain a dominant commercial element in any mixed use development.

4.1.8 Tourist/Commercial

This level or type of commercial node is significant for the Busselton commercial framework. The development of these types of facilities will continue in Busselton, as the need for further tourist facilities arises.

The analysis carried out in Chapter 3 indicates that tourist commercial uses do not appear to provide undue competition to general retail operations in the designated commercial areas of the shire because they are a small and incidental component of the main use. The future of these uses in the shire should be considered in the context of overall economic development rather than any restrictions to be placed on site specific retail components. Notwithstanding this, Council should carefully consider development proposals for future tourist commercial operations to ensure that retail components remain incidental to the main operation.

In considering future proposals of this nature Council will also need to be cognizant of the local planning issues of each particular site. These would typically include traffic management, adjoining owners, visual impact etc.

4.1.9 Service Commercial Development Along Major Roads

Further service commercial development however, along major roads, including the Busselton Bypass, Bussell Highway and Causeway Road, other than that accommodated by existing zonings and/or specifically supported by the Strategy is not supported

With regard to Lots 63-64 and 86-87, on the corner of High Street and Bussell Highway, West Busselton the Council considers that these lots represent a potential commercial transition area between the Restricted Business zoned land to the east and south along Bussell Highway and the residential areas to north and west. This outcome is to be achieved via a scheme amendment.

Council should also monitor future applications it receives for Highway Commercial purposes on existing zoned land. There are a number of existing operations for this purpose which comprise a small retail component. These are considered bona fide uses for arteries such as the Bussell Highway but future proposals should be considered on the basis of potential over supply. A framework for the consideration of these uses is as follows:

- Sound access, preferably utilizing a corner site with side road crossovers

- Adequate separation and buffers to adjoining or nearby land uses that may be sensitive
- A retail component that is ancillary and complimentary to the petrol filling use. Large self standing retail operations are not appropriate.
- Signage, landscaping and built form guidelines providing some aesthetic element

4.1.10 Timing of Commercial Land Release

A key issue for the Council to consider as it deliberates over future proposals for commercial land release, is the timing of release of this land. To ensure that the commercial centres created in the shire are vibrant, active, aesthetically pleasing and profitable centres, the release of commercial land should generally conform with demand.

The tables below are extracts from the demand analysis report. They show the amount of retail and other commercial floor space required in the major centres, commensurate with likely demand. Council should utilise this table as a guide to the regulation of commercial land release in the major commercial centres. These tables should not be viewed in a prescriptive way.

Table 7 – Commercial Complexes Projected Shop Retail Floor Space 2006 – 2026

Commercial Complexes	2006	2011	2016	2021	2026
Shop Retail Floor space Projections	Centre Type	Shop Retail (m2)	Shop Retail (m2)	Shop Retail (m2)	Shop Retail (m2)
Busselton CBD	Regional	29,564	30,843	32,123	33,402
Bussell Hwy	Regional	4,492	4,992	5,492	5,992
Dunsborough CBD	District	11,009	11,384	11,759	12,134
Ambergate	Local	0	2,500	5,000	7,500
Layman Road and Bayside	Local	870	1,020	1,170	1,320
Yalyalup North	Local	0	430	860	1,290
Vasse	Local	0	1,163	2,325	3,488
Other Commercial Centres		10,565	10,640	10,715	10,790
Total		56,500	62,972	69,444	75,915

Table 8 – Commercial Complexes Projected “Other Commercial” Floor Space 2006 - 2026

Commercial Complexes	2006	2011	2016	2021	2026
Other Commercial Floor space Projections	Other	Other	Other	Other	Other
Busselton CBD	38,859	46,626	54,393	62,159	69,926
Bussell Hwy	10,955	12,955	14,955	16,955	18,955
Dunsborough CBD	10,728	10,978	11,228	11,478	11,728
Ambergate	0	625	1,250	1,875	2,500
Layman Road and Bayside	638	1,388	2,138	2,888	3,638
Airport North	0	125	250	375	500
Vasse	0	435	870	1,305	1,740
Other Commercial Centres	137,320	152,045	166,770	181,495	196,220
Total	198,500	225,177	251,854	278,530	305,207

It should be noted that the figures allocated to other Commercial Centres in Table 8, refer to other commercial (non shop-retail) floor space in the other commercial centre (those not listed in Table 8).

4.1.11 Recommendations

- 1) Council should adopt the proposed Commercial Hierarchy as a general framework against which proposals for future retail and commercial development are assessed. This adoption could be through the policy provisions of TPS No. 20. Broadly, this commercial hierarchy includes:
 - Town Centre – Busselton
 - District Centre – Dunsborough and Ambergate (over longer term)
 - Neighbourhood Centres – Ambergate, Vasse and Airport North (up to 4,500m² per centre GLA)
 - Local Centres – up to 1800m² GLA
 - Tourist/Commercial – as required, subject to local planning assessments.
- 2) Council should monitor the take-up of commercial zoned in the land in the town centre to ensure there is an adequate supply for this purpose.
- 3) In the development of the local planning strategy, the Council should consider allowing office uses to be developed in a limited area of residential zoning near the Busselton town centre and Dunsborough town centre.
- 4) The Layman Road area currently has a significant surplus of commercial zoned land but given the location of this site near the Port Geographe marina area, it may be worthwhile retaining in its current form. Council should consider this prospect together with the project proponents. Retain space in this centre should not exceed 1800m².
- 5) The commercial zoned site on the corner of Bussell Highway and Bay View Street should be reviewed and potentially zoned for residential purposes.
- 6) The Business zoned site at Clydebanks Avenue should be retained but could be reduced to 2000m².
- 7) Council should carefully consider development proposals for future tourist commercial operations against economic development objectives but should also ensure that retail components remain incidental to the main operation.
- 8) Council should monitor future applications it receives for Highway Commercial purposes. Future proposals should be considered on the basis of potential over supply and against side based planning criteria.
- 9) Further service commercial development along major roads, including the Busselton Bypass, Bussell Highway and Causeway Road, other than that accommodated by existing zonings and/or specifically supported by the Strategy is not supported.
- 10) Lots 63-64 and 86-87, corner High Street and Bussell Highway, West Busselton to be recognised as a potential commercial transition area between the Restricted Business zoned land to the east and south along Bussell Highway and the residential areas to north and west. This outcome is to be achieved via a scheme amendment.

4.2 Industrial Land

4.2.1 General

The industrial land needs of the Shire of Busselton have been well served by the existing industrial areas in Busselton (Strelly Street industrial area) and Dunsborough (including the Clarke Street industrial area and Dunsborough Lakes also referred to as 'Enterprise Park' in the Dunsborough Lakes Development Guide Plan). The Demand Analysis has revealed that these areas are near full capacity and there is a need to facilitate industrial development in alternative areas.

4.2.2 Airport Industrial Area – Busselton

Located some 5km south of Busselton, this future industrial area will provide the majority of future industrial development for the town of Busselton and the wider region. The total area of this industrial estate is 220ha.

It is understood that there are issues with the servicing of this area that are protracting its development. These should be resolved as soon as possible to ensure that industrial land is brought to the market as quickly as possible.

4.2.3 Other Industrial Areas - Vasse

In addition to the Airport Industrial area, it is likely that the Vasse industrial estate will have capacity for industrial uses in the future.

4.2.4 Dunsborough Industrial Park

The Dunsborough Industrial Park is planned to be located on Lot 6 Commonage Road and provides a significant industrial area associated with the Dunsborough district and the western part of the shire. The approved structure plan for the site provides for the creation of up to 81 lots ranging between 1350m² and 4300m² in area over the 54 hectare lot (around 20 hectares of which has been identified as developable). The plan provides for retention of substantial areas of remnant vegetation in the western portion of the lot fronting Commonage Road, and other, smaller buffer areas to the other site boundaries. Special provisions in the scheme also limit the range of land-uses that may be developed on the land, prohibiting any 'heavy' industrial uses.

The structure plan was, however, prepared prior to recent changes in planning policy relating to water management, which now require that developments are planned using the principles of 'water sensitive urban design'. The Department of Water has also prepared and adopted the Water Quality Improvement Plan for Geographe Bay and the Vasse-Wonnerup Wetlands. It may be difficult to achieve the water quality outcomes now required without a review of the structure plan, and the preparation of a local water management strategy as part of that review process. Such a review would be required by the Western Australian Planning Commission and Department of Water prior to a subdivision approval being granted. Subject to preparation of a local water management strategy and the making of any changes to the structure plan thereby recommended (such as changes to lot and road layout to accommodate things such as greater water treatment on individual lots or vegetated swales in road reserves), there is not seen to be a reason why an acceptable water quality outcome could not be achieved.

4.2.5 Clark Street Industrial Area

With respect to the Clark Street Industrial Area, consideration has been given to the maintenance of the existing industrial zoning for the area. Much of the existing land use in the area is already of a service commercial, rather than an industrial nature. The value of land in this location is such that new industrial uses are unlikely to be developed; and land has been identified for future industrial use on Commonage Road in Dunsborough.

The main concern with changing the zoning to 'Business' is that residential uses would be permissible. Hence, a zoning that allows for the continued transition of the area from a more industrial to a more commercial focus, however, is supported. That could be achieved via a zoning generally consistent with the 'Restricted Business' zoning in the Shire's scheme, but with 'office' and 'shop' uses identified as additional uses. Such a change would allow existing uses to continue.

4.2.6 Long Term Industrial

In 2010 the Shire completed a Shire Profile as a background document to its Local Settlement Planning Strategy. This provided population projections for the Shire that were slightly higher than was used in formulating the LCPS. The floorspace projections in the LCPS are therefore lower than what would have resulted from use of the population projections set out in the Shire Profile.

With respect to floorspace projections, it is correct to note that the floorspace projections stated in the LCPS are based on population projections less than those set out in the Shire Profile. That reflects, amongst other things, the passage of time since the draft LCPS was first prepared and the release of 2006 Census information. Those differences do not, however, have any impact on the proposed planning direction with respect to shop retail floorspace allocations, as no limits on floorspace are proposed for the Busselton or Dunsborough town centres, and floorspace allocations for other centres are based on their local catchments, rather than on the population of the district as a whole.

The population and employment projections set out in the Shire Profile, however, do indicate that, in preparing the overall local planning strategy, the Shire needs to give consideration to industrial, service commercial and general employment land requirements beyond those that are identified in the draft LCPS. That, in part at least, is due to the fact that the local planning strategy will have a longer time 'horizon' than the LCPS (i.e. 30 years plus, rather than 20 years). Initial consideration of this issue by officers has identified that a potential means of addressing this issue would be via expanding the potential long-term development footprints of the Yalyalup (Airport North) and Vasse industrial areas. It is recommended that potential expansion of those areas is investigated in developing the overall local planning strategy. Other options could and should, though, also be considered in developing the local planning strategy.

4.2.7 Recommendations

Council should review the provisions of the industrial zone in TPS No. 20 to:

- 11) Control retail intrusion into the industrial areas of the shire, particularly Strelly Street.
- 12) Control any future development of heavy industrial uses in the Strelly Street area, to encourage the location of these types of uses in the Airport Industrial area.
- 13) A review of the Dunsborough Industrial Park Structure Plan, including preparation of a local water management strategy, should occur prior to subdivision of the land.
- 14) Identify the Clark Street Industrial area in a zone similar to the 'Restricted Business' zone, but with 'shop' and 'office' identified as additional permissible uses.
- 15) The potential expansion of the Yalyalup (Airport North) and Vasse industrial areas should be considered in the preparation of the local planning strategy.

Table 9 – Future Industrial Areas

Centre	General Types of Industry	Future Industrial Floor Space to 2026
Airport North Industrial	General industry Service industry Light industry	38,834m ²
Strelly Street Light Industrial Area	Light Industry Service Industry	118,463m ²
Dunsborough Lakes Industrial (Dunsborough Lakes DGP also known as Enterprise Park)	Light Industry	3,600m ²
Dunsborough Industrial Park (Lot 6 Commonage Road)	General Industry	8,828m ²
Clarke Street Industrial	Light industry	6,208m ² (includes both industrial and commercial)
Vasse Industrial	Light Industry	33,000m ²

4.3 Car Sales Uses in Busselton

4.3.1 Overview

At present a number of car sales uses in Busselton have congregated along the Bussell Highway to the south west of the Busselton town centre. This is an area zoned Restricted Business in the Town Planning Scheme (TPS). This general location, until recent times has proven to be a good location for these uses providing exposure to passing trade, proximity to town, efficient access and land for related storage and operational activities.

A number of these dealerships are finding the existing sites occupied are too small for the expanding businesses and new sites are required. The Demand Analysis undertaken for the LCPS also shows that there is a shortage of land for these uses in the town. This is despite the recent rezoning of land for these purposes through Amendment 72 to Council's TPS.

4.3.2 Incorporation of Car Sales in Industrial Areas

In an effort to consider possible locations for car sales land uses in Busselton, the industrial areas of the town have been examined. The results are as follows:

Airport Industrial Area

This area is located some 5km south east of the town (refer Figure 1). This area has some positive locational attributes – it is removed from the tourist oriented areas of town, is near other non-residential uses and in the long term will have some exposure once the outer bypass is constructed. However, consultation with operators indicates that it remains too remote from town and does not have exposure to passing trade for it to be a practical option for these uses in the short to medium term.

Given the large size of Airport North, its reasonable proximity to Busselton and future Bypass exposure, it is considered that this may be an appropriate location for car sales uses in the long term.

Strelly Street (Fairlawn Road)

The Strelly Street Industrial Area is another location where car sales may be appropriate. Indeed a number of smaller car sales operators have located within the Strelly Street area (in Cook Street) with some exposure to the Bypass.

According to some car sales operators, there are a number of shortcomings with this location. The area is almost fully occupied and as the Demand Analysis indicated, what vacant land there is will be

taken up in the short term. In addition the lots that are available in Cook Street are smaller industrial sites and potentially inappropriate for the scale of car sales uses likely.

Figure 21 shows the Strelly Street area in detail and highlights vacant land and sites currently used by car sales premises. Two large vacant sites exist, one at Frederick Street and another on Strelly Street with a combined area of 66,707m². The remaining vacant sites are smaller lots of approximately 1500m² each in the vicinity of Cook Street and near the Bypass.

It is estimated approximately 60,000m² of land could be required for the larger car yard proprietors for expansion or relocation from the Bussell Highway area. A potential location for car sales uses within the Strelly Street area could be in the Barlee Street locality, in the vicinity of Council's works depot. This location is identified in Figure 21. This area is under-developed with industrial uses and Council's depot may in fact relocate to the Airport North industrial area. Movement of the Shire Depot and other transport and storage related businesses to an alternative location (such as Airport North) as this area evolves will create opportunities for car sales use to move into this area. These market forces may result in some larger sites becoming available for car sales uses in a reasonably prominent location within Strelly Street. Council should monitor this situation.

While land assemblage is a key factor to facilitate car yard use in some areas this is not necessarily a good basis for the establishment of a new service / industrial area outside the proposed industrial hierarchy.

While short term issues raised by the car industry in respect to obtaining new sites are noted, it is important for the strategic growth and character of the town that such uses are located in appropriately established and designated areas such as the evolving Strelly Street Industrial area, current sites and in the long term the Airport Industrial area or Vasse.

The future of the Strelly Street area warrants careful consideration by Council. It is obviously a strategic resource for the district but at the same time requires modification to make it a more efficient and relevant industrial area serving the town. The two key changes envisaged are the control of retail floor space intrusion into the area to protect it for bona fide industrial uses, facilitation of car sales in the area outlined above and the relocation of the more intense and/or intrusive industrial uses to the Airport North Industrial area.

4.3.3 Other Possible Sites

The identification of a possible site for future car sales was undertaken given that the LCPS has shown there is a demand for this use and representatives of the automotive industry advised of concerns relating to taking up land in the Strelly Street light industrial area or the proposed Airport North industrial area.

At its meeting of 11 November 2010, Council resolved that Lot 11 Chapman Hill Road be identified for potential, future service commercial development, subject to more detailed planning and consultation (refer Figure 24). The site is considered to have strategic planning merit for service commercial development due to its proximity, and location contiguous to and compatible with industrial/service commercial uses in the Strelly Street industrial area. The intention is that the site could following investigation and planning be suitable for use and development by the automotive industry. This change of use would necessitate a Scheme Amendment to enable rezoning from the current zoning to a zone that will allow for the automotive industry.

In considering sites for automotive use, and in arriving at Recommendation 18 below, Council considered that further service commercial development along major roads, including the Busselton Bypass, Bussell Highway and Causeway Road, other than that accommodated by existing zonings and/or specifically supported by the strategy, should not be supported.

4.3.4 Recommendations

- 16) The location of car sales uses within the Strelly Street area in the vicinity of the Barlee Street locality, as identified in Figure 21 should be facilitated in the short to medium term.
- 17) In the medium to long term car sales should be encouraged to locate in the Airport North Industrial area.
- 18) Lot 11 Chapman Hill Road be identified for potential, future service commercial development, subject to more detailed planning and consultation.
- 19) Development strategies should be developed for all industrial areas to establish the types of uses that will be acceptable, as well as to encourage good design outcomes.

4.3.5 Lot 11 Commonage Road

The owner of Lot 11 Commonage Road (Simmo's Ice Creamery) has requested a relatively small-scale expansion of complementary, tourist-related uses in the northern part of the site.. A 'Business' zoning is not considered appropriate, as this could potentially facilitate commercial expansion. However, relatively small scale expansion of complementary tourist related uses is broadly supported and a town planning scheme amendment to achieve this would be supported.

Recommendation

- 20) Support a town planning scheme amendment that would allow for limited expansion of complementary, tourist-related commercial uses on the northern portion of Lot 11, Commonage Road.

5. Urban Design Principles

5.1 Overview

It is clear from the preceding sections of the LCPS that the Shire is likely to be subject to ongoing growth and retail, business and industrial land development will respond to this. The commercial hierarchy and the other recommendations of the LCPS will provide a quantitative framework to manage and guide this growth response.

The project brief also highlights the need for qualitative improvements to the retail, commercial and industrial centres in Busselton. An important component of the brief was to identify some urban design principles for Busselton that could be integrated into the TPS and other planning documentation to improve the aesthetics, form and function of new commercial development.

To develop these urban design principles, consultation with key stakeholders in both Busselton and Dunsborough was undertaken. This consultation program culminated in a workshop held in Busselton on 21st November 2007.

An analysis of the broad urban design issues in the major towns of Busselton and Dunsborough and how to address these issues is set out below. Also, some more generic guidelines on the urban design principles for existing and proposed commercial centres then follows.

5.2 Busselton

5.2.1 Strengths, Weaknesses, Opportunities, Threats Analysis

To provide a basis upon which urban design principles can be developed for Busselton and actions considered to reinforce these principles, a simple SWOT analysis was undertaken. This is summarised below.

Strengths

- The town is growing, with significant investments planned
- The area of greater Busselton is well planned which provides the framework for a balanced retail hierarchy
- The town's coastal location provides views, focus and interest
- A rich heritage is evident, with some of the historical fabric remaining
- A well defined main street – Queen Street - with link to the coast
- Legible grid road layout throughout the CBD.
- Iconic features, such as the jetty and the line of poplars down Causeway Road

Weaknesses

- Fragmented land in the town centre which is difficult to assemble in developable portions
- Seasonality means that the town centre is under-used at certain times
- Much of the built form looks homogenised
- Congested at certain times
- Lack of connection between the town centre and the ocean
- Lack of integration of uses between the town centre and foreshore area
- Lack of a cohesive, identifiable entry statement
- Laneways that are under-utilised
- Limited "after hours" life in the town centre
- Limited investment in the town centre
- Lack of traffic management facilitating pedestrian activity in the Queen Street precinct

Opportunities

- Amount of investment predicted means high level of interest and activity
- Significant amount of zoned land in the town centre even though it is fragmented
- Significant local arts community to compliment development industry
- Potential to create a beautiful town entry
- Potential to create interesting development abutting the laneways
- Encourage pedestrian/cyclist use of the town centre
- Use of the Council building as a major civic focus as an entry and arrival point to the town
- The river parkland setting

Threats

- Potential for outlying areas to draw people away from Busselton
- Poor traffic circulation and amenity discourages people from Busselton
- High water table creates potential constraints to more intensive development in parts of the town centre
- Inaction resulting from the historical land use and design
- Lack of a suitably located site for a major community centre/performing arts centre

5.2.2 A Vision for Busselton

Key words:

- Regional centre
- Coastal, seaside location
- Vibrant
- Vernacular architecture and design
- Historic, heritage
- Community centre
- Aesthetic
- Connected elements – the town centre, the river, the ocean
- An event town – iron man, south bound festivals
- A vibrant foreshore with increased use of the jetty as an iconic feature
- An “urban” centre where successful businesses flourish

5.2.3 Urban Design Principles

Recognising the characteristics of Busselton and the achievement of the vision, strategies to improve urban design are detailed below.

Land use

- Key Principle: Encourage mixed uses - residential, offices, hospitality, retail and community - in the town centre, to increase vitality

A key strategy for achieving this principle is to make the TPS more flexible. At present the TPS does not encourage residential uses in Business zone. In fact, one of the explicit policies of the zone is allow residential development only where it is subsidiary to the primary commercial purpose. Council has had difficulties interpreting the term “subsidiary”. At the very least, this should be clarified.

Recommendation

- 21) Council should consider a wide reaching TPS Amendment to facilitate mixed uses in the Business zone. One of the key platforms of this amendment should be a revision of the policy statement to allow residential development beyond a ‘subsidiary’ interpretation in the Business zone.

At the same time to retain the potential redevelopment capacity, residential should not be permitted at ground floor level or encouraged as a dominant use.

As a means to encourage mixed use development in the town centre, particularly in the areas that are underdeveloped, the possibility of rate incentives should also be considered. This form of incentivisation has worked in other countries such as the US and in Europe and should be examined.

Recommendation

- 22) Council investigate the opportunities for using rate incentives as a means to encourage development of mixed use projects in the under-developed parts of the Busselton town centre.

In land use terms the key area that has the ability to provide an impetus for an increase in vitality in the town is the foreshore area. It also has the potential to facilitate mixed use development. The Busselton Foreshore Working Group, in conjunction with community input, developed the Busselton Foreshore Concept Plan and this was adopted by the Council in 2010.

Recommendation

- 23) Council should implement the Busselton Foreshore Concept Plan as an active way to increase vitality in the Busselton town centre.

Built Form

- Key Principles: Develop a more cohesive, vernacular style for built development in the town and control the intrusion of brands and homogenised building styles

At the time of the urban design workshop, it was identified that the guidelines Council had in place for the town centre did not prescriptively influence building styles. There was seen to be significant flexibility and design freedom afforded to architects and private developers. The results of this were an ad hoc nature of development in the town centre.

Since the workshop was held, the Council has adopted the Busselton Town Centre Urban Design Provisions as a local planning policy. As such, much of the guidance proposed in the LCPS has already been incorporated, with some variation. The key proposals that have not been effected through the local planning policy relate to residential development. This includes residential density standards and changing the scheme such that residential development does not have to be subsidiary to commercial development in the town centre.

Council appears also to be limited with technical resources to assess the scale and number of projects currently coming before it. It has been suggested that a design review Panel should be convened to examine the large or landmark type projects that come before Council from time to time to ensure that the urban design implications of these types of projects are appropriately assessed. This Panel could be made-up of design professionals from within the region together with heritage and/or community based representatives.

Recommendation

- 24) Council should consider the formation of a design advisory panel to assist it in the consideration of major projects that are likely to have a major impact on the built form or function of the town centre.

Density and Height

- Key Principle: Consider the relaxation of building height limits in the town centre to encourage amalgamation and land assembly in the town centre.

Currently in the Busselton town centre the TPS has a height limit of 10m and three storeys for new development. As a means to encourage further development in the town centre, and particularly the assembly of some of the smaller lots currently zoned for Business, the relaxation of these height limits

should be considered. Through this incentive it is envisaged that the current underdeveloped land in the town centre would be provided with more attractive options to develop. The caveat to this relaxation of height limits would be a number of related development standards, such as:

- Maintaining the human scale of the development at the street level and depth to the upper level facades using balconies and setbacks
- Encouraging a "zero" setback to the street, where appropriate
- Promotion of continuity of street level treatments such as awnings
- Design merit being the trade off to an increased building height

Recommendation

- 25) Council should consider amending the TPS to modify the current height limits in the Scheme, but that the development of buildings higher than three storeys in the Busselton town centre should require a careful consideration of design issues and the development of more detailed planning guidelines relating to taller buildings.

Pedestrian Links

- Key Principle: Encourage pedestrian movement in the town centre

The objective of improving pedestrian movement in the town centre of Busselton relates to a number of built form issues. Pedestrian movement creates vitality in an urban area; it reduces vehicular congestion; it results in improved safety; and it will result in an improved urban environment. At present, pedestrian movement in the town centre is piecemeal and ad hoc. Council should investigate improving pedestrian links in the town centre by commissioning a pedestrian movement study for the area. Two areas of focus for the study would be:

- Improving the legibility of pedestrian links from the town centre to the foreshore
- Utilising the laneways in the coastal end of town more practically

Recommendation

- 26) Council should consider commissioning a study for the Busselton town centre to examine the ways by which improved pedestrian movement could be facilitated.

Traffic Management:

- Key Principle: Traffic circulation in the town centre needs to be managed to ensure that reduced amenity and poor safety does not result.

Traffic circulation in Busselton appears to be adequately managed. Congestion only seems to occur at localised peaks – such as Friday afternoons. Seasonality is important also in that during peak tourist periods or significant events, congestion can occur. A number of localised issues are evident and these should be monitored. These include the installation of the new roundabout at Hill St/Causeway Road and the speed humps/pedestrian crossings.

Recommendation

- 27) Council should continue to monitor the management of traffic circulation in the Busselton town centre with any new or remedial traffic management measures to be also considered against urban design objectives

Car Parking

- Key Principle: Provide well located peripheral car parks to encourage pedestrian movement in the town centre

As with the traffic management situation, parking provision in the Busselton town centre appears to be reasonably well catered for. There are no obvious under-supply issues though the Uloth report (Uloth, 2001) highlighted that in the medium to long term a shortfall of parking bays could result. A number of specific issues have been raised, including:

- A generous cash-in-lieu policy and the potential for this being an incentive for the development of the town centre
- Introduction of paid parking to the main streets to encourage parking in the peripheral car parks and pedestrian movement
- The need to link the pedestrian study with the location of future car parking facilities.
- The need for overflow parking at certain events

Open Space and Parkland

- Key Principle: River and coastal foreshore use and linkages need to be developed further and integrated with the town centre

One of the strengths and opportunities of the Busselton town centre is its proximity to coastal and river foreshore areas. In particular, the river foreshore areas are not as prominent or well known as the coastal foreshore. More work could be done to lift the prominence of the river foreshore area and its integration with the town centre.

Precinct Planning

Busselton town centre is a strong, diverse business centre with a rapidly growing population base. Yet it lacks a significant population within its boundary thus reinforcing car dependency and limiting the immediate catchment of the businesses within. Traditional blanket land use zoning approaches to management of the town centre will become less and less effective as this approach does not ensure the delivery of a high quality integrated urban centre.

Busselton will continue to experience significant pressure to develop its potential as a regional commercial centre. Therefore growth should be focussed to maximise the effectiveness of existing and new activities.

The Busselton Town Centre Guide Plan (2004) reviewed many issues directly related to the impact of commercial development and urban design yet did not have the scope to answer those questions.

The following should be considered as a broad approach to facilitating a structured town centre form that provides:

- Significantly increase the town centre population and promote housing choice;
- Focus commercial land uses to the most effective locations and ensure street front activity;
- Focus on outcomes such as form and function rather than prescriptive standards such as car parking, plot ratio and setback compliance;
- Recognise the importance and sensitivity of heritage places and structures; and
- Facilitate a scale and form of development reflective of a regional town centre

The aim is to graduate intensity of use and height of development upward toward Queen Street yet maintain a human scale of development. The outer edges of the town centre have a lower potential height and lesser intensity uses. This will over time, foster an activated main street populated with retail, hospitality and tourism focused activities. It will also ensure a quieter, less intrusive profile of commercial land uses adjacent to residential zoned land.

Additional height will have little or no impact on residential zoned land as the town centre is well separated by road reserves from residential zoned land. The orientation of the town centre is such that taller buildings will not overshadow residential zoned land either. Building height and residential density therefore may be significantly increased to facilitate an urban population and town centre community and generate a more robust commercial centre.

Tourism and hospitality uses should be focussed to the northern end of Queen Street to enable visitors and residents alike to be exposed to the significant foreshore and heritage assets of Busselton, north of Duchess Street. Depending on the outcomes of the Busselton Foreshore Working Group concept plan these recommendations should be revisited to account for any relevant changes that stem from that project.

The Cultural Precinct has been purposely avoided in these recommendations as there already exist appropriate planning tools for the effective management of this area. However, the precinct's future as a mixed commercial and residential area needs to be further investigated in terms of the impact of these uses on the heritage fabric and what the implications are for the Cultural Precinct as an interface between the intensive central business district and foreshore area.

In terms of the residential fabric in and around the town, Council should also consider the mix of residential type uses to facilitate activity, vitality and variety in the town centre. This consideration could include:

- An affordable housing component
- Backpackers accommodation
- A range of apartment sizes, including 1, 2 and 3 bedroom configurations.

Consideration should be given to allowing small-scale office development to occur in the residential areas immediately surrounding the Busselton town centre. Office uses located near to, but not necessarily within the town centre will generate growth of office employment and create synergies with other businesses in the town centre.

The character and scale of the uses would also generally be consistent with the character and scale of the existing development in the residential areas close to the town centre. Detailed design guidance could also be developed to ensure that office uses are generally consistent with residential character and amenity. It is envisaged that the detail of such change would be explored and set out in the local planning strategy, and then considered by the Council and subject of community consultation as part of the local planning strategy process.

5.3 Dunsborough

5.3.1 Strengths, Weaknesses, Opportunities, Threats Analysis

Strengths

- Significant investment interest in the town
- Dunn Bay Rd – potential link to the coast
- Tourism influence provides vitality
- Potential expansion areas – down Dunn Bay Rd and into Clarke Street
- Dunsborough foreshore enhancement – a well supported community initiative

Weaknesses

- Traffic circulation is poor, as is the legibility for traffic movement
- Much of the built form is ad hoc
- No cohesive architectural theme
- Congested at certain times
- Pedestrian movement is fragmented
- Some of the new development – Coles – is internalised and poorly designed
- Directional signage is poor
- No obvious entry statement or sense of arrival
- Limited linkage to the ocean

Opportunities

- Possibility for bay views if building height limits are raised
- Adjoining industrial area – Clarke Street – provides opportunity to expand
- Creek system provides potential for open space spine
- The proposed development of the hotel could provide a landmark
- Use of the laneways could create interest.

Threats

- Poor traffic circulation and amenity will discourage people from visitation
- Poorly located parking areas exacerbate congestion problems

5.3.2 The Dunsborough Vision

Key words:

- District centre/village atmosphere
- Coastal, seaside location
- Tourist location

- Vibrant
- Informal, "laid back"
- Seaside design theme
- Improving aesthetics
- A place to shop where diverse and quality products are available
- A green, landscaped streetscape

5.3.3 Urban Design Principles

Land use

- Key Principle: Encourage mixed uses - residential, offices, hospitality, retail and community - in the town, to increase vitality

The Dunsborough Town Centre displays a reasonable level of mixed use ambience with tourist accommodation, retail, office, commercial and other types of uses all present in the town. The town also shows high levels of vitality at certain times because of the large number of tourists who visit. However, there are a number of land use changes that could intensify the mixed use nature of the area, as follows:

- A clarification of the term subsidiary in reference to residential uses in the policies for the Business zone (as per the suggested amendment for Busselton).
- The rezoning of the land along Dunn Bay Road (excluding the parkland) to allow higher intensity, mixed use development

A different zoning should not be applied to the rest of the Dunsborough town centre for the land identified on Figure 27 as being within the 'office, administrative and consultative precinct'. The land in this precinct should be retained within the Business zone.

Recommendation

- 28) Council should consider the preparation of an amendment to the TPS to facilitate the following land use changes in the Dunsborough town centre:
- a. A clarification of the term subsidiary in reference to residential uses in the policies for the Business zone (as per the suggested amendment for Busselton).
 - b. The rezoning of the land along Dunn Bay Road (excluding the parkland) to allow higher intensity, mixed use development.
 - c. The office, administrative and consulting precinct shown on Figure 28 should not have a different zoning to the rest of the Dunsborough town centre.

Built Form

- Key Principles: Develop a more cohesive, "seaside" based architectural style and control the intrusion of poorer quality and ad hoc building styles.

The built form in Dunsborough is ad hoc with no cohesion or design theme evident. This should be addressed as a priority. There are opportunities to develop a "seaside" theme which would further link the development of the town to its coastal location.

Recommendation

- 29) Council should commission a study of urban design improvements in the Dunsborough town centre, with particular reference to the development of a design theme for inclusion into the TPS as a policy.

Density and Height

- Key Principles - Consider increasing building height limits to encourage bay views and medium to high density residential uses in and around the town.

Despite its proximity to the coast Dunsborough has little relationship with the foreshore. The increasing of height limits of development in the town centre could result in Bay views and provide further mixed use development.

The residential development on a number of selected sites on the boundary of the town centre is low density R15. Given their location in proximity to the town centre a higher density could be considered.

Recommendation

- 30) Council consider amending the TPS to lift height limits in the town centre and to rezone the selected sites to an R40-R80 designation.
- 31) The development of buildings higher than three storeys in Dunsborough town centre should require a careful consideration of design issues and the development of more detailed planning guidelines relating to taller buildings.

Pedestrian Links

- Key Principle: Increase safe and efficient pedestrian movement in the town

A number of actions have been suggested for this key principle:

- Encourage pedestrian movement from the town to the foreshore as a focal point
- Improve the legibility of pedestrian links between sites within the town
- Review the large roundabout at the intersection of Dunn Bay Road and Naturaliste Terrace to prioritise for pedestrian movement or potential removal.
- Undertake a traffic study to resolve pedestrian vehicular conflict in the town centre.

Recommendation

- 32) In conjunction with the parking study currently being conducted) to incorporate the above suggestions.

Car Parking

- Key Principle: Provide well located car parks to encourage pedestrian movement in the centre of town

Key elements to consider are:

- The potential consolidation of parking facilities in peripheral locations to discourage fragmented and small parking locations.
- Provision of dedicated staff parking facilities to avoid the overlap with users of the town centre
- The delineation of bays at the rear of future development to allow for the provision of a zero setback streetscape.

Recommendation

- 33) A parking study of Dunsborough is presently being undertaken. This should be urgently completed and its results considered carefully by Council.

Open Space and Parkland

- Key Principle – Improve links between the town centre and nearby parkland

A number of specific actions have been proposed to achieve this key principle, as follows:

- The creek that moves east west from between the Clarke Street Industrial area and the commercial area provides an opportunity to create a natural corridor from the commercial area to the foreshore.
- The Lions Park in the centre of town provides a useful green space – further landscaping of this facility is a possible improvement to townscape amenity.

- The Dunn Bay foreshore is a strategic open space facility that is currently underutilised – implementation of the foreshore and Seymour Parks concept plan would improve this situation
- The planting of additional street trees in a landscape theme would soften the ad hoc nature of built form in Dunsborough

Recommendation

- 34) Council should review the suggestions above and consider funding the development of these open space linkages

A summary of key suggestions for Dunsborough is shown in Figure 27.

Lot 106, Cyrilleean Way, which is privately owned, is currently identified as 'Recreation' reserve in the TPS. It is adjacent to Dugalup Brook, and has previously been subject of a development approval for an art gallery and restaurant. The current identification of the site as 'Recreation' reserve is not necessary or appropriate, and a zoning that would allow development of a similar character to that previously approved for the site would be appropriate. That would be best achieved by an appropriate 'Special Purpose' zoning.

Recommendation

- 35) Lot 106 Cyrilleean Way to be included in a Special Purpose zone to allow for development of a similar character to that previously approved for the site (i.e. art gallery, cafe/restaurant uses), with the details to be determined in consultation with the landowners either as part of the preparation of a new town planning scheme, or as part of a future town planning scheme amendment initiated at the request of the landowners.

Precinct Planning

While Dunsborough provides the services of a district level centre, it will not reach the intensity of commercial activity of Busselton. However, as has been demonstrated continued growth is forecast for the town which needs to be accommodated. Ultimately though, a high intensity mixed use town centre for Dunsborough which competes with the Busselton CBD, would not be appropriate.

As has been noted in various studies, Dunsborough ought to consolidate its commercial floor space in a "Main Street" format as it will not have the scale to facilitate both a DDS and an effective town centre with retail component. Despite significant changes, the current form of the town centre does not yet wholly reflect a "Main Street" approach to urban design or land use planning.

The particular road network, and connectivity issues of central Dunsborough are well documented. However, many of the solutions have been focussed on attempting to solve perceived and actual transport and access related problems rather than approach the matter from a townscape and land use perspective.

The 1994 Town Centre report prepared by BSD on behalf of the Shire was of the view that there would be insufficient demand to connect the business district with the foreshore. Dunsborough is a growing seaside town yet fails to take any real commercial advantage of that fact. Its commercial district is focussed ineffectively around transport imperatives rather than maximising its locational advantages.

Transport issues of access, parking and circulation et al should not form the basis of land use allocation for the town centre (as has traditionally been the case). "Main Street" development works best where there is a through movement of traffic. That is, Dunsborough should not shy away from permitting controlled through traffic as this will ultimately support the creation of an identifiable centre with a logical transport network.

To this end Figure 27 depicts a strategy aimed at:

- Concentrating future small scale retail, tourism and hospitality uses along Dunn Bay Road east of Naturaliste Terrace toward the foreshore, subject to rezoning of land to facilitate such changes in use;
- Larger format retail and office/consulting uses focussed toward the western end of Dunn Bay Road so as not to dilute the concentration of "Main Street" retail activity to the east;
- Clark Street Industrial area to be retained as a low intensity Industrial precinct with incidental retail permitted to the predominant use. Clarke Street operates as a successful light industrial precinct supporting incidental retail uses and this should be maintained to prevent infiltration by inappropriate pure retail and showroom uses more appropriately located in Busselton or in the main retail part of Dunsborough itself.
- Put in place long term objectives to eliminate onsite parking between buildings and the road reserves along Dunn Bay and Naturalise Terrace (ie require commercial buildings to have a 0m setback to the road reserve);
- Allow residential densities of up to R100 in the Business zone with residential uses permitted only above the ground level in the town centre. A substantial commercial floor space component to be required at the ground level to ensure commercial character is retained (eg vertical zoning concept).
- Building heights to be lifted to 3-4 stories to enable mixed use development potential to be realised and generate a town centre residential community to support business activities.

A recommended non commercial strategy is to implement medium to high density zoning (R40-R80) within 800m of the boundary of the town centre to provide improved housing choice, decrease car dependency and increase the immediate population supporting the commercial centre of the town.

The above strategies will over time, focus commercial activity toward Dunsborough's key locational asset which is the foreshore reserve and beach. Currently this area is monopolised by a

few low density residential dwellings and some tourism related development. A longer term view is recommended by this above strategy with the aim of extending the town centre in that direction.

5.4 Urban Design Improvements in Other Commercial Centres

5.4.1 Introduction

There are a number of other commercial centres either existing or proposed where sound urban design principles should be implemented. These range from the existing, small local centres along the Bussell Highway to the larger neighbourhood centres planned for Vasse and Airport North.

A key state-wide guide for the urban design principles that underpin commercial centres generally is the Liveable Neighbourhoods policy document produced by the WAPC. Set out below are some key improvements that are recommended for these centres by the Liveable Neighbourhoods policy.

5.4.2 General Urban Design Criteria

- Main street-fronting retail layouts should predominate, instead of enclosed or parking lot-dominant retail formats.
- The key focus of centre planning should be the quality of the public realm with the street being the main organising element for centre design (not the land use).
- All centres should be planned as mixed use centres, not just shopping centres.
- Centres should capitalise on, relate to and address arterial roads rather than just using them for access.
- Local centres should be located on busier streets, not hidden away within 'residential cells'.
- On-street parking is important. It should be incorporated on most streets and counted towards the overall parking requirements.
- Off-street parking should be located behind and sleeved by buildings, and shared between different centre uses.
- Centres should have an appropriate range of higher density housing both within and immediately around them.
- The design of centres should create a strong and unique sense of place and local identity, derived from the local natural and cultural context
- Centres should be provided with an appropriate distribution of public spaces including plazas, parks and urban squares
- Centres should have a high quality street environment with shade, shelter, trees, pavement treatments, street furniture and public art.

Recommendation

- 36) Council should integrate the general urban design criteria espoused in the Liveable Neighbourhoods policy document (WAPC) into the TPS as a general guideline for the development of commercial centres.

5.4.3 Local and Neighbourhood Centres

The local and neighbourhood centres in Busselton cover a range of sizes because of the historical development of this land use in the Shire. Commercial centres of this size and type historically may have developed along the major traffic routes such as the Bussell Highway where they have been able to serve local residential trade and passing trade. New local and neighbourhood centres are likely to be developed in the residential estates of Vasse and Airport North along more contemporary planning principles such as those espoused in the Liveable Neighbourhoods policy.

Key factors for a potentially successful local and neighbourhood centres include:

- Central location within a good walkable street network for local residents
- Location on an intersection of relatively busy streets with good through traffic levels

- Location generally towards the 'downstream' end of the daily movement pattern out of the area
- Location on the 'going home' side of the road, or if not, then provision of easy vehicle turning movement (eg roundabout or median)
- Good on-street parking in front and across the street, a bike rack and a bus stop;
- Prominent and attractive building located on the street frontage, with some sun access, small plaza, landscaping and a veranda for shade
- Preferably a two-storey building, and potentially incorporating a dwelling
- Slight under-provision (rather than over-provision) of retail floor space, in order to maximise vitality and minimise under-trading
- Associated with several other small business premises, a post box, often a child-care centre, and/or several home-based businesses

Recommendation

- 37) Council should integrate the design criteria for neighbourhood and local centres espoused in the Liveable Neighbourhoods policy document (WAPC) into the TPS as a general guideline for the development of these levels of centre.

5.4.4 Industrial Areas

Industrial areas have specific needs for urban design controls. In Busselton this appears to be well controlled through the Busselton Industrial Development Code which provides a guide to Council's objectives for the development of industrial areas and buildings. The Code contains guidelines and standards which apply generally to the development of industrial areas and buildings within the Shire, and aim to:

- Result in a high quality development which provides a safe and efficient working environment
- Conserve and enhance the amenity of the neighbourhood and adjoining developments
- Provide opportunities for showroom based industrial activities, ensuring an adequate standard of development.

The Code also identifies special industrial precincts where a particular function or character needs to be maintained. These areas have specific controls relating to development and building requirements and a Guide Development Plan for each has been prepared.

The Special Industrial Precincts are the Busselton Showroom Industrial Precinct, the Dunsborough Service and Trades Industrial Park, the Strelly Street Light Industrial Precinct and the Busselton Airport Industrial Airpark Precinct.

The key issue in the industrial areas of Busselton appears to be the intrusion of retail uses into bona fide industrial estates. To deal with this issue Council should consider an amendment to the TPS to be more restrictive on the amount of retail floor space which can be approved on industrial land.

Recommendations

- 38) Council should consider the need for an Amendment to the TPS to restrict retail uses in the industrial zone to only that which is necessary as an ancillary component to the main industrial activity.
- 39) Development strategies should be developed for all industrial areas to establish the types of uses that will be acceptable, as well as to encourage good design outcomes.

6. Key Findings and Recommendations

6.1 Key Findings

This report has shown that the Shire of Busselton is growing steadily out to 2026, the timeframe of the study. For the planning of commercial areas, this growth provides an exciting future with many development prospects likely. It also provides challenges in the accommodation of this growth in an orderly and sustainable way.

Currently the major commercial land uses in the shire are well defined and consolidated in the two centres of Busselton and Dunsborough. The geography of the shire, with Dunsborough at the western end and Busselton the historical centre, and the two natural markets of these towns, dictate that each will remain strong.

The expected population growth in the shire will support these two centres but will also dictate that new centres will be required in Vasse, Ambergate and Airport North. Additional land for other commercial uses such as car yards is also likely to be required reasonably urgently. It is also possible that the disparate framework of the tourist industry across the shire will mean that additional tourist related retail and commercial enterprises will be created. Council will need to monitor this development to ensure that it occurs in line with the hierarchy set down in this report. It should also adopt a flexible approach to this hierarchy.

In urban design terms, there are some exciting opportunities for the major towns of Busselton and Dunsborough to develop and become more vibrant, exciting, attractive and community focused urban places. The development of new centres can also occur in a more controlled and aesthetic form. It is evident from this report that there are some changes needed to the planning documents to facilitate this improvement but there is also the potential to build on much of the good work that has been done and begin to implement the recommendations of previous studies and reports.

6.2 Recommendations

Key recommendations of this LCPS are set out below.

- 1) Council should adopt the proposed Commercial Hierarchy as a general framework against which proposals for future retail and commercial development are assessed. This adoption could be through the policy provisions of TPS No. 20. Broadly, this Commercial Hierarchy includes:
 - Town Centre – Busselton
 - District Centre – Dunsborough and Ambergate (over longer term)
 - Neighbourhood Centres – Ambergate, Vasse and Airport North (up to 4,500m² GLA)
 - Local Centres – up to 1800m² GLA
 - Tourist/Commercial – as required, subject to local planning assessments
- 2) Council should monitor the take-up of commercial zoned in the land in the town centre to ensure there is an adequate supply for this purpose.
- 3) In the development of the local planning strategy, the Council should consider allowing office uses to be developed in a limited area of residential zoning near the Busselton town centre and Dunsborough town centre.

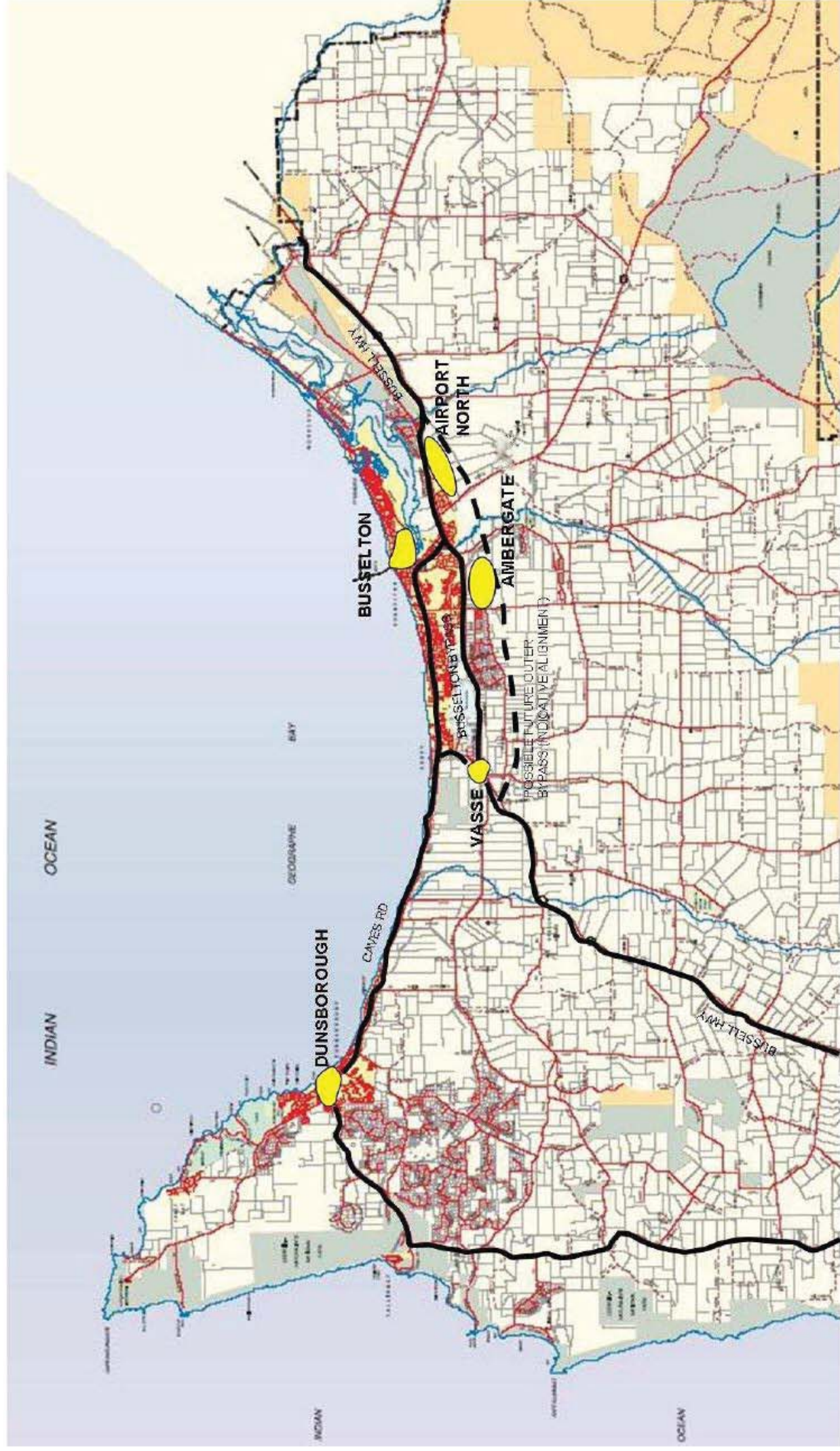
- 4) The Layman Road area currently has a significant surplus of commercial zoned land but given the location of this site near the Port Geographe marina area, it may be worthwhile retaining in its current form. Council should consider this prospect together with the project proponents. Retain space in this centre should not exceed 1800m².
- 5) The commercial zoned site on the corner of Bussell Highway and Bay View Street should be reviewed and potentially zoned for residential purposes.
- 6) The Business zoned site at Clydebanks Avenue should be retained but could be reduced to 2000m².
- 7) Council should carefully consider development proposals for future tourist commercial operations against economic development objectives but should also ensure that retail components remain incidental to the main operation.
- 8) Council should monitor future applications it receives for Highway Commercial purposes. Future proposals should be considered on the basis of potential over supply and against side based planning criteria.
- 9) Further service commercial development along major roads, including the Busselton Bypass, Bussell Highway and Causeway Road, other than that accommodated by existing zonings and/or specifically supported by the Strategy is not supported.
- 10) Lots 63-64 and 86-87, corner High Street and Bussell Highway, West Busselton to be recognised as a potential commercial transition area between the Restricted Business zoned land to the east and south along Bussell Highway and the residential areas to north and west. This outcome is to be achieved via a scheme amendment..
- 11) Control retail intrusion into the industrial areas of the shire, particularly Strelly Street.
- 12) Control any future development of heavy industrial uses in the Strelly Street area, to encourage the location of these types of uses in the Airport Industrial area.
- 13) A review of the Dunsborough Industrial Park Structure Plan, including preparation of a local water management strategy, should occur prior to subdivision of the land.
- 14) Identify the Clark Street Industrial area in a zone similar to the 'Restricted Business' zone, but with 'shop' and 'office' identified as additional permissible uses.
- 15) The potential expansion of the Yalyalup (Airport North) and Vasse industrial areas to should be considered in the preparation of the local planning strategy.
- 16) The location of car sales uses within the Strelly Street area in the vicinity of the Barlee Street locality, as identified in Figure 21 should be facilitated in the short to medium term.
- 17) In the medium to long term car sales should be encouraged to locate in the Airport North Industrial area.
- 18) Lot 11 Chapman Hill Road be identified for potential, future service commercial development, subject to more detailed planning and consultation.
- 19) Development strategies should be developed for all industrial areas to establish the types of uses that will be acceptable, as well as to encourage good design outcomes.

- 20) Support a town planning scheme amendment that would allow for limited expansion of complementary, tourist-related commercial uses on the northern portion of Lot 11, Commonage Road.
- 21) Council should consider a wide reaching TPS Amendment to facilitate mixed uses in the Business zone. One of the key platforms of this amendment should be a revision of the policy statement to allow residential development beyond a 'subsidiary' interpretation in the Business zone.
- 22) Council investigate the opportunities for using rate incentives as a means to encourage development of mixed use projects in the under-developed parts of the Busselton town centre.
- 23) Council should implement the Busselton Foreshore Concept Plan as an active way to increase vitality in the Busselton town centre.
- 24) Council should consider the formation of a design advisory panel to assist it in the consideration of major projects that are likely to have a major impact on the built form or function of the town centre.
- 25) Council should consider amending the TPS to modify the current height limits in the Scheme, but that the development of buildings higher than three storeys in the Busselton town centre should require a careful consideration of design issues and the development of more detailed planning guidelines relating to taller buildings.
- 26) Council should consider commissioning a study for the Busselton town centre to examine the ways by which improved pedestrian movement could be facilitated.
- 27) Council should continue to monitor the management of traffic circulation in the Busselton town centre with any new or remedial traffic management measures to be also considered against urban design objectives.
- 28) Council should consider the preparation of an amendment to the TPS to facilitate the following land use changes in the Dunsborough town centre:
 - a. A clarification of the term subsidiary in reference to residential uses in the policies for the Business zone (as per the suggested amendment for Busselton).
 - b. The rezoning of the land along Dunn Bay Road (excluding the parkland) to allow higher intensity, mixed use development.
 - c. The office, administrative and consulting precinct shown on Figure 27 should not have a different zoning to the rest of the Dunsborough town centre.
- 29) Council should commission a study of urban design improvements in the Dunsborough town centre, with particular reference to the development of a design theme for inclusion into the TPS as a policy.
- 30) Council consider amending the TPS to lift height limits in the town centre and to rezone the selected sites to an R40-R80 designation.
- 31) The development of buildings higher than three storeys in Dunsborough town centre should require a careful consideration of design issues and the development of more detailed planning guidelines relating to taller buildings.
- 32) In conjunction with the parking study currently being conducted) to incorporate the suggestions in Section 5.3.3 for pedestrian links .
- 33) A parking study of Dunsborough is presently being undertaken. This should be urgently completed and its results considered carefully by Council.

- 34) Council should review the suggestions in Section 5.3.3 for Open Space and Parkland and consider funding the development of these open space linkages.
- 35) Lot 106 Cyrilleean Way to be included in a Special Purpose zone to allow for development of a similar character to that previously approved for the site (i.e. art gallery, cafe/restaurant uses), with the details to be determined in consultation with the landowners either as part of the preparation of a new town planning scheme, or as part of a future town planning scheme amendment initiated at the request of the landowners.
- 36) Council should integrate the general urban design criteria espoused in the Liveable Neighbourhoods policy document (WAPC) into the TPS as a general guideline for the development of commercial centres.
- 37) Council should integrate the design criteria for neighbourhood and local centres espoused in the Liveable Neighbourhoods policy document (WAPC) into the TPS as a general guideline for the development of these levels of centre.
- 38) Council should consider the need for an Amendment to the TPS to restrict retail uses in the industrial zone to only that which is necessary as an ancillary component to the main industrial activity.
- 39) Development strategies should be developed for all industrial areas to establish the types of uses that will be acceptable, as well as to encourage good design outcomes.

List of Figures

Figures 1 - 27



SHIRE OF BUSSELTON (EAST) EXISTING COMMERCIAL HIERARCHY

Figure 3

Commercial Categories

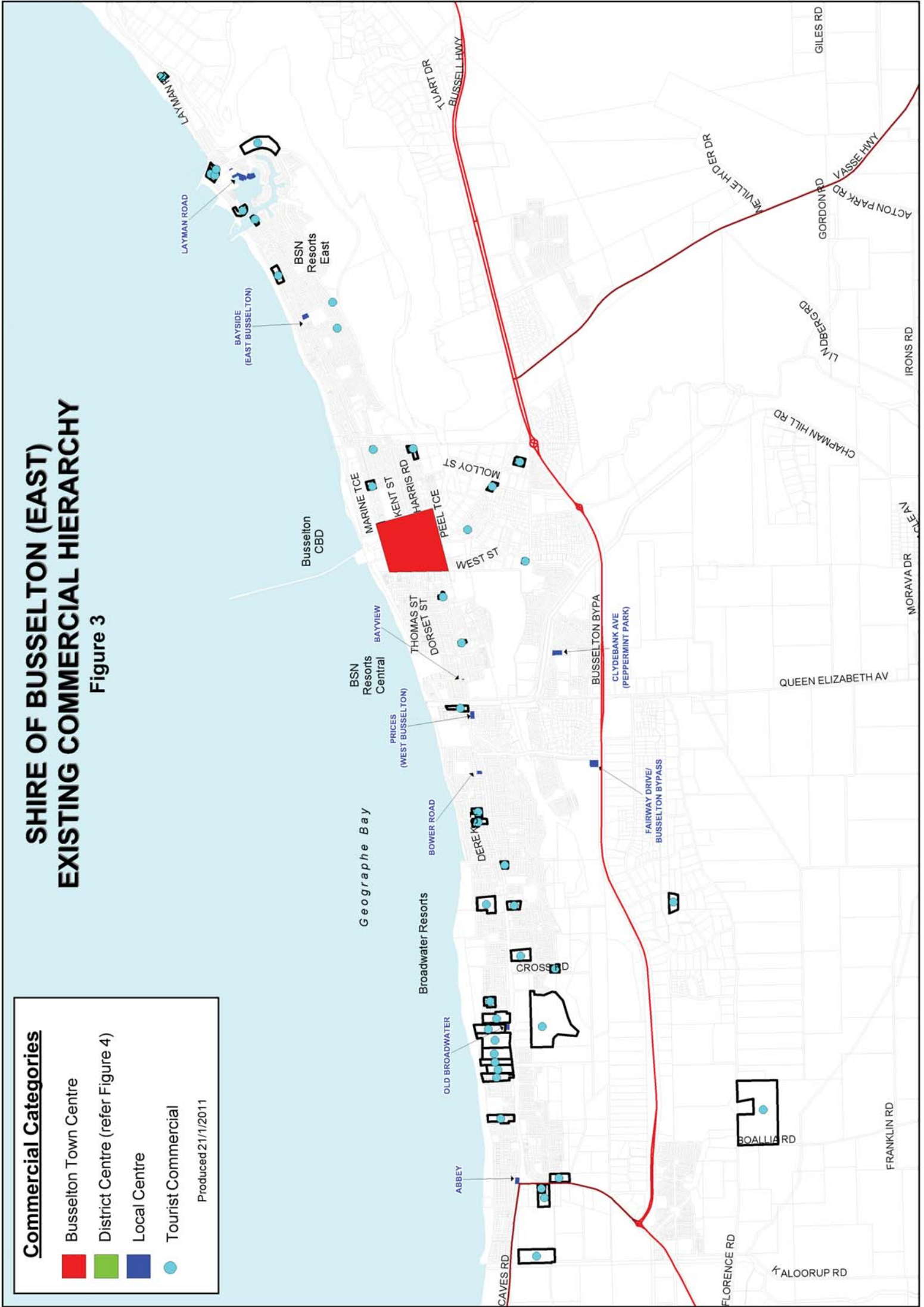
Busseton Town Centre

District Centre (refer Figure 4)

Local Centre

Tourist Commercial

Produced 21/1/2011



SHIRE OF BUSSELTON (WEST) EXISTING COMMERCIAL HIERARCHY

Figure 4

Commercial Categories

- Busselton Town Centre (Fig 3)
- District Centre
- Local Centre
- Tourist Commercial

Produced 21/1/2011

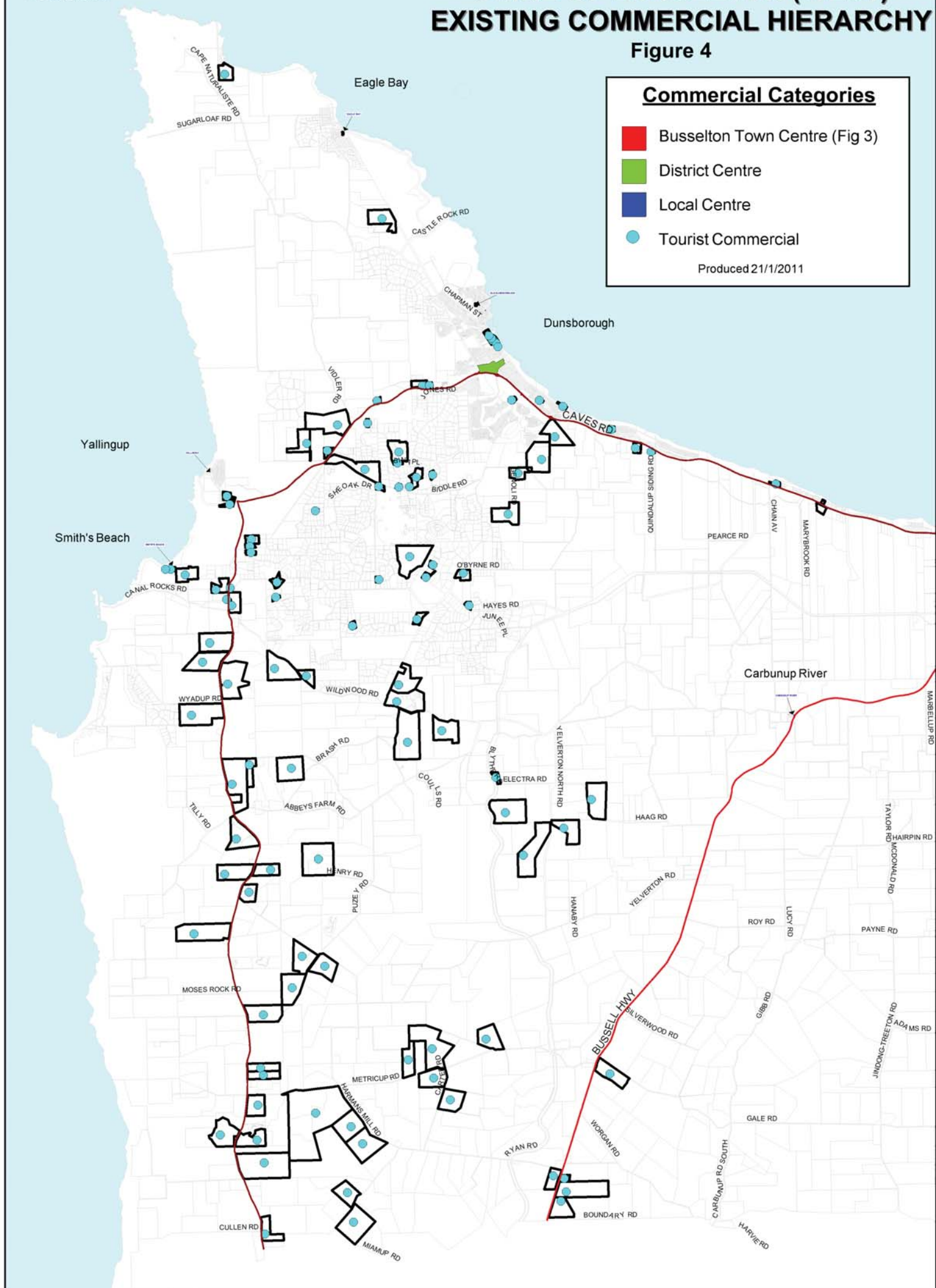
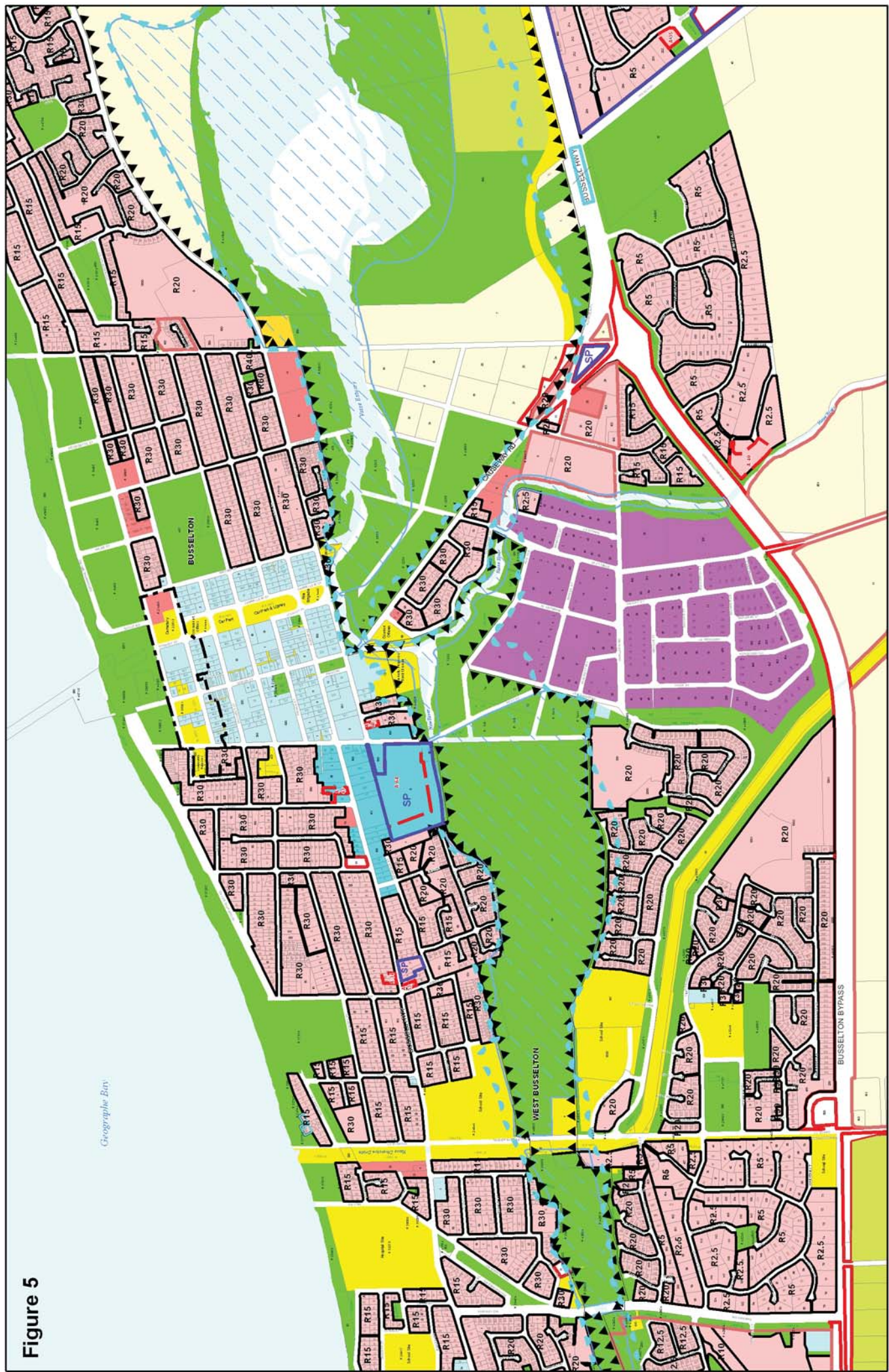


Figure 5



Shire of Busselton
District Town Planning Scheme
Number 20

Sheet Number **23/24**

Legend

 ZONE S	 DEFERRED, MISC DEVELOPMENT	 PUBLIC PURPOSE	 MISC. VALUE	 INVEST WATER BUFFER
 AGRICULTURE	 INDUSTRIAL	 RECREATION	 DEVELOPMENT INVESTIGATION	 ENVIRONMENTAL PROTECTION
 RURAL PROTECTION	 RESIDENTIAL PLANNING CODE	 SPECIAL PURPOSES	 WETLAND	 AIRPORT PROTECTION
 BUSINESS	 RESIDENTIAL PURPOSES	 MISC. DEVELOPMENT	 FLOODING	 INVEST WATER EXCLUSION
 CONSERVATION	 RURAL LANDSCAPE	 WETLAND MANAGEMENT	 INVEST WATER EXCLUSION	 SPECIAL PURPOSES

Notes

While all maps are prepared to the best of the Shire's knowledge, the Shire of Busselton does not accept any liability for any errors or omissions in this document.

The original Scheme Maps, Text and Amendments can be viewed at the Shire of Busselton and the Department for Planning and Infrastructure, 7th September, 1999.

Scale 1:20000 at A4

Sheet Index

Figure 6



Note

Note

While all care has been taken to accurately portray the current Scheme provisions, no responsibility shall be taken for any omissions or errors in this documentation.



Shire of Busselton
Busselton Bay

Date Map Produced: 08/12/10
Original Scheme Gazette: 7th September 1999

Sheet index

Sheet Number	9
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Shire of Busse
District Town Planning Scheme
Number 20

AREAS

- LANDSCAPE VALUE
- DEVELOPMENT INVESTIGATION
- WETLAND
- FLORIDIAN
- COASTAL MANAGEMENT
- WASTE WATER EXCLUSION

WASTE WATER BUFFER

PORT GEOGRAPHIC DEVELOPMENT

ENVIRONMENTAL CONDITIONS

AIRPORT PROTECTION

SPECIAL CHARACTER

SPECIAL PROVISION

ZONE 5

ECOTONAL USE

INFRASTRUCTURE

WILDLIFE PROTECTION

BIODIVERSITY

CONSERVATION

REFINED WASTE DEVELOPMENT

INDUSTRIAL

RESIDENTIAL PLANNING CODE

RESTRICTED BUSINESS

RURAL LANDSCAPE

RURAL RESIDENTIAL

SPECIAL PURPOSES

TOURIST

WASTE DEVELOPMENT

VITICULTURE / TOURISM

RE-SERVES

PUBLIC PURPOSE

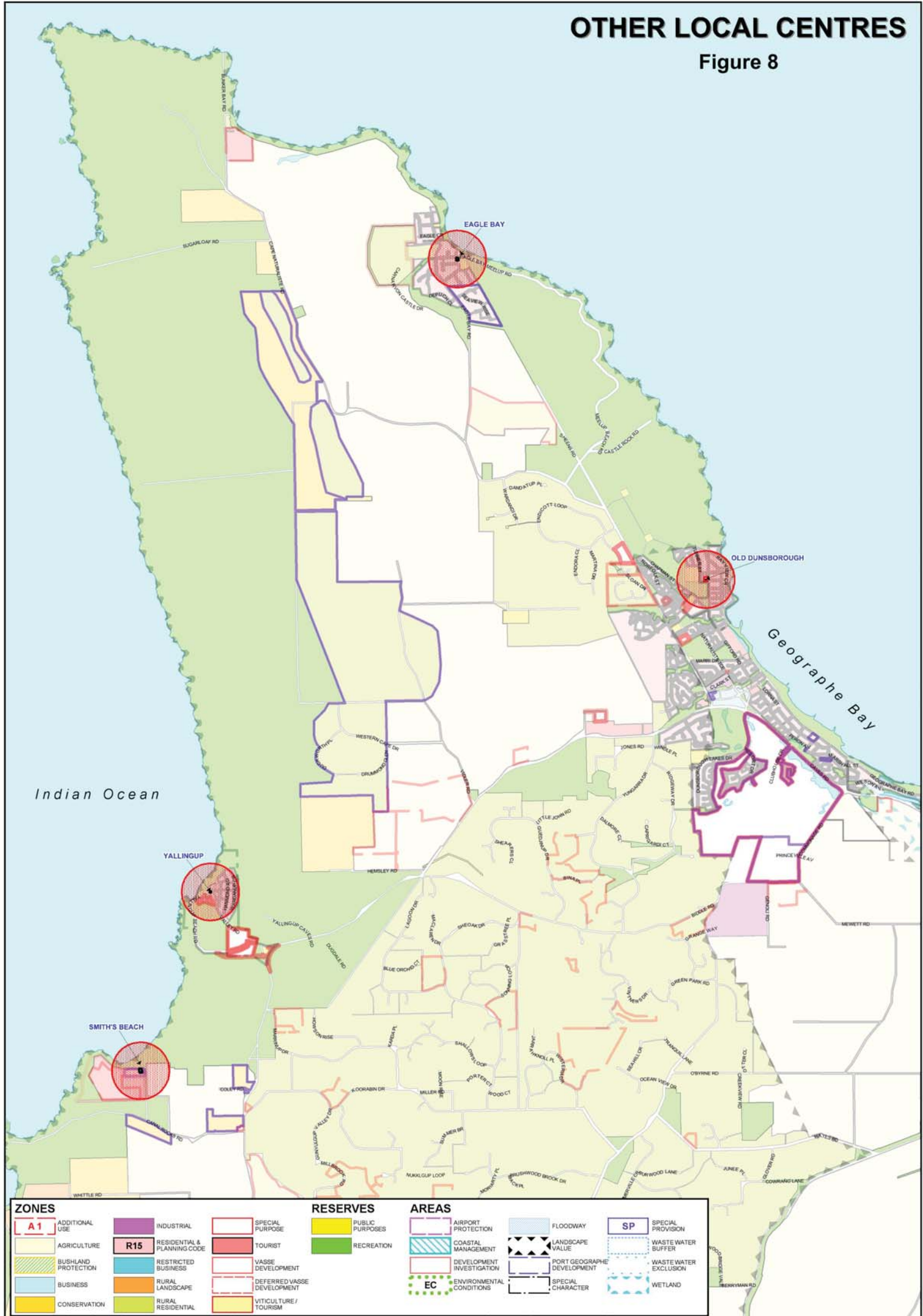
RECREATION

Figure 7



OTHER LOCAL CENTRES

Figure 8



(Abbey and Old Broadwater)

OLD BROADWATER

ABBEY

EXISTING USES

Abbey - Take-Away Food Outlets and Bottleshop
 Old Broadwater - IGA, Chemist, Newsagent and
 Take-Away Food Outlets

LEGEND

CATCHMENT (400m radius)
 LOCAL CENTRE
 WALKABLE CATCHMENT LINES

Scale 1:10000 at A3. Produced 9/11/2009

Abbey - Take-Away Food Outlets and Bottleshop
Old Broadwater - IGA, Chemist, Newsagent and
Take-Away Food Outlets

Scale 1:10000 at A3. Produced 9/11/2009

LOCAL CENTRES AND CATCHMENTS

(Bower Road, Prices and Bayview)

Figure 10



LOCAL CENTRES AND CATCHMENTS

(Bayside and Layman Road)

Figure 11 **LAYMAN ROAD**

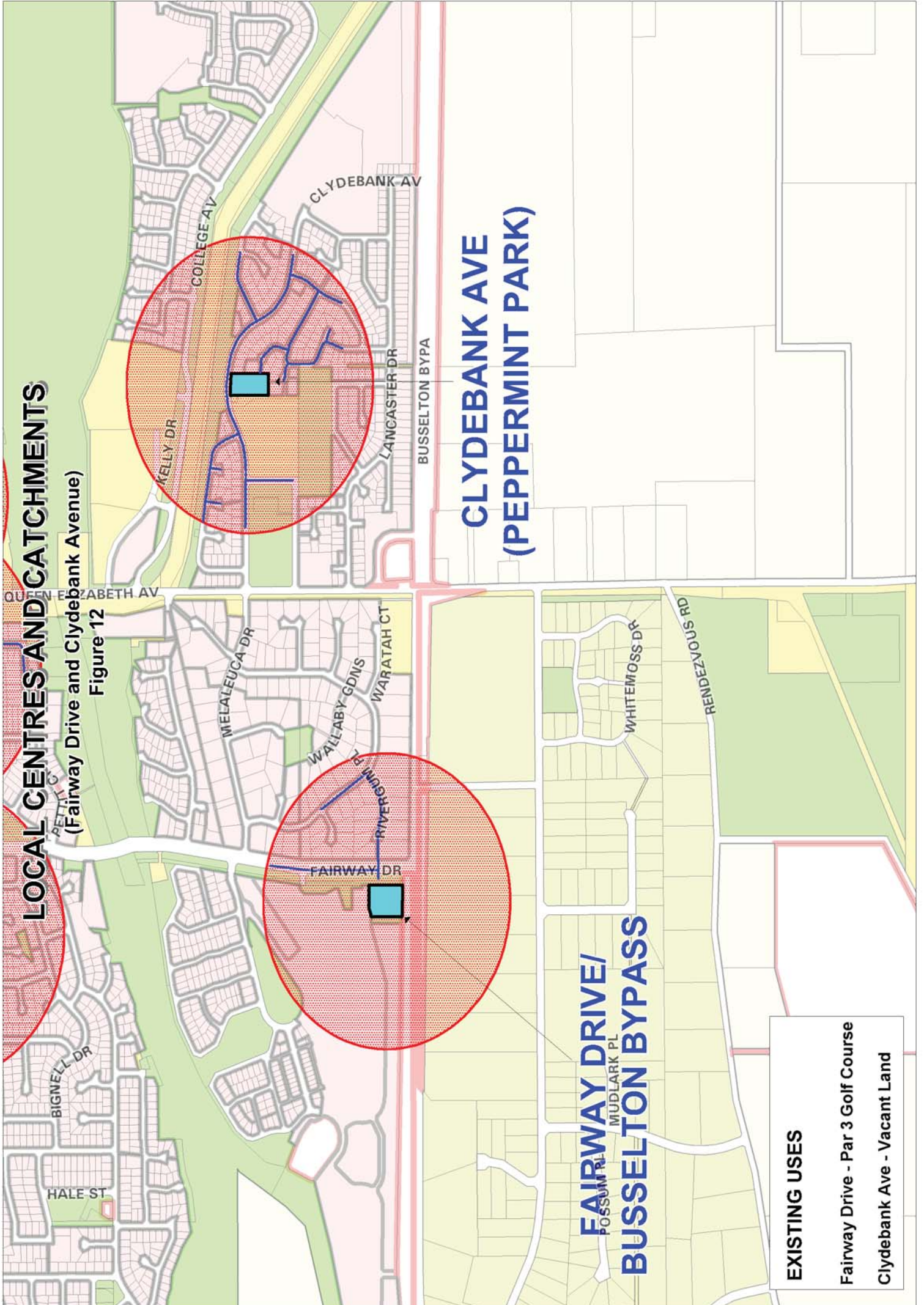
**BAYSIDE
(EAST BUSSELTON)**

Geographe Bay



EXISTING USES

Bayside - IGA, Service Station, Bottleshop and Speciality Stores
Layman Road - Vacant (Zoned Business)



LOCAL CENTRES AND CATCHMENTS

(Smith's Beach)

Figure 13

Gunyulgup Bay

SMITH'S BEACH

Winjee Sam Bay

DUDDY RD

SMITHS BEACH RD

CANAL ROCKS RD

COLEY RD

LEGEND



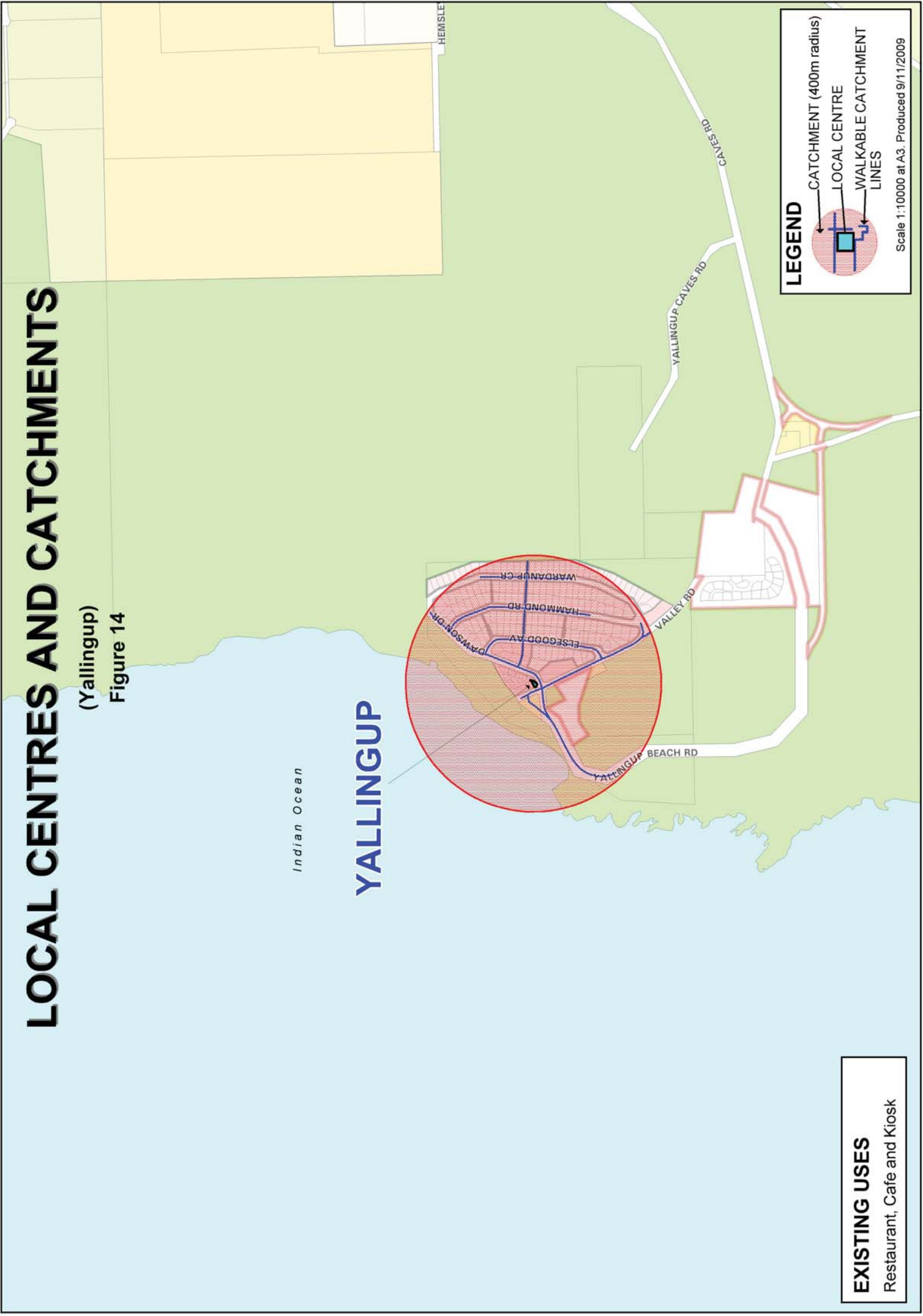
Scale 1:10000 at A3. Produced 9/11/2009

EXISTING USES

Cafe / Restaurant / Shop

LOCAL CENTRES AND CATCHMENTS

(Yallingup)
Figure 14

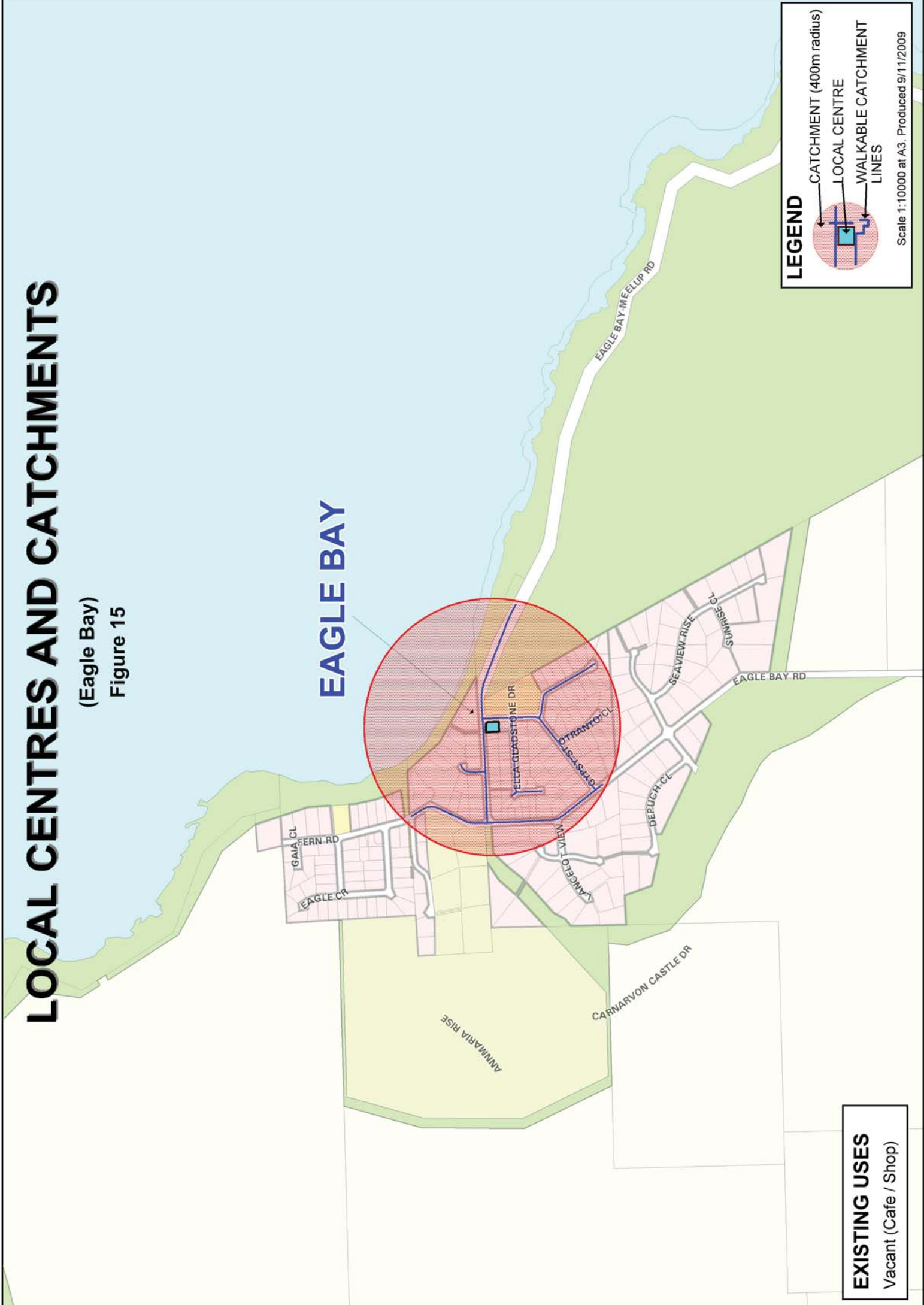


EXISTING USES

Restaurant, Cafe and Kiosk

LOCAL CENTRES AND CATCHMENTS

(Eagle Bay)
Figure 15



LOCAL CENTRES AND CATCHMENTS

Old Dunsborough

Figure 16

OLD DUNSBOROUGH

Geographe Bay

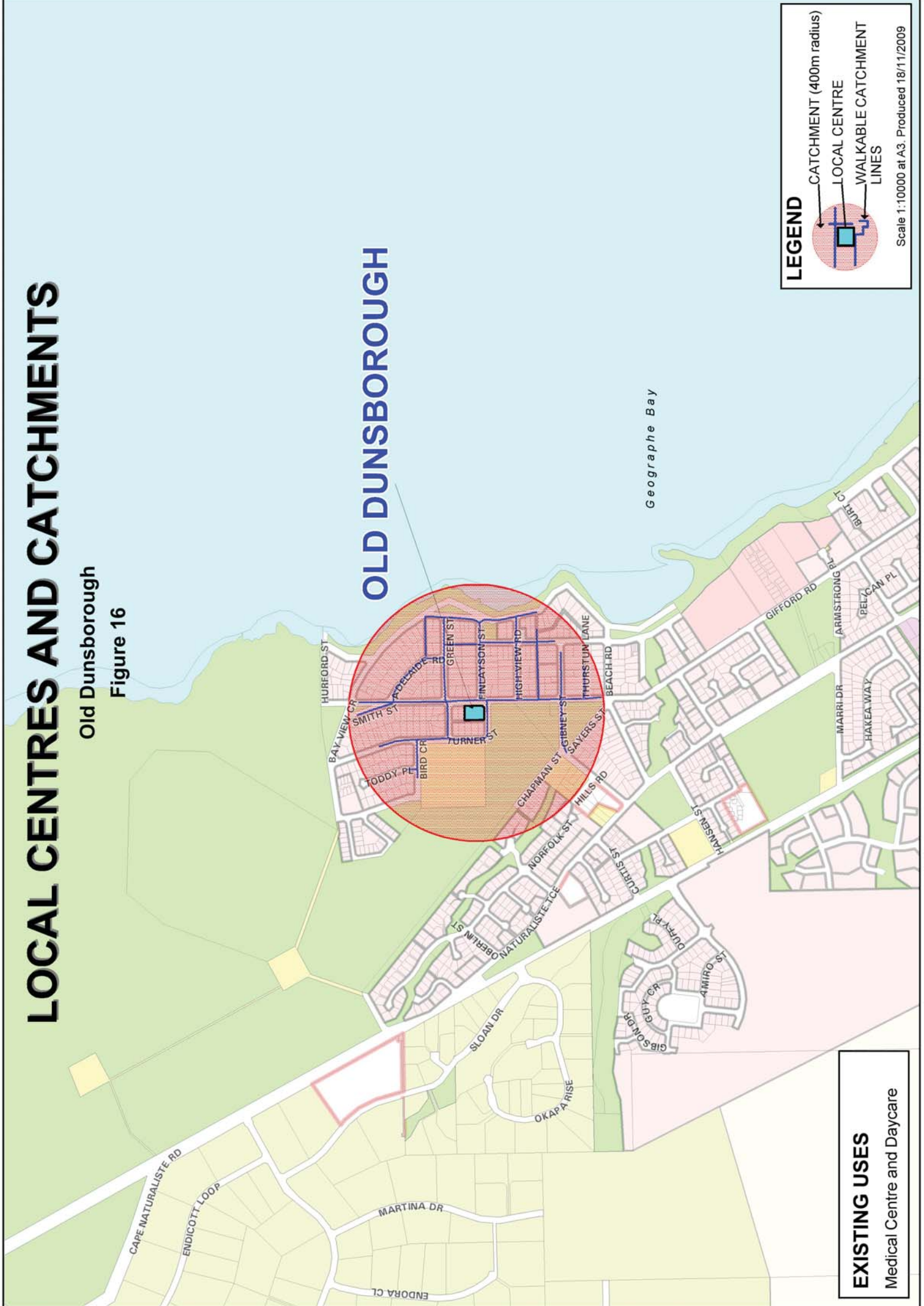
LEGEND



Scale 1:10000 at A3. Produced 18/11/2009

EXISTING USES

Medical Centre and Daycare



LOCAL CENTRES AND CATCHMENTS

(Carbunup River)

Figure 17

CARBUNUP RIVER

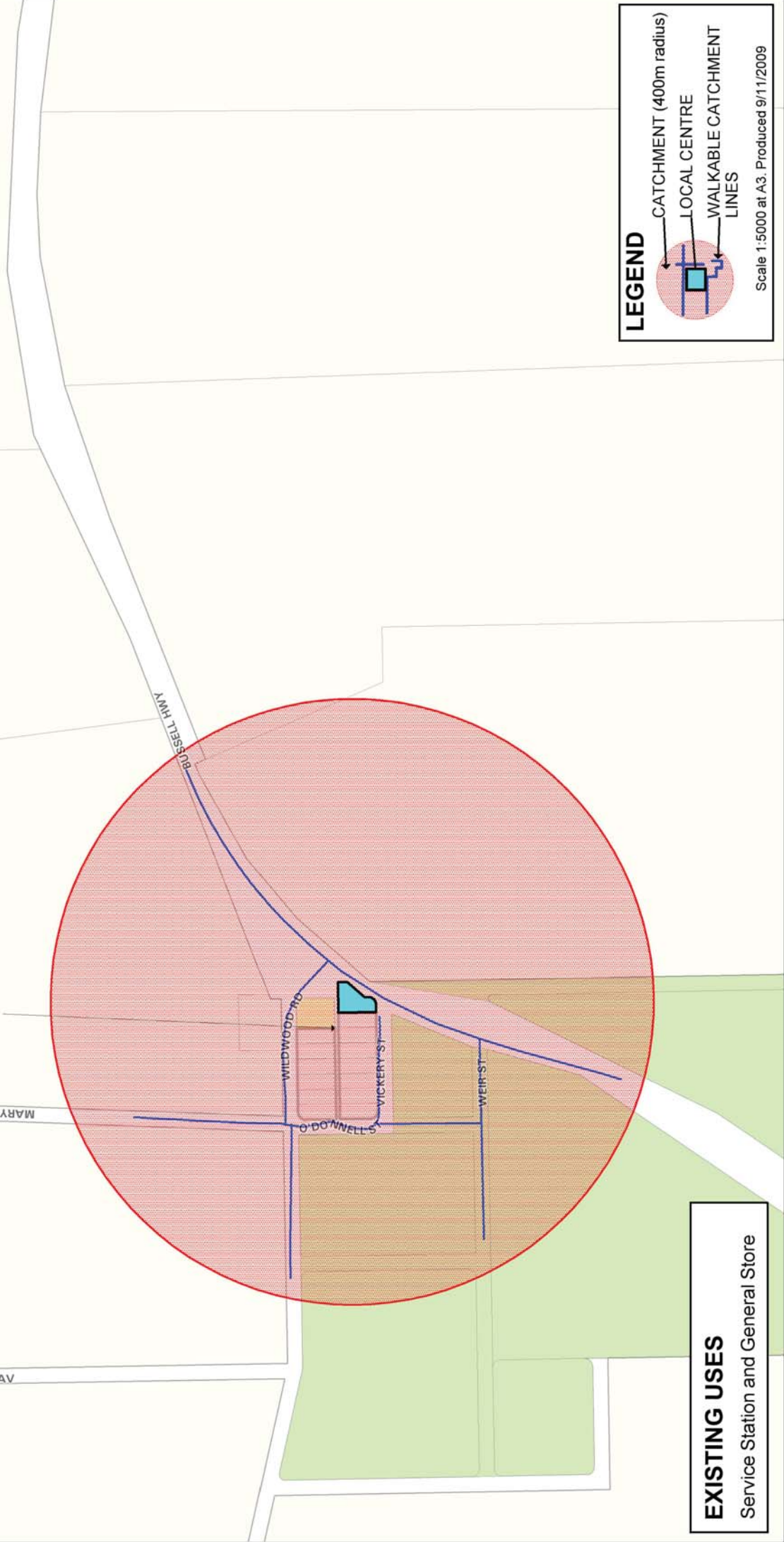
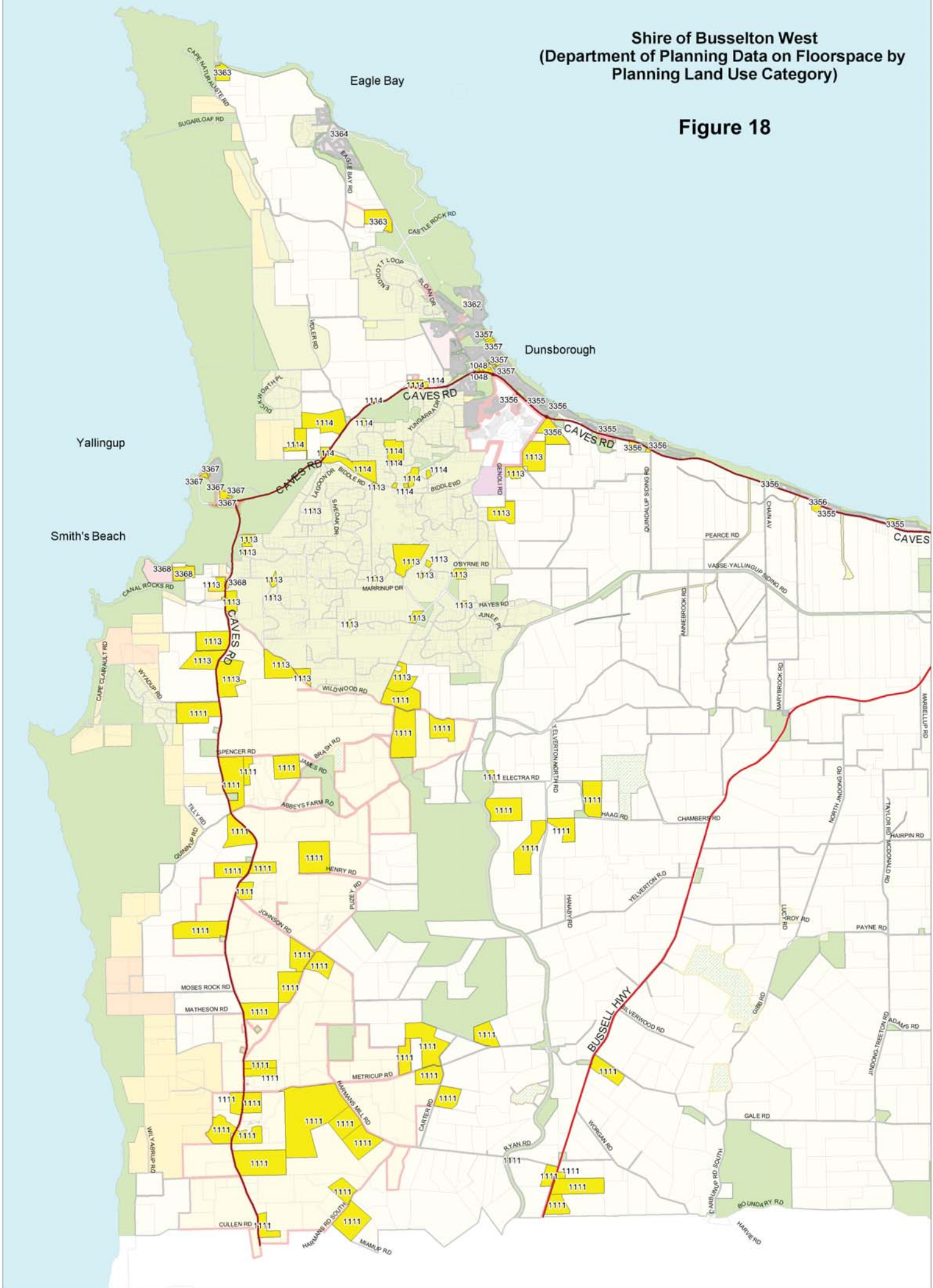


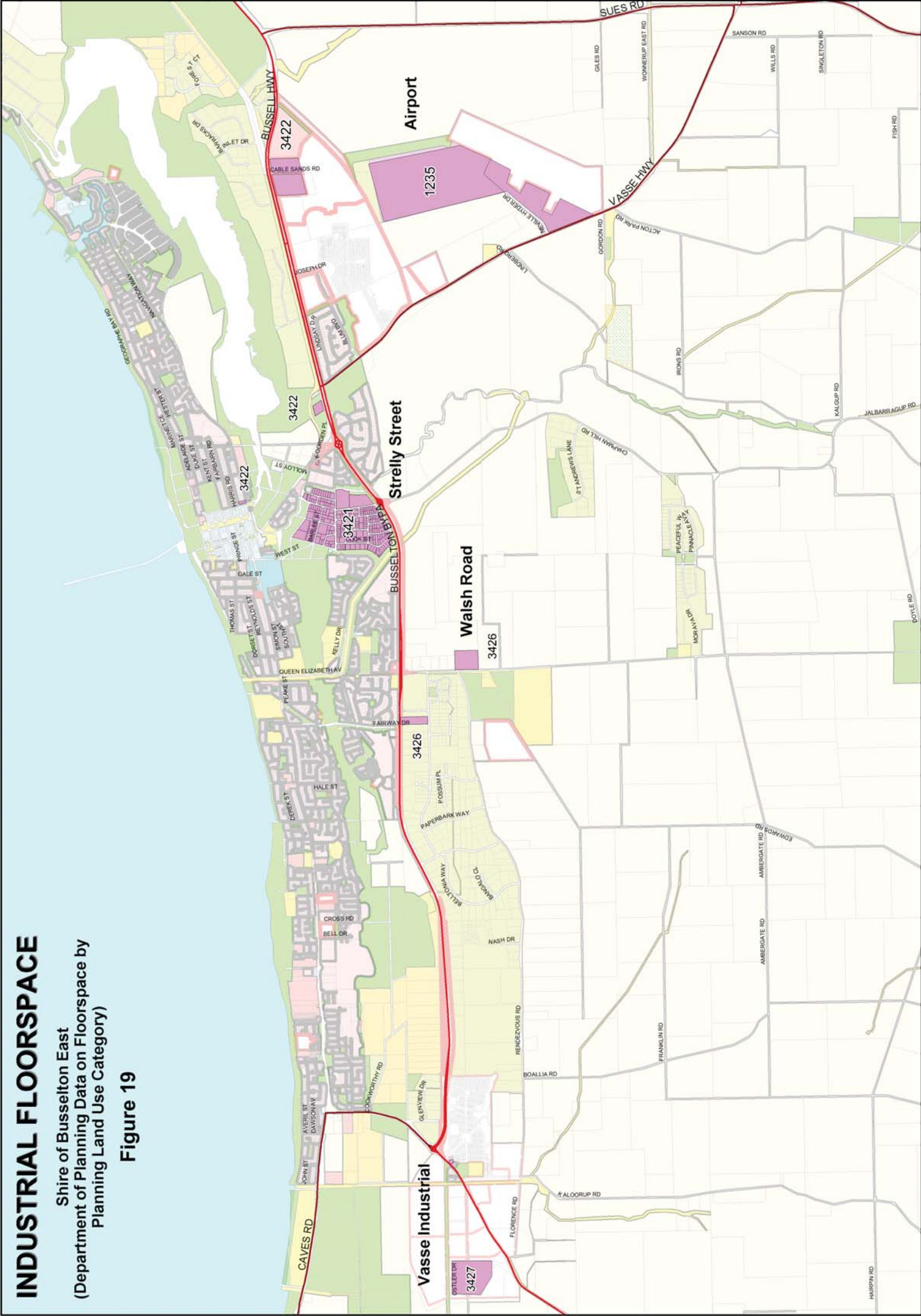
Figure 18



INDUSTRIAL FLOORSPACE

Shire of Busselton East
(Department of Planning Data on Floorspace by
Planning Land Use Category)

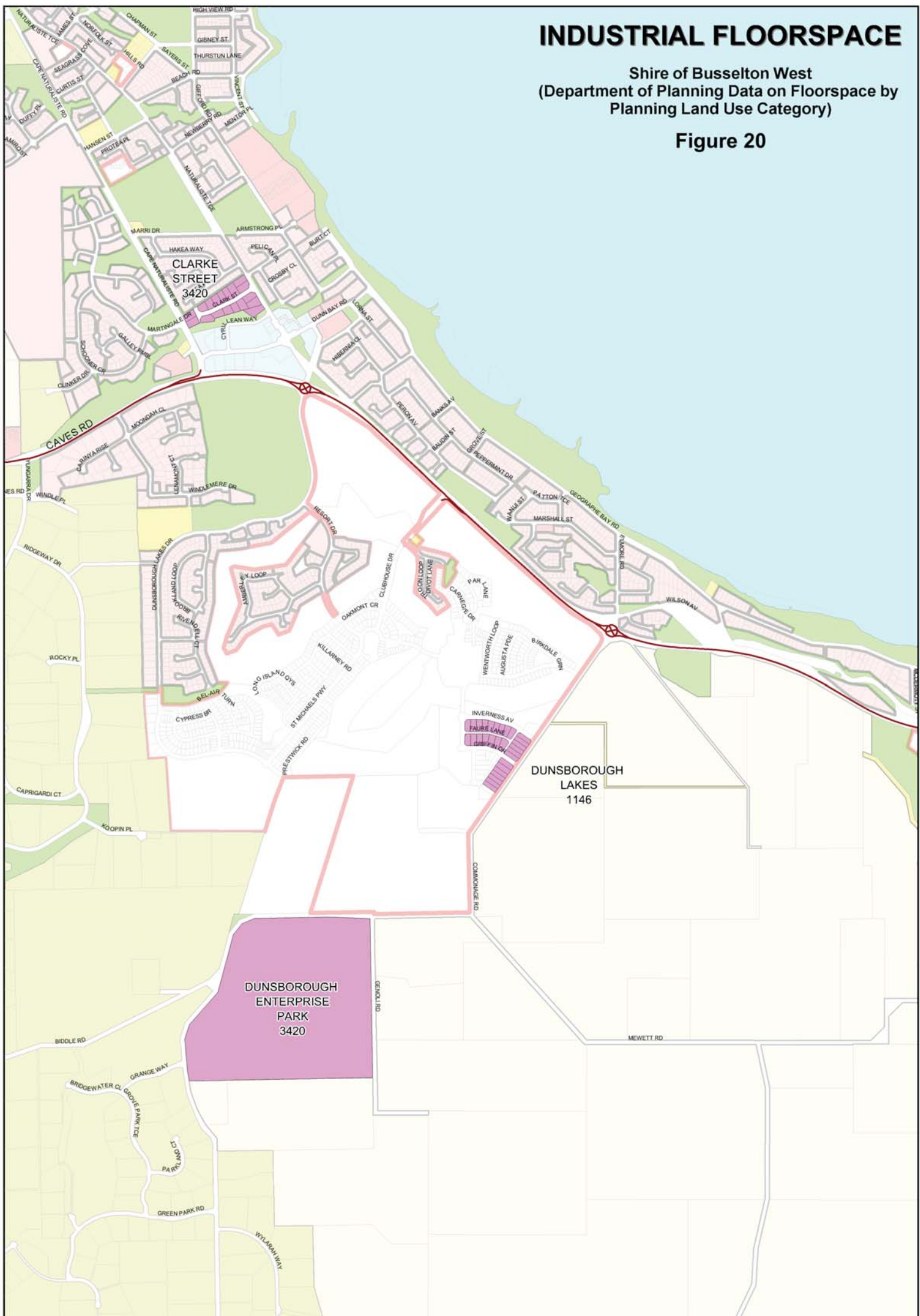
Figure 19



INDUSTRIAL FLOORSPACE

Shire of Busselton West
(Department of Planning Data on Floorspace by
Planning Land Use Category)

Figure 20

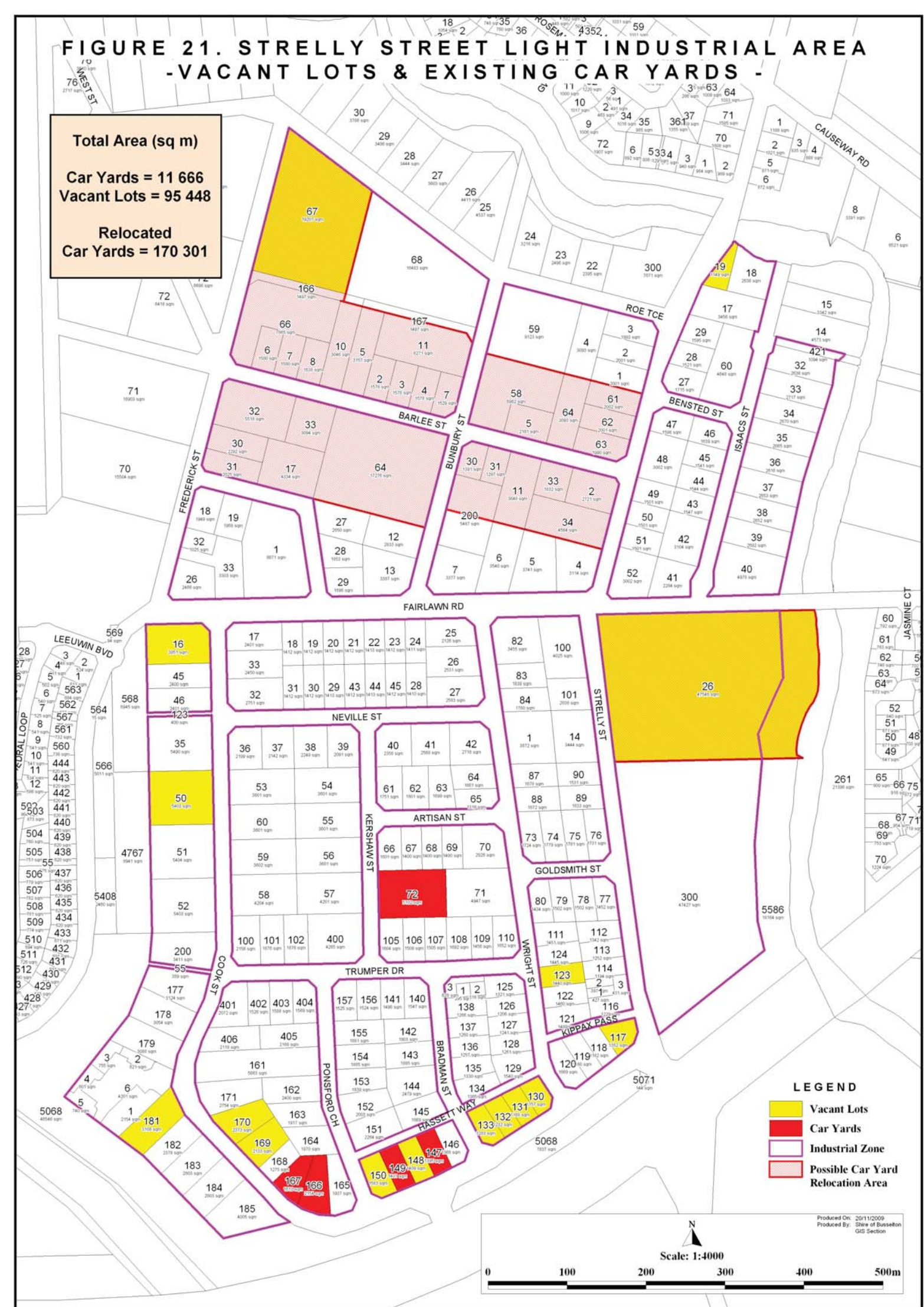


**FIGURE 21. STRELLY STREET LIGHT INDUSTRIAL AREA
- VACANT LOTS & EXISTING CAR YARDS -**

Total Area (sq m)

Car Yards = 11 666
Vacant Lots = 95 448

**Relocated
Car Yards = 170 301**



LEGEND

- Vacant Lots
- Car Yards
- Industrial Zone
- Possible Car Yard Relocation Area

Produced On: 20/11/2009
Produced By: Shire of Busselton
GIS Section

Scale: 1:4000

0 100 200 300 400 500m

Figure 22



SHIRE OF BUSSELTON (WEST) PROPOSED COMMERCIAL HIERARCHY

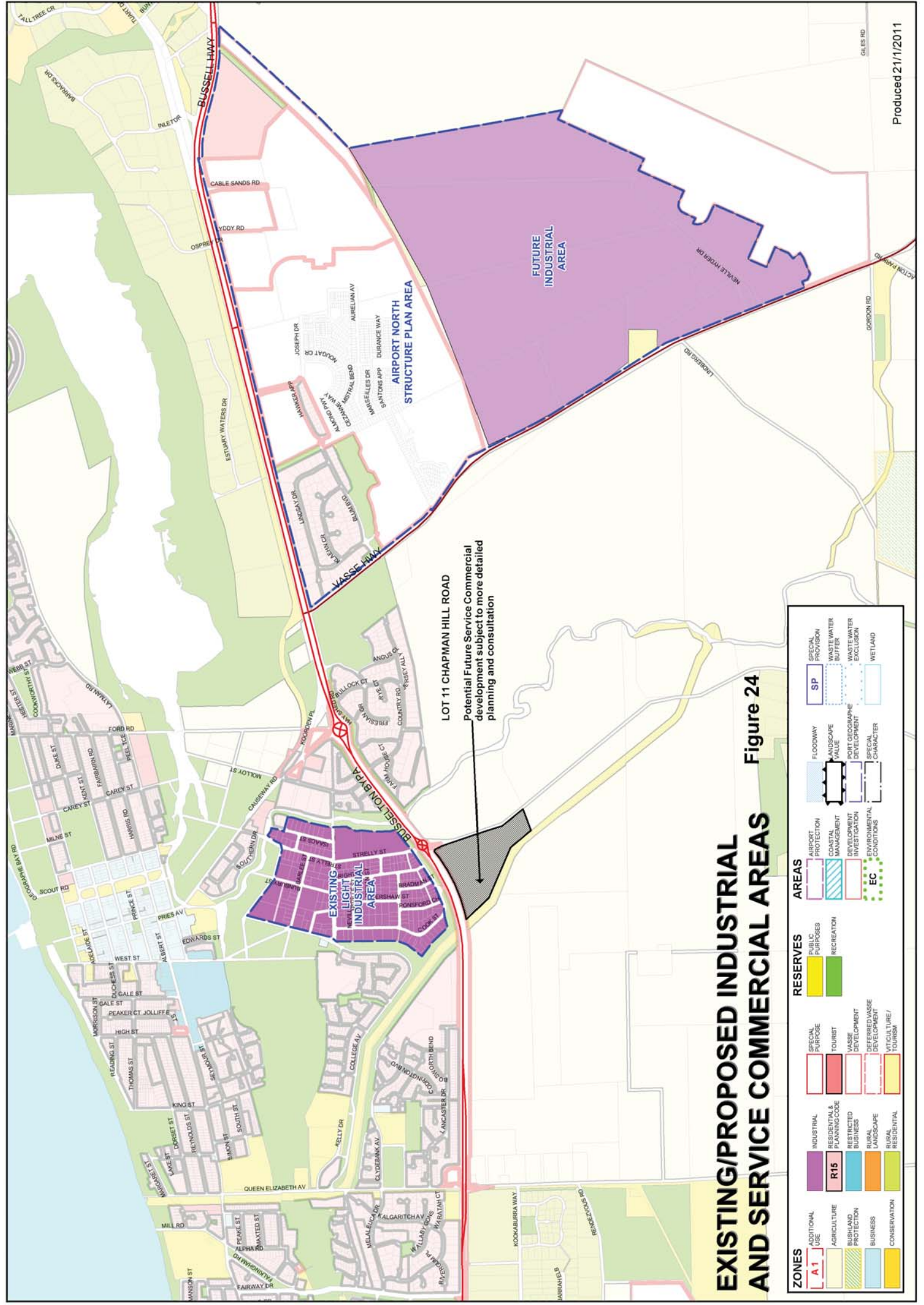
Figure 23

Commercial Categories

- Busselton Town Centre (Fig 22)
- District Centre
- Local Centre
- Neighbourhood Centre

Produced 21/1/2011





EXISTING/PROPOSED INDUSTRIAL AND SERVICE COMMERCIAL AREAS Figure 24

ZONES		RESERVES		AREAS		SPECIAL PROVISION	
	ADDITIONAL USE		INDUSTRIAL		AIRPORT PROTECTION		SPECIAL PROVISION
	RESIDENTIAL & PLANNING CODE		PUBLIC PURPOSE		FLOODWAY		WASTE WATER BUFFER
	BUSINESS AND PROTECTION		RECREATION		LANDSCAPE VALUE		WASTE WATER EXCLUSION
	BUSINESS		TOURIST		PORT DEVELOPMENT		SPECIAL CHARACTER
	CONSERVATION		BASE DEVELOPMENT		ENVIRONMENTAL SOLUTIONS		
			DEFERRED USE DEVELOPMENT				
			VITICULURE / TOURISM				

Figure 25 – Shire of Busselton
Urban Design Principles - Busselton

PROVIDE
PERIPHERAL CAR
PARKING TO
ENCOURAGE
PEDESTRIAN
MOVEMENT

INTEGRATE THE
FORESHORE WITH
THE CBD

CAREFULLY
CONSIDER
FORESHORE
PROPOSALS

ENCOURAGE A MIX OF
USES IN THE CBD TO
INCREASE VITALITY

DEVELOP
LANEWAYS IN THE
CBD AS
PEDESTRIAN LINKS
OF INTEREST

MONITOR TRAFFIC
MANAGEMENT

DEVELOP DESIGN
GUIDELINES FOR
CBD

CONSIDER
RELAXING HEIGHT
LIMITS

INTEGRATE THE
RIVER FORESHORE
WITH THE CBD



Figure 26 – Shire of Busselton
Urban Design Principles - Dunsborough



FIGURE 27: DUNSBOROUGH TOWN CENTRE PRECINCT PLAN

Precincts Legend

Town Centre Precinct

Town Centre Precinct permit mixed use residential development to R100 Density at 3-4 storey height limit to support local business and increase scale to take advantage of ocean views. Town Centre to consolidate retail, tourism and hospitality uses. Require a zero meter setback to the street and verandah's over footpaths.

Office, Administrative and Consulting Precinct

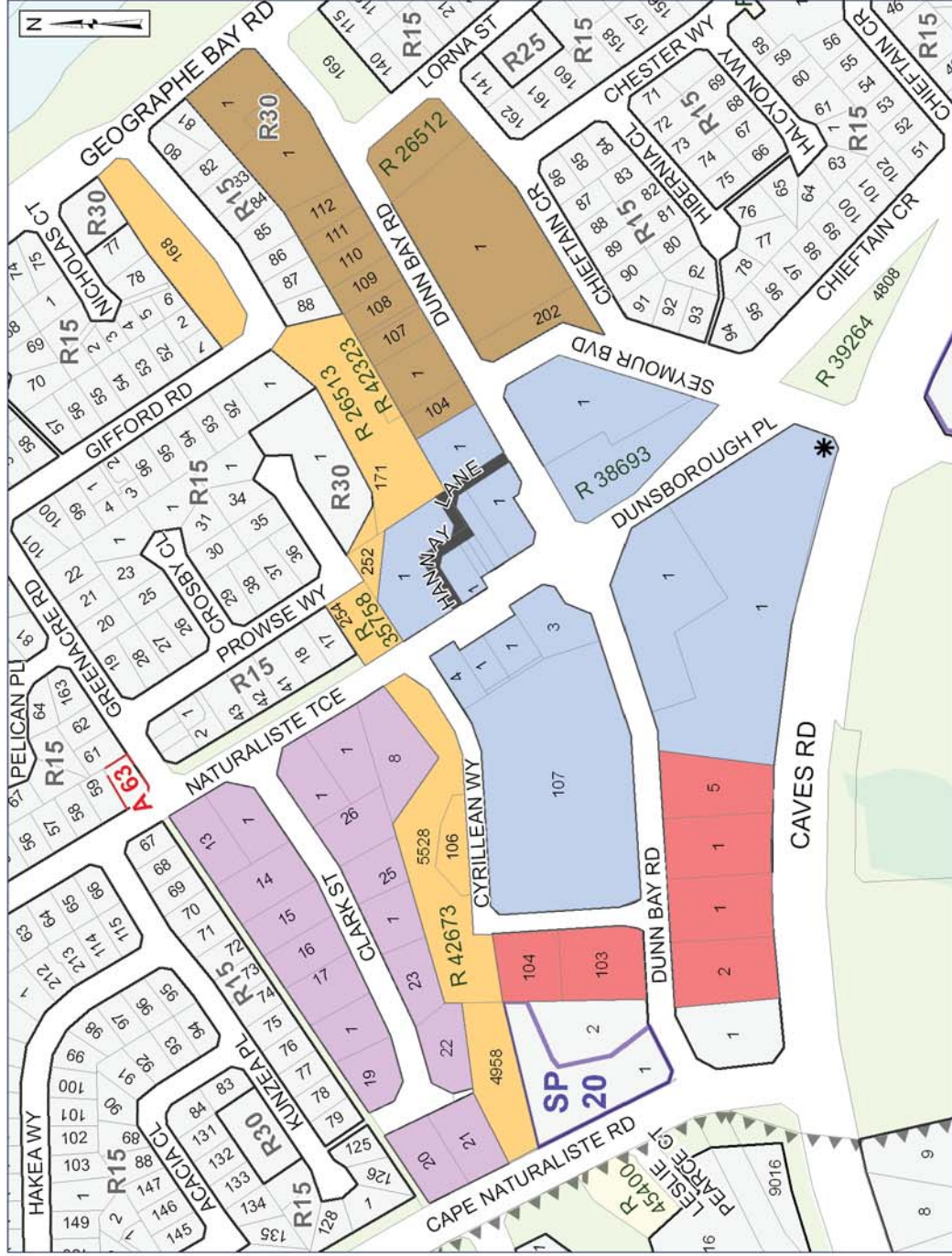
Focus these uses to the eastern end of Dunn Bay road to take up larger lots and allow retail and tourism related activities to consolidate and extend to the eastern end of Dunn Bay Road. Larger vacant lots to accommodate office, consulting and Administrative uses. The existing 'Business' zoning would be appropriate.

Future Town Centre Expansion Precinct

Focus long term expansion of Town Centre toward the foreshore. Rezone land to Business and encourage small scale retail and hospitality/tourism related uses.

Clark Street Precinct

To be included in a zone similar to the 'Restricted Business' zone, but with 'Shop' and 'Office' being identified as additional permissible uses.



Scale at A4 - 1:5000 Produced by the GIS Section, Shire of Busselton, 1/02/11

Dugalup Brook Precinct

Dugalup Brook to become a landscape feature of the town centre. Encourage adjoining buildings to face the brook and facilitate pedestrian use with landscape treatments and design. Strategic laneway to form part of this precinct.

Strategic Laneway

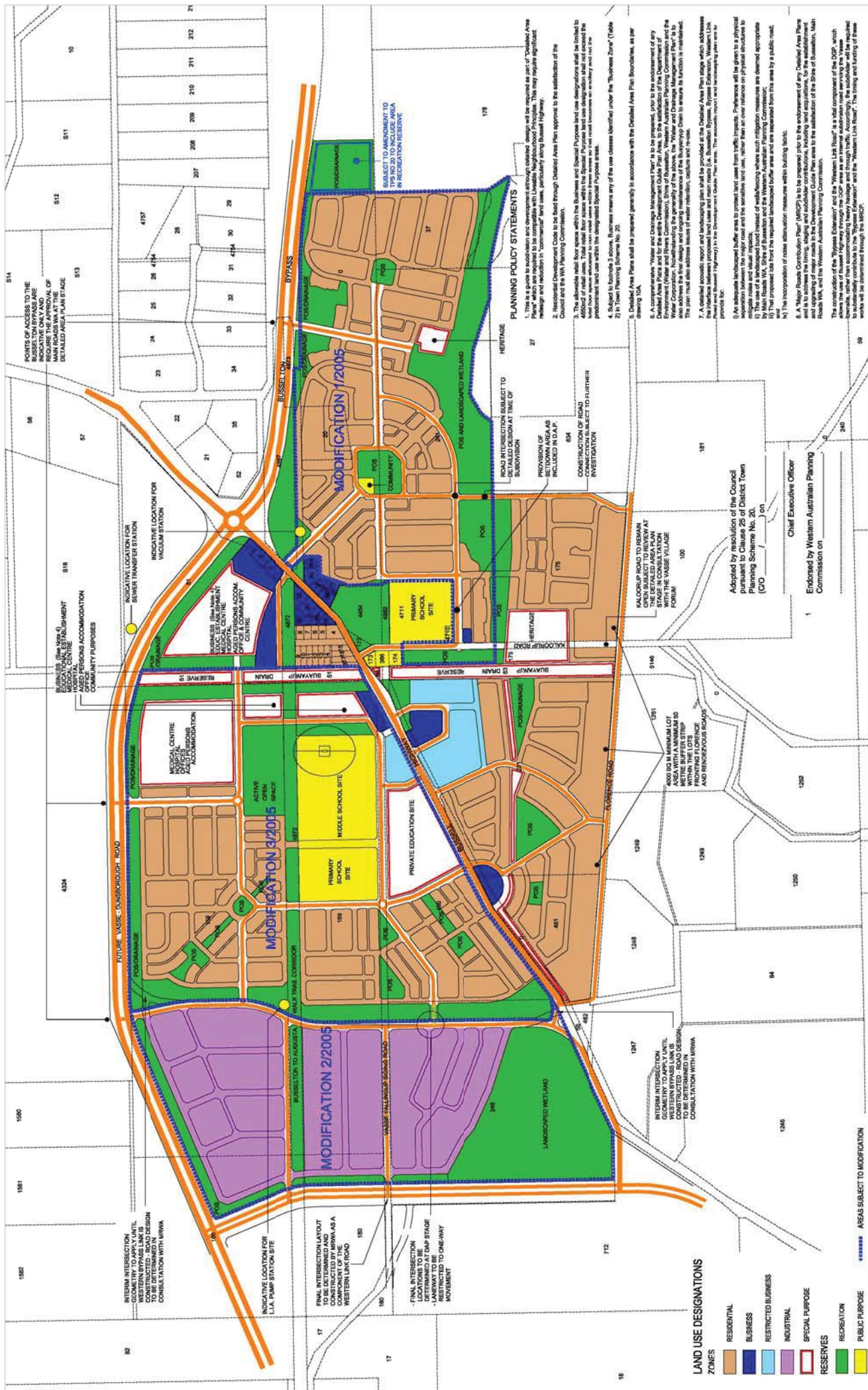
Strategic laneway to form part of this precinct.

Actions

- 1 In the development of the local planning strategy, the Council should consider allowing office uses and/or increases in permissible residential density in a limited area of residential zoning near the town centre.
- 2 Reduce the visual impact of car parking on the town centre by requiring parking to be located behind buildings fronting Dunn Bay Road and Naturaliste Terrace. Relocation of large car parking areas will foster a more convivial business environment and minimise the impact of cars and parking on the appearance of the town.
- 3 Dunn Bay Road to develop focus as the "main street" of the town centre. Landscaping treatments should reinforce this. Zero line setback to be promoted for development along Dunn Bay Road.
- 4 * Landmark site at the prominent intersection of Seymour Boulevard and Caves Road. Development at this location should be carefully considered to capitalise on the use of the site as a town centre entry statement.

Appendix A

Structure Plans



Appendix B

Issues and Opportunities Report



**Issues and Opportunities Report
Local Commercial Planning Strategy
Shire of Busselton**

26010

November 2007

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Issues and Opportunities Report Local Commercial Planning Strategy Shire of Busselton

November 2007
Reference 26010
Revision 7

Document Control***Connell Wagner***

Document ID: P:\26010\6.0 REPORTS_SPECS\OUTGOING 27.11.07\ISSUES AND OPPORTUNITES REPORT 27.11.07_REV 6.DOC

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3	02.08.07	For Stakeholder Comment	AC	AC	JB	JB
4	09.11.07	Final	JB	JB	JB	JB
5	14.11.07	Final	JB	JB	JB	JB
6	27.11.07	Final	JB	JB	JB	JB
7	28.11.07	Final	JB	JB	JB	JB

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- b) Using the documents or data for any purpose not agreed to in writing by Connell Wagner.

Contents

Section	Page
1. Introduction	1
1.1 Background	1
1.2 Strategy Objectives	1
2. Document Review	2
2.1 Overview	2
2.2 State Planning Strategy	2
2.3 Statement of Planning Policy 4.2 Metropolitan Centres Policy	2
2.4 Local Commercial Strategies – Guidelines for Preparation, Form and Content	3
2.5 Statement of Planning Policy 6.1 Leeuwin-Naturaliste Ridge	3
2.6 Liveable Neighbourhoods	3
2.7 Busselton Urban Growth Strategy	4
2.8 Draft Report on Community Facility Implementation Policy Review	4
2.9 Busselton Town Centre Guide Plan (2004)	5
2.10 Dunsborough Urban Design Strategies	5
2.11 Busselton Industrial Development Code	7
2.12 Country Land Development Program Annual Review 2005	8
2.13 Town Planning Scheme No 20 Text	8
2.14 Scheme Amendment No 72	9
3. Demographic Review	10
3.1 Population Growth	10
3.2 Population Characteristics	10
3.3 Household Income	11
3.4 Motor Vehicles	11
4. Overview of Existing Scheme and Commitments	12
4.1 Business Zone	12
4.2 Restricted Business Zone	12
4.3 Industrial Zone	13
4.4 Current Issues	14
5. Strategic Location of Future Commercial Floor Space	15
6. Urban Design Considerations	18
7. Consultation	20
7.1 Preliminary Stakeholder Consultation	20
7.2 Consultation Approach for Local Commercial Strategy	22
8. Conclusion	24

APPENDIX A

Precinct Plan and Population and Dwelling Table from
Community Facility Implementation Policy

APPENDIX B

Dunsborough Townscape Plan 2002

APPENDIX C

Dunsborough Foreshore Plan 2007

APPENDIX D

Issues and Opportunities Strategic Shire Locations

APPENDIX E

Issues and Opportunities Dunsborough Town Centre

APPENDIX F

Issues and Opportunities Busselton Town Centre

APPENDIX G

Preliminary Community Consultation Contacts

1. Introduction

1.1 Background

This Issues and Opportunities report presents information for discussion on the form and content of the proposed Local Commercial Strategy for the Shire of Busselton. The Local Commercial Strategy has been commissioned by the Busselton Shire Council as a pre-cursor to a review of the Town Planning Scheme for the Shire.

Given that the Shire is anticipated to experience sustained high population growth for at least the next twenty years, significant demands will be placed on retail, commercial and industrial floor space. A re-assessment of the current supply of related land is therefore overdue and will be addressed in the Local Commercial Planning Strategy.

This Issues and Opportunities report is based on current, relevant State Government and Local planning documents, current land use activity within the Shire, and preliminary consultation with local retailers, businesses, organizations and community groups on the commercial issues currently facing the Shire. The report seeks to identify issues and opportunities that have arisen through the study investigations so far. The report documents these issues raised through the consultation and does not present an endorsed view of the Shire Council or the WAPC. Through further consultation with stakeholders, feedback on these issues/opportunities will be sought and strategies to deal with them will be developed.

1.2 Strategy Objectives

The general objectives of the Local Commercial Planning Strategy as identified in the project brief, are to:

- Provide a broad district planning framework to co-ordinate adequate provision and location of retail, commercial and industrial development opportunities to satisfy the statutory requirements of the WAPC and a basis for the review of existing land uses allocation in the review of District Town Planning Scheme No 20. The framework should also provide a context in which proposals contained in Scheme amendments and structure plans can be assessed;
- Provide a clear statement defining commercial centres and classify existing commercial centres within the Shire (including town centres, neighborhood centres, local centres, large scale (bulky goods type) commercial and semi-industrial/service industry);
- Provide a clear statement confirming the hierarchy of existing and future commercial centres within the Shire, specifically identifying the size, purpose, function, uses and location of these centres;
- Recognise and reinforce the roles of Dunsborough and Busselton as the primary commercial centres for the Shire and minimize the potential for 'greenfield' commercial development that would detrimentally impact on the existing commercial structure and town planning scheme objectives;
- Ensure that future commercial centres provide for healthy market competition, specifically in relation to tenure arrangements, location and area;
- Encourage and provide for the creation of commercial centres as the focus for community and employment activities comprising a range of appropriate residential, retail, commercial,, semi-industrial and community uses; and
- Ensure that commercial centres are developed to a high standard of urban design and community safety

2. Document Review

2.1 Overview

The initial task undertaken for the strategy was to review the significant amount of background literature and guiding planning documentation that was relevant to commercial planning in the Busselton Shire. The purpose of this review was to gain a good understanding of these background documents and the planning framework that exists for commercial planning in the Shire.

A summary of the relevant documents and the impact of each on the strategy is set out below.

2.2 State Planning Strategy

The State Planning Strategy was endorsed by the State Government in 1996 as the overall land use strategy for the State until 2029. The strategy comprises a number of interrelated regional strategies focused on regional centres throughout the State. The main points of relevance of the State Planning Strategy for the Shire of Busselton Local Commercial Planning Strategy are recommendations to:

- Promote innovative and flexible Town Planning Schemes to allow future economic development.
- Ensure that social and service infrastructure provision is adequate to support a wide range of lifestyles in smaller regional areas.
- Assess current and future infrastructure requirements for the region to ensure new industries can develop.
- Monitor town site growth and population distribution to ensure that infrastructure provision matches the demographic profile of local areas.

2.3 Statement of Planning Policy 4.2 Metropolitan Centres Policy

The purpose of the Metropolitan Centres Policy Statement for the Perth Metropolitan Region is to provide a broad regional planning framework to co-ordinate the location and development of retail and commercial activities in the metropolitan region. It is mainly concerned with the location, distribution and broad design criteria for the development of commercial activities at the regional and district level.

While this Policy is aimed at commercial activities within the Perth metropolitan region, some of the general policy measures and guidelines for the planning and design of centre developments it contains are considered relevant to the preparation of a commercial planning strategy in a regional location.

These are:

- The need for a hierarchy of commercial centres reflected in town planning schemes
- Emphasis on functional roles and floor space provision
- Providing good access to shops and services
- Promoting attractive centres as community focal points
- Encouraging a more even distribution of employment
- promoting the use of public transport
- Provision of bulky goods retailing in regional and district centres or in designated mixed business areas
- Keeping industrial areas for industry
- Containing ad hoc commercial ribbon development
- Encourage 'main street' form of commercial development in new and established areas
- Mixed Business areas (bulky goods, retail warehouses etc) should be located with access to major roads and public transport and on commercial zoned land
- Managing impact of retail development on viability and amenity of established and planned centres

2.4 Local Commercial Strategies – Guidelines for Preparation, Form and Content

The Western Australian Planning Commission has set out Guidelines for the preparation of Local Commercial Strategies. These objectives of these guidelines include:

- Providing a comprehensive base for the planning and development of commercial centres
- Identifying a hierarchy for existing retail centres
- Identifying centres that require specific action
- Providing Council with a sound basis for the assessment of future rezoning and development applications and the consideration of future commercial centre locations
- Providing a context for review of the Shire's Town Planning Scheme and any relevant planning policies.

2.5 Statement of Planning Policy 6.1 Leeuwin-Naturaliste Ridge

The purpose of this Policy is to set out a land use strategy and settlement hierarchy for the South West area covering the Shires of Augusta–Margaret River and Busselton, in accordance with the State Planning Strategy.

While the town of Busselton is outside of the Policy study area, the Policy recognizes and acknowledges that Busselton will be the major city centre servicing the Leeuwin-Naturaliste Policy area, with the Shire population projected to be in excess of 50, 000 by the Year 2021. Dunsborough is identified as a Principal Centre, which will accommodate a major share of the Policy area's residential, large-scale commercial and other urban development over the next twenty years. Vasse is identified at a 'village level', with local level provision of commercial and community services.

The Policy states that justification for further growth, ie – development above 2000 people, must conform to Liveable Neighbourhoods Code and demonstrate employment creation to support population. It should be noted that the Shire's anticipated total future population by 2021 for Vasse is 5000 persons.

In terms of settlement design, the Policy states that commercial development will be located within designated commercial zones, with major retail developments being located in the Principal Centres, and that commercial development should reinforce the central function, focus and character of the settlements.

2.6 Liveable Neighbourhoods

Liveable Neighbourhoods (2000, WAPC) operates as a neighbourhood design code, to facilitate the development of sustainable communities. Its major aims are:

- To provide for an urban structure of walkable neighbourhoods clustering to form towns of compatible mixed uses in order to reduce car dependence for access to employment, retail and community facilities;
- To provide for access by way of an interconnected network of streets which facilitate safe, efficient and pleasant walking, cycling and driving;
- To foster a sense of community and strong local identity in neighbourhoods and towns;
- To facilitate mixed use urban development which provides for a wide range of living, employment and leisure opportunities; which is capable of adapting over time as the community changes; and which reflects appropriate community standards of health, safety and amenity; and,
- To provide an innovative approach to sustainable urban development in a bid to create 'better neighbourhoods'.

2.7 Busselton Urban Growth Strategy

The Busselton Urban Growth Strategy identifies areas within the Shire most suitable for future urban growth, based on providing a suitable and sustainable urban form, and represents an important tool in the progressive and planned expansion of the Busselton area.

The Strategy acknowledges the existing lineal urban form of Busselton's growth to date, and states that this traditional urban form has limited potential in accommodating future urban growth.

The Strategy also makes reference to the more recent urban development south of the existing town centre. This newer compact urban form provides for more efficient and sustainable development and provides the population with improved access to the retail, commercial, industrial, community and recreation facilities that, generally, are centrally located in Busselton.

Urban growth areas are identified at Ambergate North and South, Airport North, and Busselton South-East which all provide expansion of the existing town in a south and east direction. Vasse is identified as another growth area, although, given its distance from Busselton town, it will develop as a separate satellite town.

These identified growth areas, particularly Ambergate, Airport North and Vasse will accommodate some commercial development, most likely at a neighbourhood level, and some future planning for these centres is detailed in the respective Structure Plans.

The Strategy acknowledges the shortage of industrial land in the Busselton townsite and identifies land for future industrial growth in the Airport Industrial area. In support of this location, the Strategy notes:

- Excellent access from Vasse Hwy, proposed outer bypass and Bussell Hwy, and to the expanding urban community.
- Good land use separation from existing urban areas, and suitable buffering from future residential areas to the north.
- Existing land is suitable for industrial use given noise impacts of airport
- Suitable distance from existing and proposed urban areas without compromising the character, function and residential environment of Busselton town site

2.8 Draft Report on Community Facility Implementation Policy Review

A review of the Shire's Community Facility Implementation Policy 2000 has been recently carried out by Connell Wagner. This report examines the community facility needs of the Shire, and presents a policy that prescribes a precinct-based contribution rate for the provision of community facilities required for future development in the Shire.

The Shire has been experiencing sustained high population growth over the last decade and it is anticipated that this population growth will continue over the next twenty years, particularly with growth areas at Vasse, Ambergate North and Airport North being identified.

Through this precinct based study, population distribution and growth within the Shire is projected to 2021, and this data provides one of the starting points from which future commercial development can be assessed. A demographic assessment of the Shire is provided in Section 3 of this report.

The Table and Plan at **Appendix A** show the precincts, and population and dwelling projections for the Shire to 2021.

2.9 Busselton Town Centre Guide Plan (2004)

The Busselton Town Centre Guide Plan makes a series of assessments and recommendations for the improvement of Busselton's vitality, pedestrian and movement systems, built form, landscape and cultural precinct. The Guide Plan divides the town centre of Busselton into a series of precincts with a series of detailed recommendations for each – Queen Street Precinct, Cultural Precinct, Mixed Use Commercial/Residential Precinct, Tourist Development Precinct, Retail and Commercial Precinct and the Commercial Precinct.

While many of these urban design recommendations will be relevant to the preparation of a local commercial strategy, they will only apply to the activities within the Busselton town centre. Any urban design guidelines prepared as part of the Local Planning Strategy will need to address the design requirements of retail, business and industrial activities across various locations within the Shire.

2.10 Dunsborough Urban Design Strategies

The following documents provide urban design guidance for the Dunsborough Town Centre

Dunsborough Colour Palette

The Dunsborough Townscape Advisory Committee and the Shire of Busselton have adopted the Colour Palette which forms part of the Dunsborough Town Centre Policy and Guide Plan, and provides a colour theme to be used for redevelopment and new developments within the town centre. The colour theme is reflective of the character of Dunsborough Colour Palette assists in creating visual cohesion for the town, as well as identifying its seaside character. The use of the Colour Palette is required as a condition of planning approval. It is considered that the use of the Palette be continued and incorporated into an urban design theme for the town.

Dunsborough Townscape Plan 2002

The Dunsborough Townscape plan seeks to address the issues associated with rapid growth of, and adhoc development in Dunsborough Town Centre. The report provides recommendations for the town centre, foreshore area and areas adjoining the town centre. The Report included community consultation, and vehicle movement, parking and pedestrian surveys.

The main recommendations of the report for the town centre are to maintain the town centre as the main commercial core of the study area with Dunn Bay Rd being developed as a Main Street. The main vehicle routes into and out of the town centre will be Dunsborough Place and Seymour Boulevard. Improvements and treatments to CBD roads are proposed in order to improve pedestrian and vehicle safety, traffic circulation, traffic congestion and to generally improve connectivity and permeability.

Parking is also identified as an important issue for the town centre. New developments should be required to comply with car parking requirements, or provide cash-in-lieu where this is not possible. Cash-in-lieu funds should be used by Council to provide car parking in strategic locations around the CBD, and this should incorporate off street parking for cars, boats, trailers and caravans. Parallel on street parking will be provided along Dunn Bay Rd.

The Plan also recommends the appropriate provision for pedestrian and cycle facilities within the town centre.

The main recommendations for the Foreshore Area are to upgrade and link this area with the Town Centre. While retention and enhancement of the foreshore is recommended, it is recognised that some upgrading of existing areas and provision of small-scale facilities could be provided on the foreshore to promote activity and pedestrianisation of the foreshore area. It is noted that any new uses in this area would require sensitive and appropriate integration.

It is also recommended that the proposed improvements to Dunn Bay Rd in the town centre be extended along its length to the foreshore area and these proposed works are presented in the Dunsborough Landscape Plan 2005.

The Plan also makes recommendations for several areas outside the town centre:

- Link Clark St to Cape Naturaliste Rd
- Rezone Lots 1 and 2 corner Dunn Bay Rd and Cape Naturaliste Rd from 'Tourist' to 'Business'
- Extend and enhance existing creek system linking areas to the west with the foreshore
- Improve town entries off Caves Rd

A copy of the Dunsborough Townscape Plan is provided at **Appendix B**.

A set of Strategies to address particular aspects of the Dunsborough Townscape Plan 2002 have been prepared for the Shire and the following relevant recommendations of each are summarised below:

Dunsborough Townscape CBD Lighting Strategy 2007

The Lighting Strategy assesses current lighting provision within the town centre and makes recommendations for improvements for pedestrian and street lighting as required. It refers to relevant items previously identified in the Dunsborough Townscape Plan as a guide.

The Strategy assesses and recommends lighting provision based on economic, aesthetic, practical, safety and efficiency factors.

The Strategy identifies that pedestrian lighting is inadequate in the CBD and in parts does not conform to applicable lighting standards, particularly in the Lions Park (civic space) and River Gum Park (pedestrian access from CBD to Gifford Rd).

It identifies individual zones where there is a relationship between landscape, built form, vehicles and pedestrians; these being the Lions Park (civic space) and River Gum Park (pedestrian access from CBD to Gifford Rd) with the remainder of the study area being treated as road vehicle lighting.

Dunsborough CBD Cycle Ways Strategy 2007

The Cycle ways Strategy recommends improvements to existing cycle ways, and construction of new cycle ways in order to provide simple and safe cycle routes around the periphery of the Dunsborough CBD (for entry to the CBD from Caves Rd and the Foreshore).

The Strategy refers to relevant items previously identified in the Dunsborough Townscape Plan and the Draft Dugalup Brook Management Plan as a guide. Additional links are also proposed between Yallingup and Busselton and around the town greater town area. It should be noted that the Strategy does not include cycle ways within the CBD area.

The need for future cycleway routes is identified at the following areas:

- Dugalup Brook, providing a link between Geographe Bay Rd and Cape Naturaliste Rd.
- Link between Seymour Bvde / Chieftain Cres to Lorna St / Seymour Parks and PAW to Geographe Bay Rd
- Future footpath works required in the CBD are identified at the following points:
- Cyrille Way between Naturaliste Tce and Dunn Bay Rd.
- Hannay Lane
- BP garage to provide connectivity between Coles and Naturaliste Tce.

Dunsborough CBD Furniture Strategy 2007

The Furniture Strategy reviews existing infrastructure and recommends improvements to street and recreational furniture within the Town Centre. It also provides guidance on the strategic placement of different types of street furniture throughout the CBD in a manner that best serves the community.

The Strategy refers to relevant items previously identified in the Dunsborough Townscape Plan and the Draft Dugalup Brook Management Plan as a guide. Generally, furniture has been identified and placed to correspond with footpaths, cycleways, parks and reserves along Dunn Bay Rd, Dunsborough Place (Lions Park) and along Dugalup Brook.

The Strategy also provides guidelines on furniture styles which relate to uniqueness, style and ease of maintenance. Use of recycling and recyclable materials is also supported. Furniture relevant to the Strategy includes fixed and mobile bins, bollards, bike racks, single bench seats, combination picnic tables, drink fountains, barbecues and shelters.

The Strategy recommends two interpretative interest points and these have been identified along Dunn Bay Road following the proposed sculpture trail to the beach.

Dunsborough Landscape Plan 2005

The Dunsborough Landscape Plan provides townscape improvements to Dunn Bay Rd in the form of a roundabout at Dunn Bay Rd and Naturaliste Tce, and landscaping provision along the length of Dunn Bay Rd.

Draft Dunsborough Foreshore Plan 2007

The aim of the Dunsborough Foreshore plan is to link the town centre with Geographe Bay. This is to be achieved through retention of strategic views eastwards along Dunn Bay Rd, and encouragement of pedestrian activity between the commercial centre and the foreshore area.

The Plan proposes the linking and improvement of Seymour Parks to form a green corridor, which will link to the foreshore area via a pedestrian crossover on Geographe Bay Rd.

Options for future enhancement of the foreshore include a boardwalk, small café, removal of car park, public art, access to beach for disabled persons, viewing platforms, lighting, barbecues, seating etc.

It is considered that the plan will improve the opportunity for people to use the foreshore area for a wider range of activities.

A copy of the Dunsborough Foreshore Plan is provided at **Appendix C**.

2.11 Busselton Industrial Development Code

The Busselton Industrial Development Code provides a guide to Council's objectives for the development of industrial areas and buildings. The Code contains guidelines and standards which apply generally to the development of industrial areas and buildings within the Shire, and aim to:

- Result in a high quality development which provides a safe and efficient working environment
- Conserve and enhance the amenity of the neighbourhood and adjoining developments
- Provide opportunities for showroom based industrial activities, ensuring an adequate standard of development.

The Code also identifies special industrial precincts where a particular function or character needs to be maintained. These areas have specific controls relating to development and building requirements and a Guide Development Plan for each has been prepared.

The Special Industrial Precincts are the Busselton Showroom Industrial Precinct, the Dunsborough Service and Trades Industrial Park, the Strelly Street Light Industrial Precinct and the Busselton Airport Industrial Airpark Precinct.

2.12 Country Land Development Program Annual Review 2005

The Busselton-Dunsborough Land Release Plan is a WAPC initiative and forms part of the Country Land Development Program. The plan aims to identify and monitor past, current and future land use activity and associated services and development in Busselton and Dunsborough, in order to demonstrate opportunities and constraints for development.

The Country Land Development Program Annual review 2005 for the Busselton-Dunsborough region recognises the high rate of growth and development in the Shire.

In terms of potential creation of lots for commercial activity, one project area was identified in Busselton for the creation of 6 lots; however, it was acknowledged that the larger project areas of Vasse, Yalyalup and Ambergate North will eventually incorporate neighbourhood or village centres to meet the needs of the future population.

Potential land availability for industrial activity is identified adjacent to the existing industrial zoned land at the Busselton Airport (50 lots), and in Dunsborough (17 lots) adjacent to the existing industrial area on Commonage Road. An industrial business park is also planned as part of the Vasse Newtown project.

2.13 Town Planning Scheme No 20 Text

The Shire of Busselton Town Planning Scheme No 20 will be the main statutory instrument for implementing the Local Commercial Strategy.

With respect to the preparation of a Local Commercial Strategy, the format of the Scheme deals with planning consent, reserves, zones and land uses, building standards and particular zoning requirements, specific business provisions, specific industrial provisions, non-conforming uses and administration.

The uses permitted within each zone are provided in Table 2 Zoning Table, and the Use Class is cross referenced against the column for each Zone within the Shire to determine permissibility or otherwise:

- The symbol "P" means that a use may be carried out in a specific zone without Planning Consent
- The symbol "AA" means that a use may be carried out in a specific zone only with Planning Consent
- The symbol "SA" means that a use may only be carried out in a specific zone with Planning Consent issued after public advertising of the proposal pursuant to Clause 12

Where no symbol appears, the use is prohibited unless elsewhere specifically permitted by the Scheme.

Town Planning Scheme No 20 makes provision for the location and extent of retail, business, commercial and industrial uses through its land use zonings (Business, Restricted Business and Industrial Zone), and the nature of development that may occur in each of these zones.

Business Zone

Most commercial and community uses are permitted in the Business Zone with uses such as offices, shops, convenience stores, motor vehicle and marine sales premises, tourist accommodation, restaurants, showrooms, single houses, warehouses, and grouped and multiple dwellings listed as "AA" uses.

Uses requiring advertising ("SA" uses) include hotels, motels and take away food outlets. Uses not permitted include light and hazardous industry, factory unit buildings, rural industry, residential buildings, and caravan and camping grounds.

Restricted Business Zone

"AA" uses in the Restricted Business Zone include convenience stores, grouped and multiple dwellings, light industry, medical centres, bulk store, warehouses and showrooms.

Uses requiring advertising include hotels, motels, and motor vehicle and marine sales premises
Uses not permitted in the Restricted Business Zone include single houses, shops, take away food outlets, rural industry, shops, corner shops, tourist accommodation, factory unit buildings, offensive and rural industry.

Industrial Zone

The Industrial Zone accommodates bulk stores, corner shops, convenience stores, showrooms, factory unit buildings, industry, light industry, rural industry as "P" or "AA" uses.

"SA" uses in the Industry Zone include extractive industry, abattoirs, stock and sales yards, while uses not permitted include shops, single residences, offensive industry, caravan parks and camping grounds, grouped and multiple dwellings.

2.14 Scheme Amendment No 72

Council, at its meeting of 14 September, 2005 resolved to amend its Town Planning Scheme by rezoning Lot 16 and Pt Lot 17 West Street, West Busselton from 'Residential ' to 'Restricted Business', introducing 'Additional Use ' provisions to allow a DDS (Discount Department Store) on Pt Lot 17, and re-aligning the wetland area boundary on Lot 16 and Pt Lot 17 West Street.

The purpose of the Scheme Amendment is to provide future commercial development on the subject site incorporating uses appropriate to the Restricted Business zone, as well as a DDS on Pt Lot 17. The rezoning of this land is seen as an opportunity to address the acknowledged shortage of Restricted Business zoned land within the Shire, and, given the site's proximity to the established town centre, reduces pressure for an out of town commercial development, in the short to medium term.

Previous commercial opportunities in the town centre have not been successful due to the difficulties in co-ordinating and consolidating land parcels, and the extensive car parking requirements associated with this level of commercial development.

It is understood that the proposed development of the site would occur in two stages, and is likely to incorporate large format showroom and commercial uses, and a DDS under the proposed 'Additional Use' provisions. The provision of these 'comparison' retailing activities is seen as beneficial to the Shire as it will allow the Busselton catchment to remain in Busselton, and thereby reduce the level of escape expenditure to other centres within the Region.

While the site is physically separated from the immediate town centre by the highway, it remains an important location as it is the only lot of its size in close proximity to the town centre. Given this separation and the possibility that it may create some fragmentation of the town centre, it is considered crucial that detailed consideration be given to the integration of this site with the current retail core in Busselton, when development of the site is being assessed.

Amendment 72 received final approval from the Minister in June 2007, and it is understood the Shire and the proponents are currently considering future development options for the site.

3. Demographic Review

3.1 Population Growth

The Shire of Busselton has been experiencing a period of rapid and sustained growth over the past decade and it is expected that this growth rate and population increase will continue into the coming decade and beyond.

The Shire is one of the fastest growing, non-metropolitan local authority areas in the State with its population increasing from 7000 persons in 1971 to 26,638 persons in 2006, and the Shire's Demography and Planning Report estimates that the annual average growth rate for the Shire over the last ten years was approximately 5.1%. It is estimated that the total Shire population will reach 42,000 by 2021.

While there have been some minor population increases in the smaller rural centres, the population distribution in the Shire remains predominantly accommodated in the Busselton and Dunsborough urban areas, with populations of approximately 15,400 persons (70%) and 2970 (13.5%) in 2001 respectively.

Growth is expected to continue in the existing urban areas, historically following the Geographe Bay frontage in an east west form, however, the Shire's Urban Growth Strategy 1999 has identified several new growth areas to accommodate population growth in the short, medium and long term, in areas to the south of the existing, built up urban area. These growth areas at Airport North, Ambergate North and Vasse may potentially accommodate up to 24,000 new residents in the long term.

3.2 Population Characteristics

Busselton has been typically characterized by its ageing population, however, factors such as changes to the local area economy and employment base, the attractiveness of the areas lifestyle to younger and more established families, and the impact of those seeking a 'sea change' are contributing to a shift in the age structure of the population.

Generally, age and gender characteristics from the ABS 2006 Census for the Shire are similar to those for the State, however, the following comments regarding this aspect of the demographic profile are made.

The proportion of the Shire's population in the younger age groups (0-14 years) at 21.8% is higher than that for the State (20.2%) and it is suggested that the proportion in this younger population group may continue to increase given opportunities for first home buyers and families in the Shire's developing urban areas.

The 30-39 age groups are equally represented as a proportion of the Shire and State population at 14 per cent each. The proportion of the population in the 15-24 and 25-54 age groups in the Shire is slightly lower than that of the State average. The 55 and over age group is over represented in the Shire, comprising 26.4% of the population compared with 23% of the State population.

Trends within the structure are more pronounced when viewed at a Shire level across several Census years. The increase in the numbers of young people and families is significant across the 1991 to 2001 Census periods; an increase of 2528 to a total of 6692 persons in the under 19 age group representing a 60% increase, and an increase of 4341 to a total of 10282 persons in the 20-54 age group representing a 73% increase. As a proportion of the population, the percentage of residents in the 20-54 age groups has increased from 44% in 1991 to 47% in 2001.

While the number of residents aged 55 years and over has increased from 3388 to 4894 over this ten year period, there has been a reduction in the proportion of this age group in the population from 21.5% in 1991 to 22.3% in 2001. The Shire of Busselton Leisure Services Plan notes that the over 55s age group is showing the slowest rate of growth of all age categories.

Of most interest is the fact that the Shire's population is continuing to grow at a rapid rate and this will obviously increase the demand for retail goods and services in the Shire. The types of goods and services sought by residents will also broaden.

The Shire's higher than average proportion of younger people (0-14 years) combined with the increase in the 20-54 age group, indicates that young families are becoming more dominant as a component of the population. Particularly in the newer structure planning areas which are likely to attract young families, the demand for commercial goods and services will be high. The scale and range of commercial uses appropriate to these new centres must be carefully considered in order to ensure lively and efficient neighbourhood centres while ensuring the continued retail primacy of Busselton and Dunsborough.

3.3 Household Income

ABS Data from the 2006 Census shows that the largest single household income group is the \$1000-\$1199 per week group which comprises 12.2 percent of all households in the Shire. This is a substantial shift from the 2001 Census which showed that this income group comprised only 7.6 percent of all households. The second largest single household income group in 2006 is the \$500-\$649 per week group which accounted for 12 percent of all households.

A total of 1785 households (20%) in the Shire have weekly incomes of less than \$500, and this is a substantial decrease on the 2001 statistic which showed 33 percent of households in the Shire had weekly incomes less than \$500. The total proportion in this income group in the State in 2006 is 28 percent.

A total of 3862 households (42.5%) in the Shire have weekly incomes above \$1000 per week, and this is a substantial increase on the 2001 statistic which showed 25 per cent of households in the Shire had weekly incomes above \$1000 per week. The total proportion in this income group in the State in 2006 is 41 percent.

The examination of household incomes provides an indication of the potential income that may be spent by households on retail goods and services. This in turn will correlate to the provision of retail and commercial floor space that may be required to meet the needs of the Busselton community.

3.4 Motor Vehicles

Motor vehicle ownership is also a factor to be considered in terms of the provision of retail and commercial activity as it provides an indication of the mobility of the population and the related ability to access retail and commercial services in a community.

The 2001 ABS Census statistics show that approximately 51.5 percent of households in the Shire have two or more motor vehicles, which is above the State figure of 50.3 percent. There are 466 households with no motor vehicles (5.5%) which is below the State average of 7.6 percent.

The largest groups are households with two vehicles (37.2%), closely followed by households with one vehicle (36.3%).

Generally, households in the Shire of Busselton have more vehicles per household than the average for the State, and this can, in part, be attributed to the Shire's regional and rural setting. Retail provision, however, should also still be considered in terms of the Liveable Neighbourhoods Code where small neighbourhood and local centres, as is appropriate to the community, are located to provide local retail, and other services, in walking distance of most dwellings. These centres not only provide a focus for local neighbourhoods, but are also important in generating walking trips within communities.

4. Overview of Existing Scheme and Commitments

While a detailed examination of the existing and future retail, commercial and industrial developments and retail trends in the Shire will be carried out as part of the Demand Analysis phase of the Strategy, a preliminary overview of the disposition of retail, commercial and industrial zones within the Shire is provided below.

4.1 Business Zone

The main areas set aside under the Scheme for Business related activities are the established centres of Busselton and Dunsborough.

Smaller, Business zoned commercial centres are provided throughout the Busselton urban area in West Busselton, Broadwater, Vasse, and Port Geographe.

The objectives for the **Business Zone** under Town Planning Scheme No 20 are:

- To provide for conveniently located shopping and other service-associated commercial activities which could reasonably be expected to be found in a centre servicing an ultimate trade area population in the order of 15,000 – 25,000 people.
- To maintain and reinforce the viability of existing commercial centres, including those supporting adjoining agricultural areas.

Policies applicable to the **Business Zone** are:

- To encourage the provision of retail and other business services and associated development to add strength and diversity of existing centres.
- As far as is practical and appropriate to allow market forces to influence the location of retail and office uses within existing centres with minimal intervention by Council.
- To allow residential development only where it is subsidiary to the primary commercial purpose.
- To utilize and strengthen the existing Central Business Districts of Busselton and Dunsborough as the primary retail and commercial centres of the Shire by active discouragement of any new 'out of town' shopping centres other than neighbourhood shopping centres, convenience stores and the like.

One of the main issues facing the Busselton town centre is the level of underutilized commercially zoned land which has been difficult to develop, due to the historical creation of much of the CBD as small lots. Overcoming this fragmented landholding problem would allow for larger commercial developments to locate in the city centre, which is desirable given the Shire's commitment to focus and promotion of the Busselton's town centre for major retailing activity.

The smaller, local commercial centres outside the town centres essentially provide for the day to day needs of the surrounding residential population, as well as cater to the local workforce and passing tourist trade. It is considered that these small, neighbourhood centres should be protected as they provide an important role in providing local, accessible services and can provide a means of local, community focus.

4.2 Restricted Business Zone

Restricted Business Zoned areas within the Shire are fairly limited, and are concentrated along the Bussell Hwy and West Street on the outskirts of the Town Centre.

The objective of the Restricted Business Zone is:

- To make adequate provision for other commercial needs and opportunities not ideally located in the Town Centres within the Shire whilst having regard for the predominance of the Town Centres

Policies applicable to the **Restricted Business Zone** are:

- To provide for development having relatively low traffic- generating characteristics but not high turnover shops and offices that might more properly be located in the Business Zone; and
- To provide for relatively low intensity commercial and retail uses with extensive floor space requirements which, by the nature of the activity conducted, require relatively direct and easy access to motor vehicle parking areas for loading; and
- To provide for development which will not result in a detrimental impact on surrounding commercial centres or an overall adverse impact on commercial centres;
- To restrict development which is likely to contribute to ribbon development, the spread of town centres or otherwise detrimentally impact the efficiency of main or arterial roads

The Restricted Business Zone accommodates low intensity commercial and retail uses, and activities that are generally low traffic generating and have greater floor space requirements. Currently, these zones are provided on the fringe of the town centre extending westwards along Bussell Highway. There is currently no Restricted Business zoned land in Dunsborough.

4.3 Industrial Zone

The Industrial zoned areas in Busselton currently include the Strelly Street Light Industrial area, and the Airport Industrial area, while in Dunsborough, Industrial zones are provided at the Clark Street Light Industrial Area near to the town centre, and at the Dunsborough Industrial Park along Commonage Road. There are also several lots zoned for Industrial use at Vasse which service the local industrial needs of the town.

The objectives of the Industrial Zone are:

- To encourage and facilitate employment-generating development which will contribute to the economic and social well-being of the Shire
- To provide for industrial, service and storage activities which, by nature of their operations, should be isolated from residential areas

Policies applicable to the **Industrial Zone** are:

- To allow a broad range of industrial uses so as to provide increased and diverse employment opportunities in the Shire;
- To provide opportunities for non-industrial commercial activities that may reasonably be located in an industrial zone;
- To allow for industrial development and any other purpose ordinarily incidental or subsidiary to industry in a manner which is compatible with other types of development in the vicinity;
- To allow for any purpose primarily intended to service persons occupied or employed in purposes allowed in the zone;
- As far as is practical and appropriate, to allow utilization of existing premises for small operations and light industry, including changes of use of those premises, with minimal intervention by Council;
- To incorporate buffer areas within the zone as may be necessary to protect neighbouring residential or other sensitive land uses from the impacts of industry;
- To ensure industrial subdivision and development does not adversely impact on the environmental values of the site, immediately surrounding area or the region in general.

The Shire's Industrial Development Code applies to all industrial development and showroom industrial precincts within the Shire, and provides development guidelines and standards and relevant for these uses.

The Yalyalup Industrial Needs Assessment 2006 shows the increase in encroachment of non-industrial uses in some established industrial areas in the Perth Metropolitan region. These are typically service industry and office business uses.

While data showing current floor space by PLUC is currently being analysed, this scenario is considered to be equally relevant in the Shire of Busselton where traditional industrial areas on the outskirts of both Busselton and Dunsborough are under pressure to accommodate service based and office uses. This also results in a shortage of industrial zoned land being available for genuine industrial uses.

The establishment of the Yalyalup Industrial Park, providing an area of 237 hectares for future industrial uses in the Region, will ensure that there is an adequate supply of industrial zoned land to service the Region's expanding population, as well as provide local work opportunities.

4.4 Current Issues

Preliminary consultation indicates that there is insufficient land set aside for Restricted Business and Industrial uses, and this shortage has resulted in increasing land prices.

Given the Shire's continuing high population growth, the Local Commercial Strategy will need to address the anticipated, corresponding increase in demand for commercial land, particularly in the Restricted Business and Industrial zones within the Shire.

One of the key issues in relation to industrial land is the intrusion of retail / commercial uses into industrial areas. This is particularly acute in the Strelly Street industrial area. It is anticipated, however, that these types of uses may relocate back to the restricted business portion of the Amendment 72 site, thereby freeing up land for industrial use in the Strelly Street area.

5. Strategic Location of Future Commercial Floor Space

The primary objective of the Shire is to maintain the commercial primacy of Busselton and Dunsborough, and this is reinforced by the objectives of the Shire's TPS No 20 in relation to the objectives of the Business Zone.

For residents of the Busselton-Margaret River region, regional commercial facilities and the related expenditure are currently being focussed on Bunbury.

Busselton is currently serviced by one small DDS in the town centre. It is considered that development of an additional DDS in a town centre location, in the short to medium term, would be both logical and viable. This type of development has, to date, been difficult to achieve in the town centre due to land assembly issues (requiring an amalgamation of lots under different ownership to achieve required landholding size). However, development incentives could be used to encourage and promote the development in the core of the town centre. Incentives could include:

- Building height bonuses
- Relaxation of parking requirements
- Additional retail space where residential use is provided in a mixed use context

The re-development of the disparate land parcels in the Town Centre should also be facilitated through the preparation of precinct plans in the TPS.

The recent approval of Scheme Amendment 72 on Lot 16 and Pt Lot 17 West Street will facilitate the development of a second DDS in the town centre, albeit in a location on the fringe of the town centre core.

Given the Shire's projected population increase to 42,000 people by 2021, it is anticipated that the need for a third Discount Department Store (DDS) could not be demonstrated in the short to medium term. As a longer term option, however, development of a third district centre with a DDS should be given consideration, and there has been some discussion regarding the potential of new growth areas on the periphery of the Busselton urban area to accommodate these retail activities.

Preliminary consideration of alternative sites for the development of a DDS has focussed on Vasse and Ambergate. The Issues and Opportunities Map at **Appendix D** shows the possible locations for major commercial development within the Shire.

The town site of Vasse is anticipated to reach a total population of 3800 people by 2021, with an ultimate, total population of approximately 5,000 people. Its central location in the Region, proximity to the retail catchments of Dunsborough, Margaret River and Busselton, the ready supply of available land and its proposed long term role as a 'satellite' town of Busselton are factors that may provide support for more substantial retail development in the town. It is understood that the developers of Vasse are keen to preserve the option for such development in the form of a DDS with associated specialty shops in the town.

Ambergate North is anticipated to reach a total population of approximately 1,700 people by 2021, with an ultimate, longer term population of 14,000. The development of Ambergate South may also realise a substantial population of approximately 10,000 people in the longer term.

Ambergate has a central location in terms of the Busselton catchment and provides good access to Busselton, and the wider Region. While the future population of Ambergate may have the capacity to support the establishment of a DDS, the provision of local and neighbourhood level retail activities may be sufficient to cater for local needs and services. The owners of Ambergate are currently examining the retail component of the plan for the area.

The development of Provence is likely to create demand for a neighbourhood village centre which will cater for local needs and services. For these residents, Busselton will continue to provide major retail needs and services.

An 'out of town' location for a third DDS in the long term, should be carefully considered, however, given that this could have a detrimental impact on the commercial integrity and vibrancy of the Busselton town centre.

Consultation with stakeholders has highlighted the location of a second DDS in Bunbury as creating similar negative impacts on the town centre, and this has taken some time to improve.

The development of Dunsborough is seen to be in the form of consolidation, rather than further substantial growth. This would allow the town to retain its 'village' feel, as far as possible. Dunsborough town centre is recognised as having urban design and traffic issues; there is no recognisable centre as such, some commercial buildings do not address the street, the location and design of car parking is unsatisfactory, and there is inadequate provision for the safe and effective movement of pedestrians and vehicles.

Further specialist retail activity in the main centre of Dunsborough could be consolidated and built upon. This retail expansion could be considered in the current Industrial zoned land along Clark Street and adjacent to the town centre, where encroachment of non-industrial uses has already begun to occur. This would allow genuine industrial uses to be suitably accommodated in the outer industrial area on Commonage Road, away from the town centre, and the surrounding residential areas.

The supply of land for other commercial activities in Busselton which require larger sites eg – larger format retailing, trade display, car sales yards, also appears to be in short supply. While amalgamation of some land holdings in the town centre may provide the lot sizes required to accommodate larger commercial developments, the suitability of a town centre location for such uses is questionable. Car sales yards, in particular, would benefit from an out-of-town location, on a highway or other main road providing good access, with high visibility and exposure.

¹The Minister for Planning and Infrastructure recently refused a proposed amendment to TPS.20 to rezone Portion Lot 1 Causeway Road from "Special Purpose - Service Station and Plant Nursery" to "Special Purpose - Motor Vehicle and Marine Sales Premises and Motor Vehicle Repair" near the roundabout at the corner of Causeway Road and Bussell Highway. The reasons for refusal relate to the undesirability of the location for expansion of commercial uses; detrimental to tourism image of the town; and potential to set an undesirable precedent for ad hoc development.

A key issue for the Local Commercial Planning Strategy is to nominate an appropriate area for the future location for this type of use.

The Shire of Busselton Local Commercial Strategy Demand Analysis is currently being finalised and focuses on projecting the floorspace by Planning Land Use Category (PLUC) that is likely over the next 20 years based on the likely level of demand for goods and services. The Demand Analysis is based on the DPI 2006 Busselton Land Use Survey which provides current land use and floorspace data for the Shire.

The Demand Analysis provides an overview of the changes in floorspace that have occurred since the last Busselton Land Use Survey (1998) and forecasts future floorspace for commercial and industrial complexes, by land use category to the year 2026.

¹ The Minister's refusal to grant final approval to TPS No.20 Amendment No.99 was for the following reasons: the proposed use conflicts with TPS 20, represents ad hoc ribbon development and expansion of commercial uses away from established areas; establishes a use in a visually prominent location that will be to the detriment of existing commercial areas and undermine the overall image and role of the Busselton townsite as a significant coastal tourist destination; the amendment will create an undesirable precedent for the ad hoc expansion of commercial ribbon development without an appropriate strategic planning framework to control and coordinate land use planning in an orderly and proper manner; is premature and will pre-empt the outcomes of the Scheme Review and proposed Local Commercial Planning Strategy; proposed Amendment No.72 to TPS No.20 is likely to provide a more suitable location for the proposed car yard use given its location adjacent to existing car yards and other complimentary and compatible uses.

General results show that ratio of floorspace to population for each planning land use category has increased over the 8 year period, reflecting Busselton's role as a regional centre, that can support a higher level and wider range of activity. Storage and distribution uses have experienced the greatest land use ratio per capita increases, which show that Busselton is now functioning as a major trade centre within the Region.

Current floorspace to population ratios are compared with the average, minimum and maximum ratios of all regional areas, to provide an estimated likely ultimate floorspace to population ratio by land use type for the Shire. Based on these ratios and projected population, projections for total floorspace by land use category in commercial and industrial complexes are presented in the Demand Assessment.

6. Urban Design Considerations

The Urban Design component of the Local Commercial Planning Strategy will ensure that appropriate design principles and mechanisms are in place for future retail, commercial and industrial developments in the Shire.

The functionality of both Busselton and in particular Dunsborough, has suffered through the lack of policy guidance on sound urban design principles. The resulting strategy will improve this situation and develop some clear and well articulated urban design principles.

Commercial development should also adhere to the objectives and the guidelines of the Liveable Neighbourhood - Community Design Codes.

The preliminary public consultation process has highlighted many areas of concern with the amenity, safety and presentation of the Busselton and Dunsborough town centres.

In Dunsborough, it is apparent that the Local Commercial Strategy will need to address the following issues:

- Accessibility for all users
 - Pedestrian, cyclists, cars, service vehicles, public transport
- Car parking provision, location and access
 - Car parking provision is inadequate
- Relocate areas for car parking away from the centre of the main streets, and away from the core of the town centre to provide a more pedestrian friendly and safe town environment
- Encourage local workforce to park on fringe area of town
- Provide for safe and efficient movement of service vehicles
- Consolidation and shared use of vehicle access and car parking facilities, particularly on Dunn Bay Rd
- Provide areas for parking of boats, trailers, caravans on periphery of town centre
- Provide areas for car parking to the rear of commercial buildings where possible
- Traffic Movement
 - Provide for safe and efficient movement of service vehicles
 - Discourage through traffic in town centre
 - Parking to be provided in a manner that will not interfere with the safe movement of vehicles in the town
- Pedestrian Movement
 - Encourage pedestrian activity
 - Ensure that pedestrian movement is safe and pedestrian/vehicle conflicts are reduced
 - Encourage pedestrianisation of foreshore, by providing a link between the town centre and the foreshore along DunnBay Rd
- Entry Statement
 - Entrance to town is currently unclear and confused
 - Access to town along Naturaliste Tce ends in car park
 - Need to provide obvious main entry roads and statement in the town centre
- Building Design
 - Commercial development/shopfronts should address the street in a traditional manner in order to create active street frontages

The map at **Appendix E** presents some of these issues and opportunities relevant to future commercial activity in Dunsborough.

There are many reports that have been prepared over the past ten years relating to the growth and development of Dunsborough Town Centre. These reports, reviewed in Section 2.10 of this document, provide valuable survey and research work, and many valid recommendations for the future

development of the town. Relevant aspects of each will be incorporated into the Urban Design component of the Strategy.

Development and design of the Busselton Town Centre is currently guided by the Busselton Town Centre Guide Plan (including Busselton Cultural Precinct) Jan 2004. This document makes recommendations regarding the improvement of Busselton's vitality, pedestrian and movement systems, built form, landscape, and cultural precinct.

The Town Centre Guide plan identifies a series of precincts along with specific recommendations regarding the future development and character of these precincts, and strategies for implementation of the plan.

To date, the following issues have been identified as relevant to the Local Commercial Planning Strategy:

Accessibility for all users

Pedestrian, cyclists, cars, service vehicles, public transport

Carparking provision, location and access

Consolidate access points and car parking areas for commercial properties on Bussell Hwy
Provide areas for car parking out of core centre but within close proximity to main commercial area to ensure consistent use

Pedestrian Movement

Consider creation of malls along Prince, Duchess, Kent Streets to reduce traffic in core and make a more people friendly town centre
Consider re-opening and developing existing rear laneways for pedestrian use and possible retail activity

Entry Statement

Reinforce entry statement at Causeway Road/Bypass intersection. Possible relocation of main entry statement further east along Bussell Hwy, towards Provence subdivision.

The map at **Appendix F** presents some of the issues and opportunities relevant to future commercial activity in Busselton.

7. Consultation

7.1 Preliminary Stakeholder Consultation

Initial consultation on the Strategy has been carried out with various local organizations, retailers and business groups. The following is a summary of the comments and issues that have become apparent as a part of this process.

BUSSELTON CHAMBER OF COMMERCE BRIEFING BUSSELTON 2020 GROUP BRIEFING LOCAL RETAILERS AND BUSINESSES

Issues

- Lack of land zoned for Restricted Business and Industrial uses – demand for appropriately zoned land is strong
- Lack of developable land in the industrial and showroom precincts has led to large price increases, making development a difficult proposition, works against business development within the Shire
- Encroachment of showroom uses in General Industrial zoned land – Dunsborough & Busselton
- Need to reduce speculative commercial land ownership – have requirements for building within specified time periods. This is particularly relevant given current land shortages
- Car yard operators are frustrated at lack of suitable, affordable land for their activities. Feeling 'land-locked'. Need road frontage, good visibility and (Hwy, east and west side of Causeway Rd or slip road off By pass ideal) and exposure with a minimum land area of 6000-8000 square metres in suitable precinct.
- Large number of businesses needing 1 – 4000 square metres
- Parking problems in CBD. Cash-in-lieu is restraining development, limiting cash-in-lieu payments may help to alleviate this.
- Some areas of CBD subject to 'blighting'.

Opportunities

- Opportunity for Industrial land development in rural area on Bypass /Chapman Rd
- Relocate town entrance/entry statement out near Provence subdivision
- Maintain CBD as a priority and focus for commercial development
- Need for more creative solutions to free up land. Offer incentives to developers to overcome issues with land assembly (very few large land parcels available for development) and promote amalgamation of small, inner city lots
- Commercial use as one possible option for the following areas -
- South of the Strelly St roundabout adjacent to the bypass road
- Near the main entrance to roundabout
- East and west side of Causeway Rd
 - East of the main roundabout towards the Provence subdivision, south side of the highway
- Increase height restrictions in CBD to allow development of small lots
- Increase residential densities in the surrounding city centre areas to improve vibrancy of centre and improve safety and security
- Suggested locations for motor vehicle sales yards are east or west side of Causeway Rd, south side of Bussell Hwy towards Provence, near roundabout at corner of Causeway Rd and Bussell Hwy
- Acquire or allocate land for peripheral parking close to the CBD. Opportunities for double storey car parks, paid street parking
- Make better use of walk-through malls/alleys and /or revitalise back lanes to better integrate areas and link main street with areas behind (Prince St and Kent St) and around (fig tree lane for example) Provide incentives for common /shared access between CBD properties

- Encourage commercial development mixed with medium density residential development which may help to overcome 'blighting' of land in the CBD.
- Development of a night life policy applicable to the town centre to cover areas such as late night trading, noise etc (similar policies apply to areas of Northbridge and Fremantle CBD) to protect the amenity of future inner city residential areas
- Possibility of providing more pedestrian malls on Prince/Kent/Duchess Streets
- Provide parking on the fringe with local bus system connecting to the town centre
- Development enquiries and approvals process- improve communication and assistance between the Shire and local businesses.

DUNSBOROUGH TOWNSCAPE ADVISORY COMMITTEE BRIEFING

Issues

- Physical constraints to expansion of Dunsborough Town Centre
- Parking provision in town inadequate since Coles development
- Need suitable location for long term parking for workforce of the town – currently using short term/convenience bays in town centre
- Lack of town core, focus or identification of main street
- Lack of legibility of road system, movement and circulation in the town centre
- Movement around the town is not pedestrian-friendly
- Parking on-site for individual developments is not conducive to functioning movement framework
- Concern about the influx of franchises
- Lack of comprehensive Design Guidelines for the town
- May need to reconsider the current two storey height restriction in light of parking issues
- Encroachment of non-industrial uses (mostly commercial) into the Clark Street Light Industrial Area, possible change of zoning to allow commercial /business uses in this location
- Development opportunity at the entrance to town on cnr of Caves Road/ Seymour Boulevard – landmark site, careful urban design required
- Maintain village feel of Dunsborough

Opportunities

- Size and extent of town centre to be determined
- Consideration of cash-in-lieu of parking provision
- Consideration of the types of shops, businesses that we want to attract to Dunsborough
- Accessibility to be improved for pedestrians; cyclists; vehicles; boat trailers; caravans and public transport
- Opportunity for creekline and foreshore to be a feature of the town;
- Design Guidelines to emphasise and enhance the village characteristics and scale of the town
- Provide incentives (height bonuses) to provide rational parking solution
- Reassess the function of Dunsborough – it provides a tourist niche and has a local/district commercial function. Not a regional centre. Need to encourage passive design, and a local urban design theme and aesthetics appropriate to the "seaside feel" of the town
- Provide link from town to foreshore and encourage pedestrianisation of foreshore
- Possible rezoning of the Clark Street Light Industrial Area to provide more commercial floor area in town centre.
- Development opportunity at the entrance to town on corner of Caves Road/ Seymour Boulevard – landmark site, careful urban design required.

7.2 Consultation Approach for Local Commercial Strategy

Issues and Opportunities Paper

Initial community consultation has been carried out with some community groups and business organisations, local retailers and businesses. The purpose of this has been to understand future demand for retail, commercial and industrial developments in the Shire through the local community's aspirations and needs for services and facilities. A list of the stakeholders included as part of the initial consultation is provided at **Appendix G**.

In order to provide opportunity for further input, this Issues and Opportunities paper has been forwarded to these stakeholders for comment, prior to preparation of the Draft Strategy.

The stakeholders include representatives from the local retail, commercial and industrial business communities in Busselton and Dunsborough, local organisations and community groups, and relevant State Government agencies.

The following comments and issues have been raised as a result of this preliminary consultation process:

- Difficulty in developing land in town centre for office /retail uses as lots are too small and development costs associated with land amalgamation are prohibitive
- Amount of current government accommodation along Queen St restricts further retail growth.
- Concern that development of Lot 17 West St may provide for the needs of large occupiers only, with smaller showroom uses not being accommodated at this site.
- Concern that the current demand for more industrial land is not being met, and that the proposed industrial development near the airport should be fast tracked to provide land releases in the shorter term.
- Possible opportunities for further commercial development along the Dunsborough foreshore
- Use of Seymour Park, adjacent to Dunsborough foreshore, for event/ peak overflow parking, rather than permanent car parking provision
- Possible Dunsborough CBD extension to continue along Dunn Bay Rd, to Geographe Bay Rd
- Concern that while preliminary consultation has provided an understanding of the needs of the local community, the suggested planning responses put forward by members of the local commercial sector may not accord with orderly and proper planning principles and policies for the Shire eg. ribbon development along main entrance roads into Busselton, lack of Restricted Business Zones and DDS site when recent approval for Amendment 72 may address this need. The continuing development of the Commercial Strategy and further consultation will allow a comprehensive consideration of broader community needs and aspirations to be made and strategies to respond to these issues will be made accordingly.

It is the Shire's intention to establish a Technical Working Group involving:

- Shire of Busselton;
- Department for Planning and Infrastructure;
- South West Development Commission;
- Chambers of Commerce;
- Busselton 2020 and
- DTAC representatives.

Urban Design Workshop

An urban design principles workshop is proposed in September, upon completion of the Demand Analysis phase of the project.

This workshop will be conducted with relevant Council staff and external stakeholders (as considered appropriate) and will provide an opportunity to better understand community aspirations, needs and facilities for commercial development in the Shire.

This process has, in part, been commenced through the initial community briefings held in Dunsborough and Busselton towns.

It is envisaged that the following urban design issues would be addressed at the workshop:

- Relationships to the street and setbacks
- Pedestrian links and traffic management
- Car parking – form and function
- Building form, materials and height
- Relationship with community related uses (open space and parkland)
- Allocation of future commercial and industrial land uses
- Signage
- Landscaping

Public Consultation on Draft Strategy

A presentation of findings arising from the Demand Analysis and the proposals incorporated into the Draft Commercial Planning Strategy will be given to the Council.

In order to obtain wider community views on the Draft Commercial Planning Strategy, a workshop will be held in Busselton involving the local community.

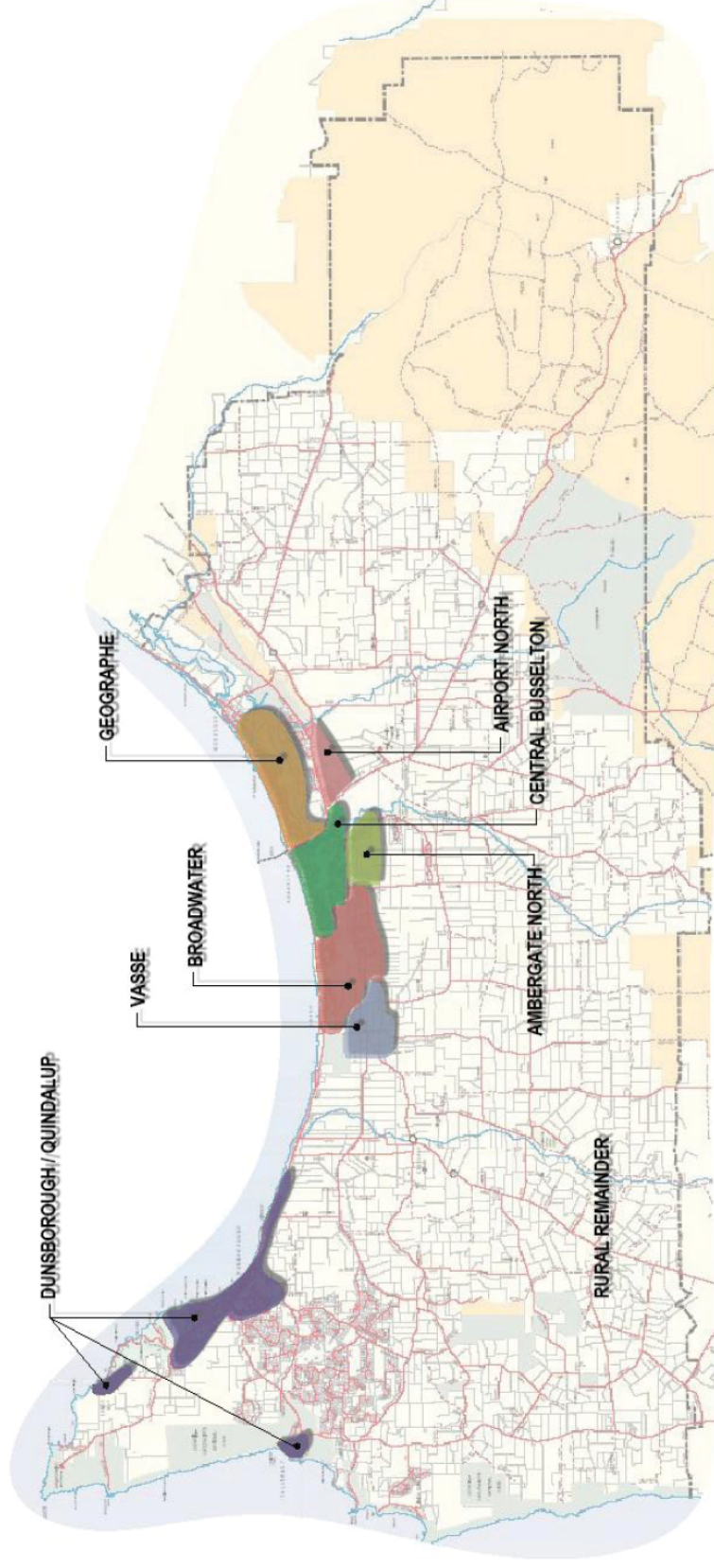
8. Conclusion

The next step in the development of the Local Commercial Strategy is to undertake a comprehensive demand analysis for retail, commercial and industrial development in the Shire. This analysis will be based on medium to long term population projections for the Shire, identifying existing floor space figures for retail and commercial centres and industrial development based on 2006 DPI land use data, and forecasting future floor space requirements for these activities.

The issues and opportunities presented in this report, based on literature reviews and preliminary consultation with local retailers, businesses and organizations, combined with the information provided above, will provide a base from which to develop recommendations for future commercial growth in the Shire as part of the Commercial Strategy.

APPENDIX A

Precinct Plan and Population and Dwelling Table from
Community Facility Implementation Policy



PRECINCT BOUNDARIES FOR THE SHIRE OF BUSSETTON



Shire of Busselton: Population and Dwelling Projections 2006 - 2021

Precinct	AAGR 2001-2006	2006* Dwellings	2006* Population	2006 Occup. rate	AAGR 2006-2011	2011 Dwellings	2011 Population	2011 Occup. rate	AAGR 2011-2021	2021 Dwellings	2021 Population	2021 Occup. rate
Dunsborough	-	2,774	3,910	1.4	3.7%	3,250	4,700	1.4	2.5%	4,400	6,000	1.4
Busselton	-	2,734	6,245	2.3	0.7%	2,850	6,400	2.2	0.6%	3,400	6,800	2
Broadwater	-	2,834	6,760	2.4	2.8%	3,100	7,750	2.5	1.2%	3,800	8,750	2.3
Geographe	-	2,109	4,575	2.2	1%	2,300	4,800	2.1	1%	2,800	5,300	1.9
Ambergate North	-	17	40	2.4	44%	100	250	2.5	21%	750	1,700	2.3
Airport North	-	98	310	3.2	29%	800	1,100	1.4	14.5%	1,900	4,250	2.2
Vasse village	-	25	80	3.2	69%	800	1,100	1.4	13.2%	1,700	3,800	2.2
Rural Remainder	-	2,237	4,718	2.1	1.5%	2,300	5,100	2.2	0.6%	2,500	5,400	2.2
SHIRE TOTAL	2.9%	12,863	26,638	2.1	3.2%	15,500	31,200	2	3%	21,250	42,000	2

Source: 2006 ABS Census Data and estimated resident population data published in July 2007.

APPENDIX B

Dunsborough Townscape Plan 2002



APPENDIX C

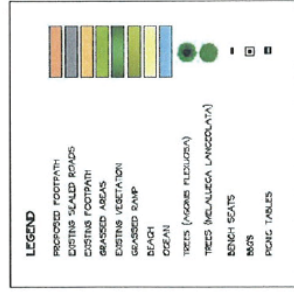
Dunsborough Foreshore Plan 2007

Foreplay -

The foreplay part of enhancement will involve the opportunity for people to allow the space for the park, the jilly and board walks create interaction between the land and the sky, people are able to cross between elements as part of the redesign the car park is removed to provide a more pedestrian friendly landscape.

opportunities for the park include:

- Green corridor of open area for community recreation and events with a scode
- Low stress erosion impacts
- Space use / recreation close to the beach with access area
- More shade and seating
- Attractive pathways with views / outlook
- Recreation / exercise / walking paths along foreplay
- Creation of alternative parking area to foreplay
- Increased amenity and recreation opportunities for the public
- Increased access to the beach via formal ramps and grassed bridge
- Green ramp for provision of access to the foreplay for launching of small non motorised boats
- Informal footpath to foreplay

[illegible]

 **Shire of Busselton**
Creating a better life

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 **OPUS**

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APPENDIX D

Issues and Opportunities Strategic Shire Locations

DUNSBOROUGH TOWN CENTRE

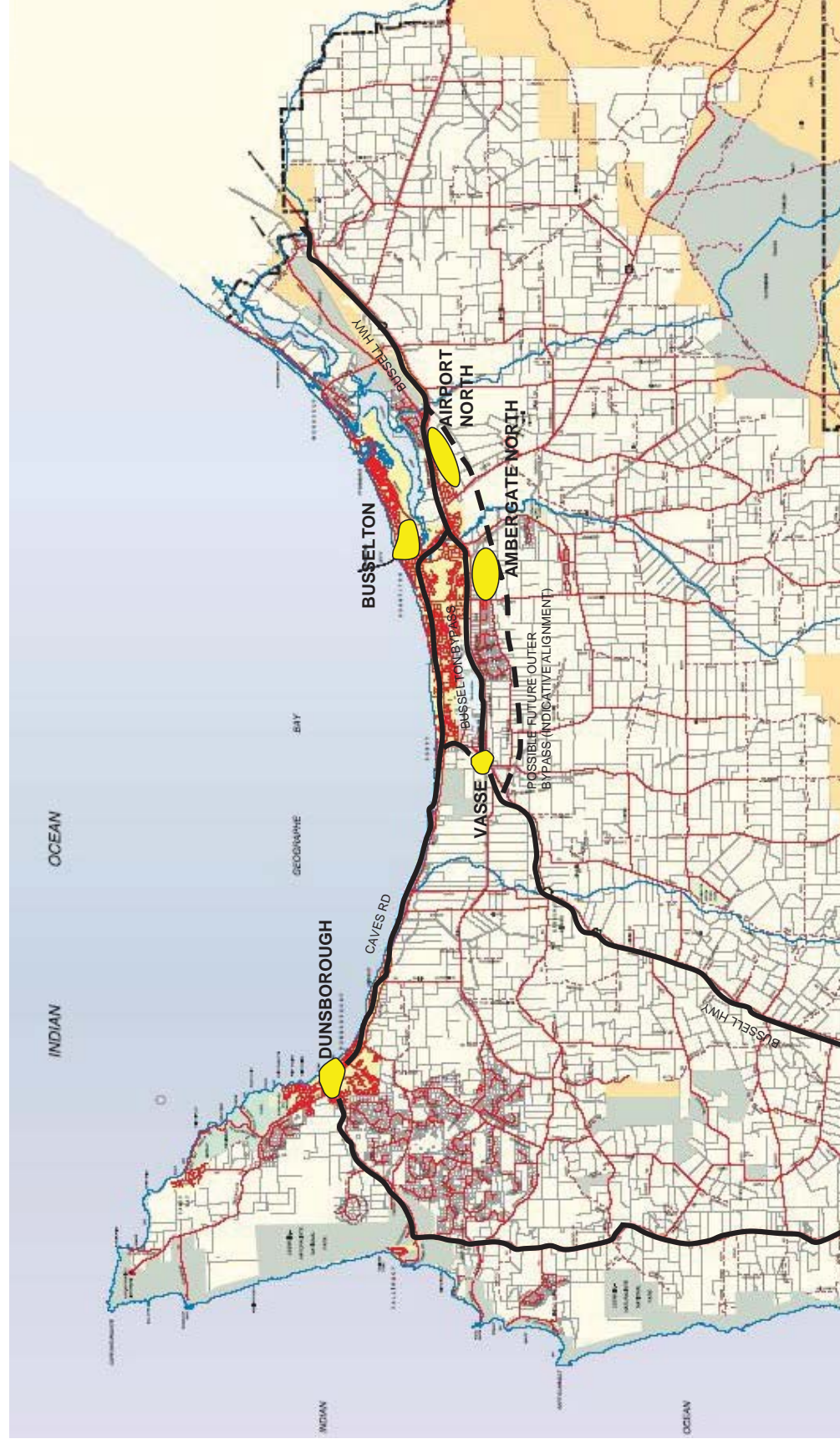
- POTENTIAL LOCAL CATCHMENT POPULATION OF 6,500 PERSONS BY 2021
- NEED TO MAINTAIN PRIMACY OF DUNSBOROUGH AS THE MAIN RETAIL, COMMERCIAL AND INDUSTRIAL NODE IN THE WESTERN PART OF THE SHIRE
- POSSIBLE REZONING OF CLARK ST LIGHT INDUSTRIAL AREA TO ACCOMMODATE COMMERCIAL USES (TOURIST, SPECIALTY USES)
- GENUINE INDUSTRIAL USES TO BE ACCOMMODATED IN COMMONAGE RD INDUSTRIAL AREA
- ADDRESS URBAN DESIGN ISSUES THAT ARE AFFECTING THE ORDERLY AND PROPER FUNCTIONING OF THE TOWN CENTRE
- ADDRESS TRAFFIC AND PARKING ISSUES THAT ARE AFFECTING THE ORDERLY AND SAFE MOVEMENT OF VEHICLES / PEDESTRIANS IN THE TOWN CENTRE

VASSE

- GROWTH AREA POTENTIALLY ACCOMMODATING UP TO 5,000 PERSONS IN LONGER TERM
- ASSOCIATED COMMERCIAL DEVELOPMENT TO PROVIDE FOR LOCAL NEEDS AND SERVICES. CURRENT PLANNING INDICATES RETAIL FLOOR SPACE OF 4650m² IN A NEIGHBOURHOOD CENTRE
- GOOD ACCESS TO BUSSELTON AND ACROSS THE REGION VIA THE REGIONAL ROAD NETWORK
- READY AVAILABILITY OF LAND
- INTEGRATION OF FUTURE RETAIL USES WITH PROPOSED CIVIC AND COMMUNITY USES IS IMPORTANT

BUSSELTON TOWN CENTRE

- NEED TO MAINTAIN PRIMACY OF BUSSELTON AS THE MAIN COMMERCIAL CENTRE FOR SHIRE
- POSSIBLE SHIRE POPULATION OF 42,000 PERSONS BY 2021 – THIS MAY PROVIDE DEMAND FOR THIRD DISCOUNT DEPARTMENT STORE IN THE SHIRE
- NEED TO RETAIN BUSSELTON DISTRICT CATCHMENT AND ATTRACT REGIONAL CATCHMENT
- NEED TO PROVIDE INCENTIVES TO PROMOTE DEVELOPMENT OF UNDERUTILISED LAND AND OVERCOME LAND ASSEMBLY ISSUES – ENCOURAGE HIGHER BUILDINGS, MORE RESIDENTIAL USES
- MAKE MORE LAND AVAILABLE FOR RESTRICTED BUSINESS USES
- POSSIBLE DENSITY INCREASES AND MIXED USE DEVELOPMENT TO BRING PEOPLE TO THE CITY, IMPROVE VIBRANCY OF TOWN CENTRE AND INCREASE SAFETY AND SECURITY
- ADDRESS URBAN DESIGN ISSUES
- DEVELOPMENT OF NEIGHBOURHOOD CENTRES IN AREAS SURROUNDING BUSSELTON TOWN CENTRE BASED ON EXISTING LOCAL SHOPS



AIRPORT NORTH

- GROWTH AREA POTENTIALLY ACCOMMODATING UP TO 7,500 PERSONS
- DEVELOPMENT OF NEIGHBOURHOOD VILLAGE CENTRE TO CATER FOR LOCAL NEEDS AND SERVICES
- BUSSELTON TO PROVIDE FOR MAJOR RETAIL NEEDS
- READY AVAILABILITY OF LAND

AMBERGATE NORTH

- SIGNIFICANT GROWTH AREA POTENTIALLY ACCOMMODATING UP TO 12,000 PERSONS
- POSSIBLE SIGNIFICANT COMMERCIAL NODE – ONE LARGE LOCAL CENTRE OR SEVERAL NEIGHBOURHOOD CENTRES
- GOOD EXISTING AND LONG TERM ACCESS
- CENTRAL TO BUSSELTON CATCHMENT AREA
- READY AVAILABILITY OF LAND
- POSSIBLE LOCATION FOR DISCOUNT DEPARTMENT STORE – WOULD NEED TO COMPLIMENT THE PRIMACY OF BUSSELTON TOWN CENTRE

APPENDIX E

Issues and Opportunities Dunsborough Town Centre

CLEARLY IDENTIFY MAIN ENTRY ROUTES INTO TOWN. PROVIDE ENTRY STATEMENT AT CNR OF CAVES RD & SEYMOUR BVDE

COMMERCIAL ENCROACHMENT INTO INDUSTRIAL ZONED LAND. POSSIBLE REZONING TO BUSINESS TO ALLOW COMMERCIAL EXPANSION OF TOWN CENTRE

DEVELOP DUNN BAY RD AS 'MAIN STREET' FOR TOWN

POSSIBLE SMALL-SCALE COMMERCIAL DEVELOPMENT - EG CAFÉ, KIOSK

POSSIBLE MIXED USE DEVELOPMENT AND HIGHER DENSITY RESIDENTIAL USES ALONG CHIEFTAN CRESCENT

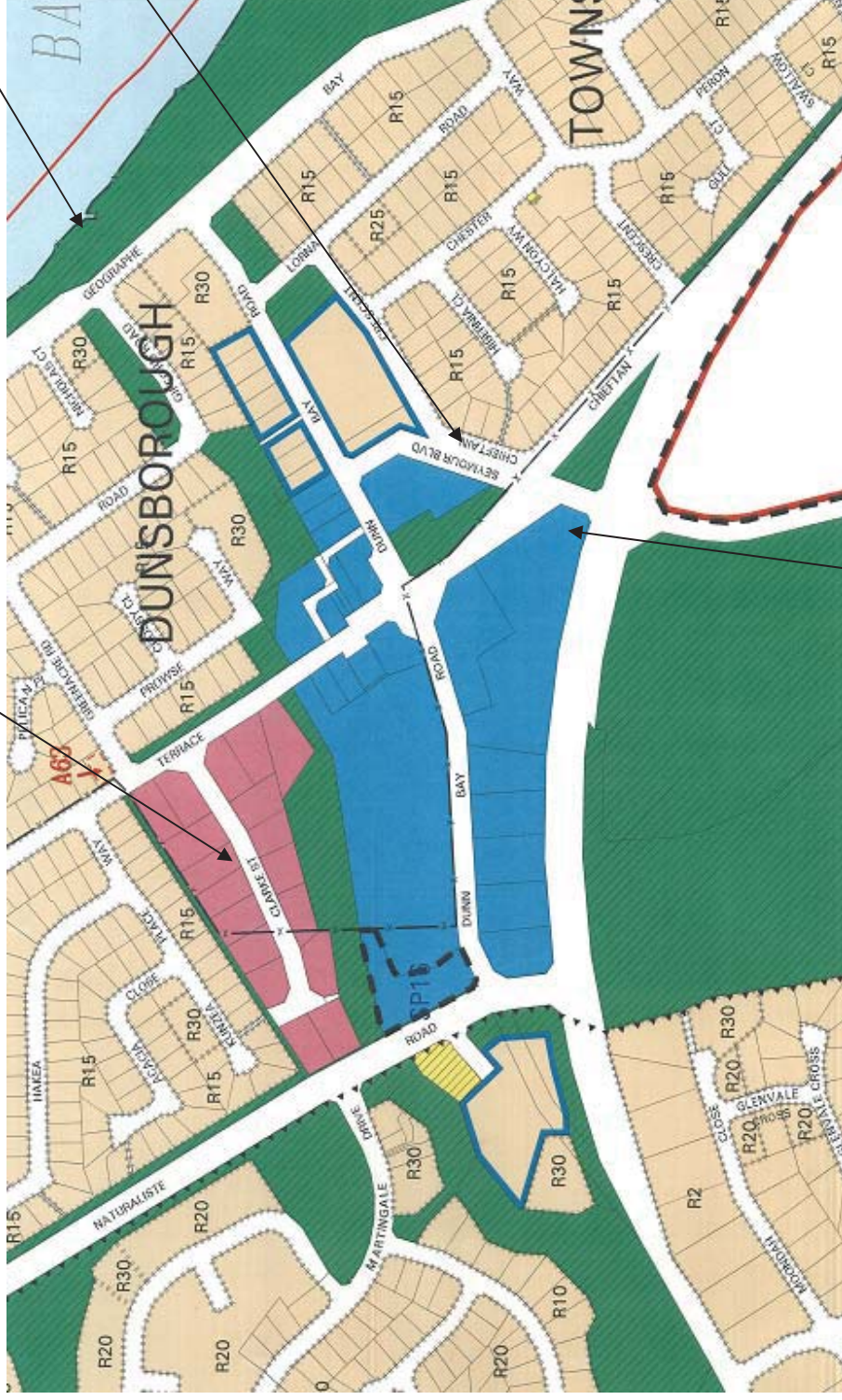
PROVIDE PEDESTRIAN LINK BETWEEN TOWN AND FORESHORE ALONG DUNN BAY RD AND ENCOURAGE PEDESTRIAN WALK TO THE FORESHORE

RATIONALISE CAR PARKING TO IMPROVE SAFETY AND ENCOURAGE PEDESTRIAN MOVEMENT

ENCOURAGE BUILDING DESIGN TO ADDRESS THE STREET IN A TRADITIONAL MANNER IN ORDER TO CREATE 'ACTIVE' STREET FRONTAGES

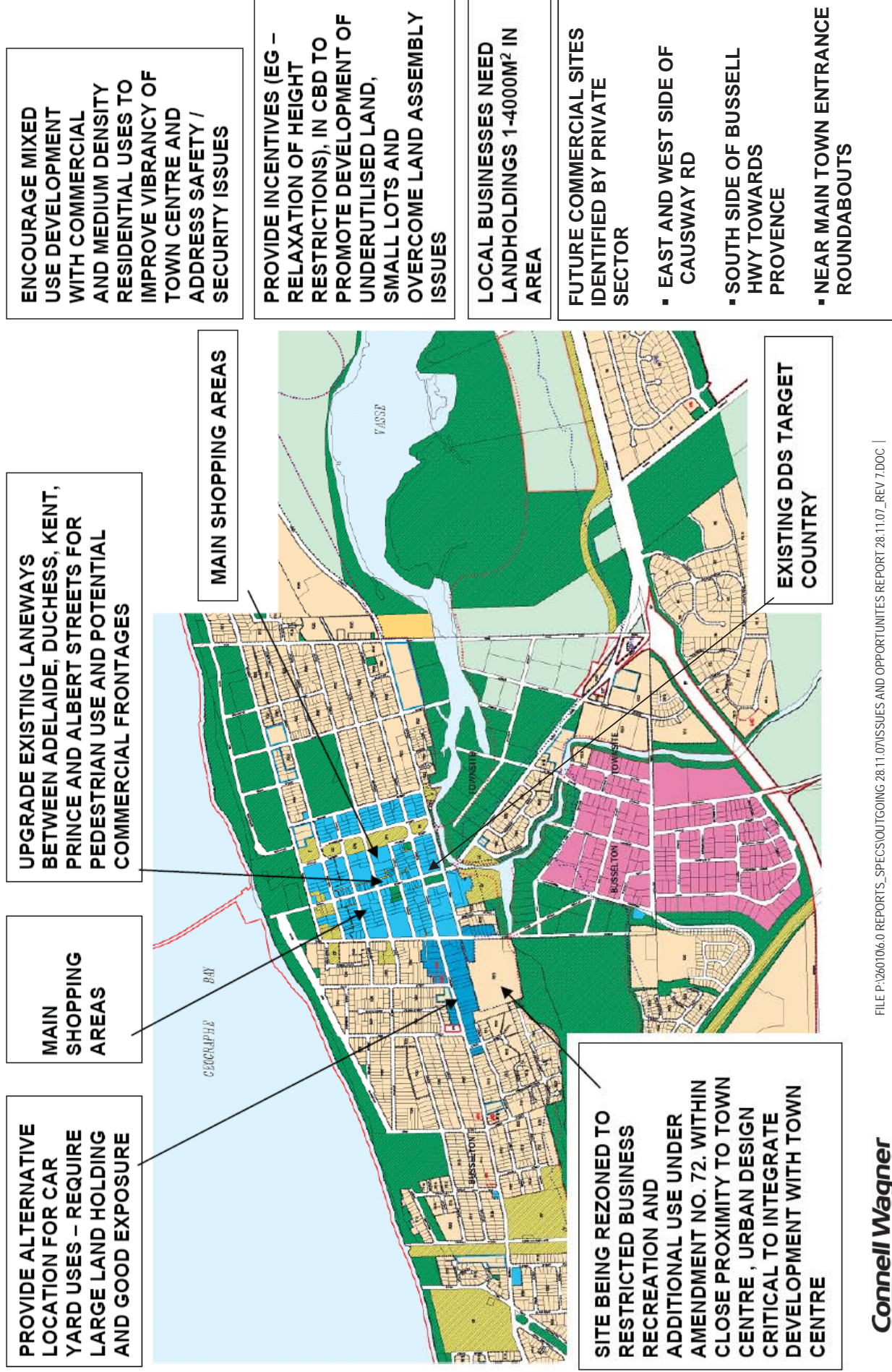
RECENT APPROVAL FOR 3-STORY MIXED USE DEVELOPMENT ON CORNER SITE

MAINTAIN 'VILLAGE' FEEL AND A SENSE OF PLACE FOR DUNSBOROUGH. INCORPORATE URBAN DESIGN THEME USING COLOURS AND MATERIALS REFLECTIVE OF COASTAL CHARACTER



APPENDIX F

Issues and Opportunities Busselton Town Centre



APPENDIX G

Preliminary Community Consultation Contacts

Preliminary Community Consultation Contacts

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Peter Davies	Caves Realty
David Bateson	Busselton Mazda
Andrew Grey	Compass Ford
Mark McDonald	Cape to Cape Excavations
John Valentine	Retravision Busselton
Prices News	West Busselton Shopping Centre
Laurie Saltarini	Busselton Toyota
Mark Hunt/Peter Gleed	Koltasz Smith
Ray Mountney	Fennessy's Car Dealership
George Pajmakoski	Westpac Bank
Greg Davies	Tactics 4
Nathan Butson	Aspen Group
Rob Baily	Opus International Consultants
Stuart Lester	Lester Group Limited
Councillor Wesley Hartley	Shire of Busselton
Larry Guise	TME
Geoff Forrest	Landowner, Dunsborough
Chamber of Commerce and Industry, Busselton	
Busselton 2020	
Dunsborough Townscape Advisory Group	

Appendix C

Demand Analysis

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

Shire of Busselton

November 2007



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Contents

1.	INTRODUCTION	1
2.	POPULATION	2
2.1	Historical Growth	2
2.2	Future Growth	4
2.3	Country Land Development Program and Building Approvals	4
2.4	Other Population Projection Data	6
2.5	Conclusion on Population Growth in the Shire of Busselton	6
3.	LAND USE	8
3.1	Shire of Busselton Land Use Analysis	8
3.2	Influence of Other Centres	11
4.	FORECAST INDICATIVE FLOORSPACE	12
4.1	Ultimate Floorspace Ratios per Capita	12
4.2	Forecast Floorspace by Land Use Category	13
4.3	Forecast Floorspace by Location and Complex Type	16
4.3.1	<i>Commercial Complexes Floorspace Projections</i>	16
4.3.2	<i>Industrial Complexes Floorspace Projections</i>	18
4.4	Tenure Types	19
5.	CONCLUSION	20
6.	APPENDICES – SHIRE OF BUSSELTON LAND USE SURVEY DATA	I

1. Introduction

This report forms part of the background analysis for the Shire of Busselton Local Commercial Planning Strategy. The report focuses on the projecting the floorspace by Planning Land Use Category (PLUC) that is required over the next 20 years based on the likely level of demand for goods and services.

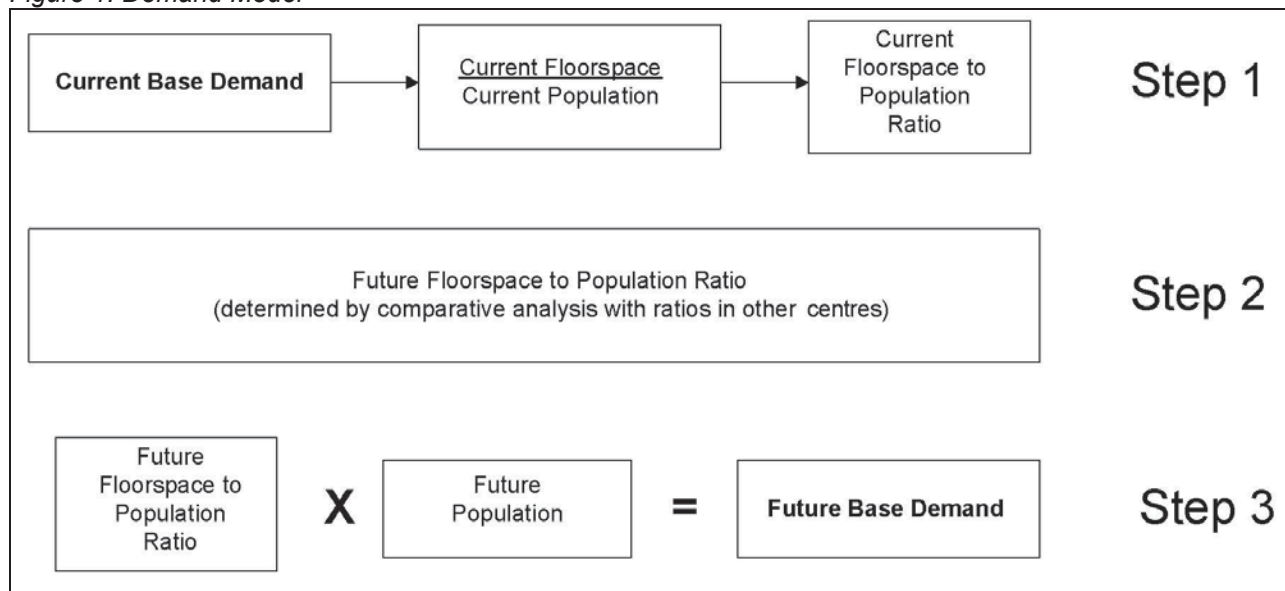
The recent release of data from the 2006 Busselton Land use Survey, attached in the Appendices, provides the opportunity to analyse the changes in floorspace provision that has occurred since the last survey in 1998. This data was originally anticipated to be available in early 2007. However, delays in the collation of the data have allowed the analysis to include the latest Australian Bureau of Statistics Census data from the 2006 Census which was released in June 2007.

These two datasets provide the required level of detail to assess the most recent developments in the Shire of Busselton in terms of how the population growth is changing and what changes have occurred in the level of provision of retail and other commercial and industrial goods and services.

The purpose of the analysis contained in the report is to provide guidance regarding the likely level of demand for floorspace by PLUC in industrial and commercial areas. The overall level of additional floorspace anticipated in the next 20 years will allow for the appropriate planning decisions to be made for the Shire.

The fundamental methodology used to forecast the demand for commercial and industrial floorspace is shown in the demand model below.

Figure 1: Demand Model



The model relies on the current population and floorspace data to calculate floorspace to population ratios. These ratios are then compared with ratios in other centres and historical ratios for the Shire of Busselton to enable the likely ultimate floorspace to population ratios to be determined.

The ultimate ratios are then used in conjunction with population projections for the Shire of Busselton to calculate the future floorspace requirements in the Shire.

2. Population

This section of the report analyses the historical population growth and projects the likely future population growth by comparing various data sources such as building approvals, the land development program, ABS Census data and Department for Planning and Infrastructure population projections.

2.1 Historical Growth

The population in the Shire of Busselton has experienced significant growth during the last 15 years, increasing from 13,500 in 1991 to almost 25,500 in 2006. These figures are shown in the table below.

Table 1: Shire of Busselton Population Growth

Census Year	1991*	1996	2001	2006
Population	13,492	17,444	21,937	25,354
5 yr Average Annual Growth Rate		5.27%	4.69%	2.94%

Source: ABS 2006 and 2001 Census

*1991 data adjusted for Usual Resident Profile

Note that the above data uses "Usual Place of Residence" data from ABS census 2006 time series. Previous censuses were based on "Place of Enumeration" or location on census night, whereas the 2006 census uses the Usual Place of Residence data, or where people usually live. The 1991 population figure in the above table is estimated based on the 1996 proportion of Usual Residents to Enumerated Persons (99.7%).

The average annual population growth rate between 1991 and 1996 was approximately 5.3% per annum. This rate slowed to 4.7% per annum between 1996 and 2001 and declined further to around 3% per annum between 2001 and 2006. These figures translate to an additional 700 to 800 residents per annum in the Shire between 1991 and 1996, an additional 800 to 900 residents per annum between 1996 and 2001 and an additional 600 to 700 residents per annum between 2001 and 2006.

The Shire of Busselton age profile for the 1996, 2001 and 2006 census is shown below.

Table 2: Shire of Busselton Age Profile

Shire of Busselton Age Profile Age Cohort	1996 Census		2001 Census		2006 Census	
	Persons	%	Persons	%	Persons	%
0-14 years	4,164	23.9%	5,088	23.2%	5,544	21.9%
15-24 years	2,007	11.5%	2,539	11.6%	2,825	11.1%
25-34 years	2,306	13.2%	2,847	13.0%	2,898	11.4%
35-44 years	2,838	16.3%	3,452	15.7%	3,795	15.0%
45-54 years	1,865	10.7%	2,850	13.0%	3,604	14.2%
55-64 years	1,585	9.1%	2,023	9.2%	2,803	11.1%
65-74 years	1,612	9.2%	1,775	8.1%	2,027	8.0%
75 years and over	1,067	6.1%	1,363	6.2%	1,858	7.3%
	17,444	100.0%	21,937	100.0%	25,354	100.0%

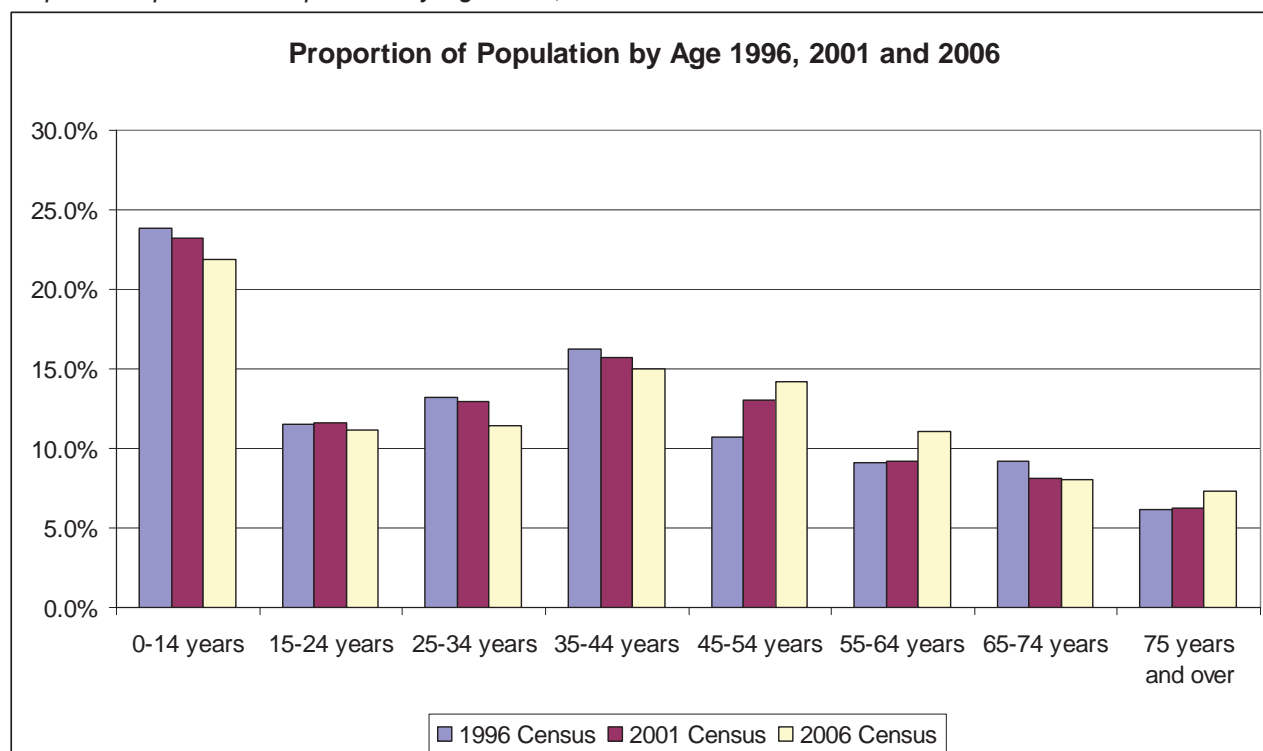
Source: ABS 2006 Census

The proportions of some age groups have experienced slight changes over the last 10 years. However, there has not been any particular recent dramatic shift in the age profile of the Shire of Busselton population that is likely to cause any concerns over existing population projection data. The historical proportions of persons by age are illustrated on the following graph.

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

Graph 1: Proportion of Population by Age 1996, 2001 and 2006



Source: ABS 2006 Census

The graph shows a relatively stable age profile for the population in the Shire of Busselton during the last 10 years. There is some increase in the proportion of the 45 – 65 age cohorts and this is likely to result in corresponding increases in proportions in older age groups over the next 10 – 15 years.

The ABS Census count data is adjusted upwards to allow for undercounting identified through a survey conducted shortly after the census which estimates the number of people who did not complete or were not included on a census form such as those temporarily overseas. The resulting data set is called the “Estimated Resident Population” (ERP). The historical ERP for the Shire of Busselton is shown below

Table 3: Shire of Busselton Estimated Resident Population

Year	ABS Estimated Resident Population	Inter-Census Increase	Average Increase per annum
1971	7,426		
1976	7,897	471	94
1981	9,369	1,472	294
1986	11,933	2,564	513
1991	14,592	2,659	532
1996	18,158	3,566	713
2001	23,099	4,941	988
2006	26,638*	3,539	708

Source: ABS Regional Population Growth Cat 3218.0 (July 2007)

*2006 ERP is a preliminary estimate

The ERP for the Shire averages approximately 1,000 persons more than the census count between 1991 and 2006. The average population increase per annum since 1986 has been 735 persons per annum. The ERP data is considered to be the most complete data set for use in determining the base demand for goods and services.

2.2 Future Growth

The future population growth rate in the Shire has been a topic of debate in recent years. In particular, the accuracy of the Department for Planning and Infrastructure projections for the Shire of Busselton (WA Tomorrow, November 2005) has been questioned and occasionally criticised as being too conservative. With the recent release of ABS 2006 Census data providing the most recent accurate population data, it is useful to compare the WA Tomorrow projections with the actual population growth experienced in the Shire to 2006. The ABS Census recorded a 2006 population of 25,357 persons in the Shire of Busselton. The ABS ERP data shows a preliminary estimate of 26,638 persons compared with WA Tomorrow projections of 26,800 persons. This result shows that the WA Tomorrow projection is very close to the ABS estimated resident population. Comparisons are often made by extrapolating the current or historical average annual growth rates forward from the current population and comparing these figures with the DPI WA Tomorrow projection figures. A comparison using the current average annual growth rate is shown below.

Table 4: Shire of Busselton Population – ABS Census and WA Tomorrow

Year	Population	Average Annual Growth Rate	Average Population Increase per Annum	WA Tomorrow Population Projections	Difference	% Difference
Actual 1991 (ABS ERP)	14,592	4.11%	532			
Actual 1996 (ABS ERP)	18,158	4.47%	713			
Actual 2001 (ABS ERP)	23,099	4.93%	988			
Actual 2006 (ABS ERP)*	26,638	2.89%	708	26,800	162	0.6%
Calculated 2011	30,719	2.89%	816	30,100	-619	-2.06%
Calculated 2016	35,426	2.89%	941	33,300	-2,126	-6.38%
Calculated 2021	40,853	2.89%	1086	36,500	-4,353	-11.9%

Source: ABS Regional Population Growth Cat 3218.0 (July 2007)

*2006 ERP is a preliminary estimate

The table shows that the results using this simple model of projecting forward at the growth rate of the last five years are reasonably consistent with the DPI projections at 2006 and 2011. However, the results calculated for 2016 and 2021 are significantly different. This method for projecting population is notably flawed since any future natural population increase can only be proportionate to the existing population in terms of the fertility rate and mortality rate. Therefore the only cohort of existing population that affects increases in future growth in population is the female cohort of child bearing age that are responsible for the natural population increase. The mortality rate affects any natural decrease in population. Most of the growth in population in the Shire of Busselton is due to net migration from other local government areas. The majority of the net migration occurs in the over 45 cohort and is not proportional to the current population age profile.

Therefore, the use of annual growth rates to forecast population growth in the Shire of Busselton is unlikely to give an accurate measure of the future population in the Shire over the longer term. The decrease in average annual growth rate from 4.93% to 2.89% illustrates the volatility of the measure. For example, if the rate were to experience the same decrease over the following inter-census period the average annual growth rate would be 1.7% between 2006 and 2011.

Another approach is to analyse the Country Land Development Program data and Building Approvals data to confirm the likely level of development and the resulting population increase that is possible.

2.3 Country Land Development Program and Building Approvals

The Country Land Development Program Annual Review 2006 (CLDP 2006) anticipates the lots likely to be approved for release between 2006/07 and 2016 and beyond would yield 7,745 dwelling units when fully developed.

The ABS 2006 Census shows a total dwelling count of 12,863 (including unoccupied private dwellings). This compares with the total dwelling count in 2001 of 10,938 dwellings and equates to an overall increase of 1,925 dwellings during the period between the 2001 and 2006 Census. During the same 5 year period, the ABS reported 3,028 residential building approvals.

Additional dwellings, or overall net gain in dwellings, appear to represent about 64% of new dwellings approved. This could be for a number of reasons including lack of tradespersons, lack of urgency by owners to proceed or finish, the lag times between building approval and completion and the demolition of some dwellings. The overall net gain in dwellings is the crucial data set and the ABS Census data is considered to be the most accurate reflection of this when compared with building approvals data.

Building approvals have averaged approximately 600 per annum during the last 5 years with ABS Census figures showing an average 385 additional dwellings per annum between the 2001 and 2006 census. The lot capacity for 7,745 dwellings over the 10 year period from 2005/06 to 2016 appears to be sufficient stock to cater for the likely residential building approvals within the time period if they remain at around 600 approvals per annum.

Unoccupied dwellings in the Shire of Busselton have consistently represented a high proportion of all dwellings. These data are consistent with a location that has a high proportion of second and holiday homes. This is shown in the table below.

Table 5: Unoccupied Dwellings and Persons per Dwelling

Census Year	Occupied	Unoccupied	Total	% Unoccupied	Persons	Persons/ Dwelling Occupied	Person/ Dwelling Total
1991	5,006	1,698	6,704	25.3%	13,492	2.70	2.01
1996	6,538	2,063	8,601	24.0%	17,444	2.67	2.03
2001	8,360	2,579	10,939	23.6%	21,937	2.62	2.01
2006	9,548	3,315	12,863	25.8%	25,354	2.66	1.97

Source: ABS 2006 and 2001 Census

The consequence of this high proportion of unoccupied dwellings is a lower number of additional residents per new dwelling than would otherwise be the case. This is illustrated in the table below.

Table 6: Additional Persons per Additional Dwelling

Census Period	Additional Dwellings	Additional Persons	Additional Persons/ Additional Dwelling
1991 to 1996	1,897	3,952	2.08
1996 to 2001	2,338	4,493	1.92
2001 to 2006	1,924	3,420	1.78

Source: ABS 2006 and 2001 Census

For every net additional dwelling gained in the Shire of Busselton between 2001 and 2006, there has been an increase in population of 1.78 persons.

If we assume that all of the 7,745 dwellings shown in the CLDP 2006 are approved and that the net gain in dwellings remains at 64% of new building approvals (as experienced in the 5 years to 2006) then the net increase in dwellings in the Shire is likely to be approximately 4,960 dwellings during the next 10 years.

At a rate of 1.78 persons per net additional dwelling (assuming the rate does not decrease any further), this equates to an additional 8,830 persons over the next 10 years or a total population in the Shire of 35,470 by 2016. This figure compares with the WA Tomorrow projected population for the Shire of 33,300 persons in 2016 (a difference of 6.5%). This figure however is very sensitive to the two assumptions of additional persons per dwelling ratio remaining at 1.78 and 64% of the anticipated dwelling capacity being constructed. The construction during the next 10 years will be a result of demand for new dwellings and not of itself a determinant of additional population.

2.4 Other Population Projection Data

Population projections calculated by the Shire of Busselton are shown in the table below.

Table 7: Shire of Busselton Population Projections

Year	Shire of Busselton Projection	Inter-Period Increase	Average Increase per annum	Average Annual Growth Rate
2006	26,628	3,539	708	
2011	31,000	4,372	874	3.1%
2016	36,000	5,000	1,000	3.0%
2021	41,700	5,700	1,140	3.0%
2026	47,200	5,500	1,100	2.5%
2031	53,400	6,200	1,240	2.5%

Source: Shire of Busselton

The above projections are based on a linear model using average annual growth rates of 3.1% to 2011, 3% to 2021 and 2.5% to 2031 applied to the base population of 26,628 persons in 2006. The CLDP 2006 analysis shows that capacity exists for an average annual growth of 883 additional persons per annum over the next 10 years.

2.5 Conclusion on Population Growth in the Shire of Busselton

The overall increase in population in the Shire will ultimately be determined by the net natural increase and the net migration. This methodology is referred to as the Cohort Component Model and is the model that is most widely used for projecting regional population. Some demographers combine the Cohort Component Model with other forecasting tools which consider household formation trends and new dwelling construction. The difficulty of any forecasting model is that assumptions must be made (fertility, mortality and migration) and the results are sensitive to changes in these assumptions. In general, the smaller the area and the longer the timeframe, the greater the degree of error results in the projections.

The following table summarises the ABS historical data, the WAPC projections and the Shire projections.

Table 8: Possible Population Projections Summary

Possible Population Growth Scenarios	ABS ERP	Increase For Period	WAPC Projections	Increase For Period	Shire Projections	Increase For Period
1986	11,933					
1991	14,592	2,659				
1996	18,158	3,566				
2001	23,099	4,941				
2006	26,638	3,539	26,800		26,638	
2011			30,100	3,300	31,000	4,362
2016			33,300	3,200	36,000	5,000
2021			36,500	3,200	41,700	5,700
2026					47,200	5,500

The ABS data shows that population increases between census years peaked at 4,941 between 1996 and 2001. Between 2001 and 2006, the population increased by 3,539 persons, which compares with the additional 3,566 persons between 1991 and 1996. The following points give a summary of the analysis.

- The WAPC projections show a consistent increase between periods of 3,200 persons or 640 per annum.
- The Shire projections forecast growth between periods of up to 5,700 persons or 1,140 per annum.
- Analysis of the CLDP 2006, building approvals and ABS dwelling and population data indicates approximately 880 persons per annum over the next 10 years.
- The average annual increase over the 1996 to 2006 period was 848 persons per annum and 708 persons per annum between 2001 and 2006.

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

In considering the historical ABS data, the WAPC projections which use a Cohort Component Model and the Shire projections which use an average annual growth rate, a view needs to be taken on the likely level of population increase every 5 years.

Considering all of the above data and analysis, the historical increases in population give the most accurate predictor for base population data forecasts to determine the future base demand for goods and services in the Shire of Busselton. A rate of between 710 and 850 additional persons per annum would result in a sufficiently accurate set of projections to forecast the future commercial and industrial floorspace requirements in the Shire. The floorspace requirements will need to be able to respond to any shifts in population that are significantly different than that projected.

The following table outlines the most likely scenario based on the available information.

Table 9: Likely Population Growth Scenario

Likely Population Growth Scenario	Population	5yr Increase
Actual 1991 (ABS ERP)	14,592	
Actual 1996 (ABS ERP)	18,158	3,566
Actual 2001 (ABS ERP)	23,099	4,941
Actual 2006 (ABS ERP)*	26,638	3,539
Estimated 2011	30,538	3,900
Estimated 2016	34,438	3,900
Estimated 2021	38,338	3,900
Estimated 2026	42,238	3,900

Source: ABS Regional Population Growth Cat 3218.0 (July 2007)

*2006 ERP is a preliminary estimate

The above figures are reasonably consistent with the population growth figures contained in the Leeuwin Naturaliste Ridge Statement of Planning Policy Report 1998 (LNRSP). These figures are shown below for comparison.

Table 10: Leeuwin Naturaliste Ridge Population Projections

LNRSP Population Figures	Shire of Busselton Population	5yr Increase
ABS ERP1986	11,993	
ABS ERP1991	14,592	2,599
ABS ERP1996	18,158	3,566
Estimated 2001	21,700	3,542
Estimated 2006	25,300	3,600
Estimated 2011	29,200	3,900
Estimated 2016	33,300	4,100
Estimated 2021	37,300	4,000
Estimated 2026	40,800	3,500

Source: Leeuwin Naturaliste Ridge Statement of Planning Policy 1998

3. Land Use

3.1 Shire of Busselton Land Use Analysis

The table below shows the floor areas by planning land use category in the Shire of Busselton from the 1998 and 2006 Busselton, Dunsborough and Margaret River Land Use Surveys. The floor areas are listed separately for commercial zone and industrial zone complexes and also listed are the total combined floor areas for all commercial and industrial complexes.

Table 11: Shire of Busselton Land use Survey Data

Shire of Busselton Floor Areas	Commercial Complexes			Industrial Complexes			Combined		
Establishments, Floor Area, Employment	Floor Area (m ²)			Floor Area (m ²)			Floor Area (m ²)		
	1998	2006	%Ch	1998	2006	%Ch	1998	2006	%Ch
ESTABLISHMENTS	481	725	50.7%	223	329	47.5%	704	1,054	49.7%
Primary/Rural	0	0	0.0%	0	200	na	0	200	na
Manufacturing/Processing/Fabrication	1,375	13,080	851.3%	17,679	18,887	6.8%	19,054	31,967	67.8%
Storage/Distribution	2,185	15,009	586.9%	15,272	31,984	109.4%	17,457	46,993	169.2%
Service Industry	4,231	7,137	68.7%	17,941	29,073	62.0%	22,172	36,210	63.3%
Shop/Retail	36,349	56,500	55.4%	3,004	7,655	154.8%	39,353	64,155	63.0%
Other Retail	11,809	11,646	-1.4%	7,720	18,620	141.2%	19,529	30,266	55.0%
Office/Business	14,516	25,686	76.9%	3,112	7,236	132.5%	17,628	32,922	86.8%
Health/Welfare/Community Services	1,890	4,098	116.8%	300	899	199.7%	2,190	4,997	128.2%
Entertainment/Recreation/Culture	6,653	8,239	23.8%	600	2,179	263.2%	7,253	10,418	43.6%
Residential	49,482	109,616	121.5%	0	0	na	49,482	109,616	121.5%
Utilities/Communications	1,130	3,989	253.0%	1,980	3,335	68.4%	3,110	7,324	135.5%
TOTAL OCCUPIED	129,620	255,000	96.7%	67,608	120,068	77.6%	197,228	375,068	90.2%
Vacant Floor Area	7,210	6,171	-14.4%	4,950	9,621	94.4%	12,160	15,792	29.9%
TOTAL	136,830	261,171	90.9%	72,558	129,689	78.7%	209,388	390,860	86.7%
							0	0	
EMPLOYMENT (persons)	2,744	5,020	82.9%	960	3,309	244.7%	3,704	8,329	124.9%

Source: 1998 and 2006 WAPC Land Use Surveys

The table provides a lot of information on the changes that have occurred in the Shire over the 8 year period from 1998 to 2006. Some of the main observations on the changes in combined floor areas are:

- Total floor area for all uses has almost doubled (note some complexes not identified in 1998 survey);
- Manufacturing/Processing and fabrication uses have increased by almost 13,000m²;
- Shop retail uses have increased by approximately 25,000m² and Other Retail uses by 11,500m²;
- Office/Business uses have almost doubled or increased by 15,300m²;
- Residential uses (commercial or tourist accommodation) have increased by approximately 60,000m²;
- Employment has increased from 3,700 persons to over 8,300 persons employed in the commercial and industrial complexes; and
- The overall ratio of floorspace per employee has decreased from 56m² per employee in 1998 to 47m² per employee in 2006.

The Shire has experienced significant growth in activity for all planning land use categories and at the same time businesses are on average utilising the floorspace more efficiently. This increase in activity needs to be assessed in terms of increase in demand for goods and services. The increase in population provides the basis for increase in demand and therefore the floorspace to population ratios will show the increase in activity in a ratio that can be compared with other regional areas.

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

The ratios of floorspace to population in the Shire of Busselton for 1998 and 2006 are shown in the table below. The combined (commercial and industrial) floor area to population ratios provides the best overall representation of total demand for goods and services in the region.

Table 12: Shire of Busselton Land Use per Capita Ratios

Shire of Busselton Ratios	Commercial Complexes			Industrial Complexes			Combined		
Establishments, Floor area & Employment - per capita	Ratio/Capita			Ratio/Capita			Ratio/Capita		
	1998	2006	%Ch	1998	2006	%Ch	1998	2006	%Ch
ESTABLISHMENTS	0.024	0.027	13.1%	0.011	0.012	10.7%	0.035	0.040	13.0%
Primary/Rural	0.000	0.000	0.0%	0.000	0.008	na	0.000	0.008	na
Manufacturing/Processing/Fabrication	0.069	0.491	614.0%	0.884	0.709	-19.8%	0.948	1.200	26.6%
Storage/Distribution	0.109	0.563	415.6%	0.764	1.201	57.2%	0.869	1.764	103.1%
Service Industry	0.212	0.268	26.6%	0.897	1.091	21.6%	1.103	1.359	23.2%
Shop/Retail	1.818	2.121	16.7%	0.150	0.287	91.3%	1.958	2.408	23.0%
Other Retail	0.591	0.437	-26.0%	0.386	0.699	81.0%	0.972	1.136	16.9%
Office/Business	0.726	0.964	32.8%	0.156	0.272	74.5%	0.877	1.236	40.9%
Health/Welfare/Community Services	0.095	0.154	62.7%	0.015	0.034	124.9%	0.109	0.188	72.2%
Entertainment/Recreation/Culture	0.333	0.309	-7.1%	0.030	0.082	172.6%	0.361	0.391	8.4%
Residential	2.475	4.115	66.3%	0.000	0.000	na	2.462	4.115	67.2%
Utilities/Communications	0.057	0.150	164.9%	0.099	0.125	26.4%	0.155	0.275	77.7%
TOTAL OCCUPIED	6.483	9.573	47.7%	3.382	4.507	33.3%	9.812	14.080	43.5%
Vacant Floor Area	0.361	0.232	-35.8%	0.248	0.361	45.9%	0.605	0.593	-2.0%
TOTAL	6.844	9.804	43.3%	3.629	4.869	34.2%	10.417	14.673	40.9%
EMPLOYMENT (persons)	0.137	0.188	37.3%	0.048	0.124	158.7%	0.184	0.313	69.7%

Source: 1998 and 2006 WAPC Land Use Surveys, ABS ERP 1998 and 2006

The results show that the ratio of floorspace to population has increased significantly during the period. This has occurred for the total floorspace as well as for each planning land use category. The likely explanation for this is that the Shire of Busselton, and particularly the Busselton centre, draws trade from a wider area including surrounding local government areas and in particular, the Shire of Augusta-Margaret River. This is typical of a regional centre that has grown to a size and scale that can support a higher level and wider range of activity. The land use ratio per capita that has experienced the greatest increase in the period is storage and distribution. The increase in demand for storage and distribution uses shows that Busselton is now functioning as a major trade centre where large storage and distribution centres become viable. In order to evaluate the likely level of future demand for all land use types in the future, it is useful to compare the Shire of Busselton with other regional local government areas that have a major trade centre.

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

Table 13: Regional Centres Floorspace Comparison

Commercial and Industrial Floorspace	Kalgoorlie-Boulder	Mandurah	Port Hedland	Geraldton/Greenough	Broome	Busselton
Year of Survey	1997	1992	1997	1998	1997	2006
Population at Time of Survey	30,488	26,838	12,823	31,749	10,175	26,638
Planning Land Use Category (PLUC)	Total Floor Area	Total Floor Area	Total Floor Area	Total Floor Area	Total Floor Area	Total Floor Area
Primary / Rural	1,930	0	0	1,720	3,120	200
Manufacturing / Processing / Fabrication	15,890	10,360	5,270	17,900	4,510	31,970
Storage and Distribution	74,170	12,290	26,630	106,020	35,720	46,990
Service Industry	95,840	20,190	25,730	51,290	25,670	36,210
Shop/ Retail	85,250	58,820	26,500	60,590	27,230	64,160
Other Retail	26,490	17,210	5,150	22,380	6,070	30,270
Office / Business	87,650	19,140	17,370	33,740	15,260	32,920
Health /Welfare and Community Services	13,970	4,740	3,730	4,480	1,730	5,000
Entertainment/ Cultural/ Recreational	11,080	13,870	1,540	5,160	3,120	10,420
Residential	32,270	7,020	2,440	5,160	38,840	109,620
Utilities / Communications	10,110	3,690	2,700	7,230	3,120	7,320
TOTAL	454,650	167,330	117,060	315,670	164,390	375,080

Source: Busselton, Dunsborough, Margaret River Land Use Surveys 1998 and 2006 and ABS census and Estimated Resident Population data for various years (note figures are rounded to nearest 10)

The Busselton Shire has an overall floorspace to population ratio comparable with Kalgoorlie and Broome. This is shown in the table below.

Table 14: Regional Centres Floorspace per Capita Comparison

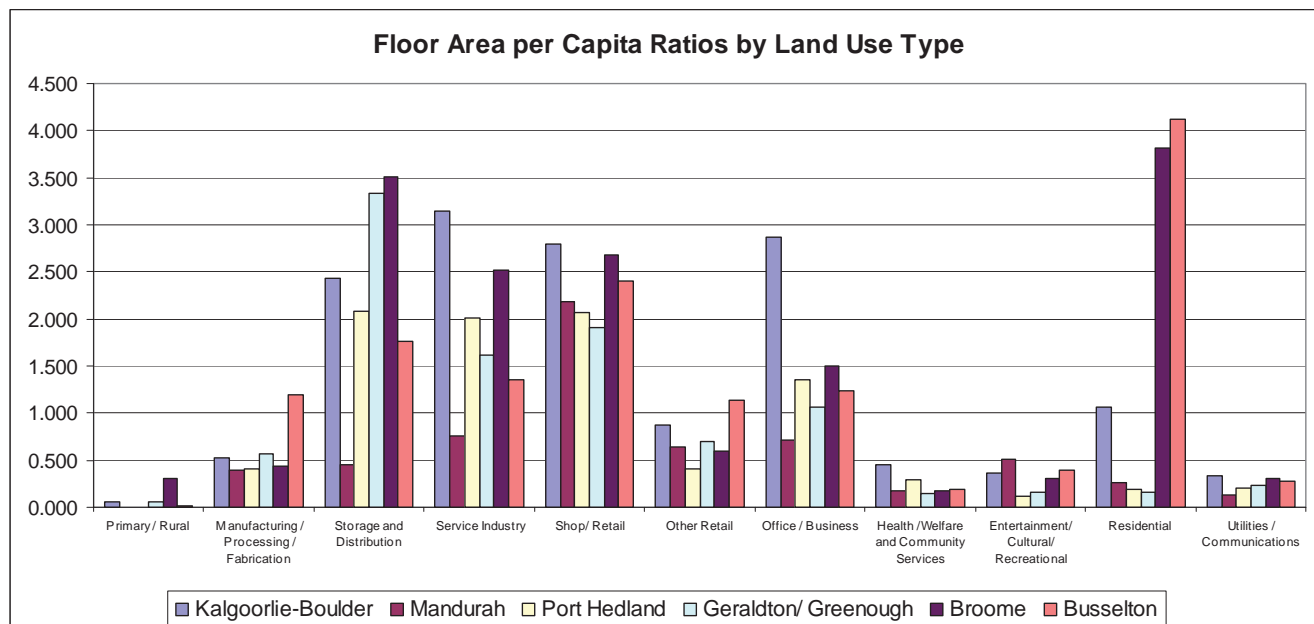
Commercial and Industrial Floorspace Ratio per Capita (m ² /capita)	Kalgoorlie-Boulder	Mandurah	Port Hedland	Geraldton/Greenough	Broome	Busselton
Planning Land Use Category (PLUC)	m ² /capita	m ² /capita	m ² /capita	m ² /capita	m ² /capita	m ² /capita
Primary / Rural	0.063	0.000	0.000	0.054	0.307	0.008
Manufacturing / Processing / Fabrication	0.521	0.386	0.411	0.564	0.443	1.200
Storage and Distribution	2.433	0.458	2.077	3.339	3.511	1.764
Service Industry	3.144	0.752	2.007	1.615	2.523	1.359
Shop/ Retail	2.796	2.192	2.067	1.908	2.676	2.409
Other Retail	0.869	0.641	0.402	0.705	0.597	1.136
Office / Business	2.875	0.713	1.355	1.063	1.500	1.236
Health /Welfare and Community Services	0.458	0.177	0.291	0.141	0.170	0.188
Entertainment/ Cultural/ Recreational	0.363	0.517	0.120	0.163	0.307	0.391
Residential	1.058	0.262	0.190	0.163	3.817	4.115
Utilities / Communications	0.332	0.137	0.211	0.228	0.307	0.275
TOTAL (Occupied)	14.912	6.235	9.129	9.943	16.156	14.081

The results of the above comparison show that the ratio of floorspace to population in regional areas can vary significantly. The location and function of the centre has a significant influence on the ratios. For example, Broome and Busselton have a much higher residential (tourist/short-stay) floor area per capita than other centres due to their role as major tourist centres. The key observations in terms of Busselton compared to other centres are:

- Busselton is a major tourist centre;
- There is a very high floor area to population ratio of manufacturing/processing/fabrication uses; and
- There is a low floor area to population ratio of service industry uses.

The comparison of floor area per capita ratios is illustrated in the graph below.

Graph 2: Floor Area per Capita Ratios by Land Use Type



Whilst this comparison is useful in informing possible future trends for Busselton relative to how other regional centres perform, it is important to understand that Busselton has its own set of unique functions that need to be considered. Therefore, the forecast floor area per capita ratios must consider the likely land use areas that will experience increases or decreases and those that will remain relatively the same.

3.2 Influence of Other Centres

• Bunbury

The City of Bunbury is the major regional centre of the South West region and the CBD area of Bunbury is classed as a Strategic Regional Centre (SRC) in the Interim Greater Bunbury Commercial Centres Strategy. The floorspace allocated to this SRC in the strategy is “unlimited” which compares to the 80,000m² limit usually applied to Perth Metropolitan SRC’s. Therefore the Bunbury centre over time is likely to have some influence on the amount of regional level floorspace that will be viable in the Busselton CBD. The Busselton CBD centre should respond to this by ensuring that it remains a regional level centre with a tourist component.

• Augusta Margaret River

The Augusta Margaret River region provides an additional level of demand for district and regional level retail floorspace. This additional demand is already captured in the floorspace to population ratios. Any additional demand from population growth in the Shire of Augusta Margaret River is likely to support the viability of projected shop retail in the Shire of Busselton rather than justifying or requiring additional floorspace. However, this is likely to be different for industrial uses. The Augusta Margaret River region is likely to provide additional demand for industrial uses in the region and particularly strategic uses.

• Capel

The Shire of Capel provides an additional catchment of population that may choose to purchase goods and services in Busselton. It is likely that this demand is mostly incorporated into the existing floorspace to population ratios and any additional demand will serve to make the projected retail floorspace more viable. The mineral sands mining operations in the Shire of Capel may provide additional demand for industrial land within the Shire of Busselton.

4. Forecast Indicative Floorspace

4.1 Ultimate Floorspace Ratios per Capita

The table below shows the current Shire of Busselton floorspace to population ratios compared with the average, maximum and minimum ratios of all regional areas included for comparison in the previous section of this report. Based on this information, an estimate has been made of the likely ultimate floorspace to population ratio that could be expected for the Shire.

Table 15: Projected Floorspace to Population Ratios

Floorspace to Population ratio Analysis	Busselton 1998	Busselton 2006	Average of All Regional	Max of All	Min of All	Likely Busselton Ultimate	Change from Current
Primary / Rural	0.000	0.008	0.072	0.307	0.000	0.008	unchanged
Manufacturing / Processing / Fabrication	0.948	1.200	0.588	1.200	0.386	1.080	slight decline
Storage and Distribution	0.869	1.764	2.264	3.511	0.458	2.264	Average
Service Industry	1.103	1.359	1.900	3.144	0.752	1.900	Average
Shop/ Retail	1.958	2.409	2.341	2.796	1.908	2.200	Suggested
Other Retail	0.972	1.136	0.725	1.136	0.402	1.054	1998/2006 average
Office / Business	0.877	1.236	1.457	2.875	0.713	1.457	Average
Health /Welfare and Community Services	0.109	0.188	0.237	0.458	0.141	0.237	Average
Entertainment/ Cultural/ Recreational	0.361	0.391	0.310	0.517	0.120	0.391	unchanged
Residential	2.462	4.115	1.601	4.115	0.163	3.724	slight decline
Utilities / Communications	0.155	0.275	0.248	0.332	0.137	0.275	unchanged

The rationale for the likely ultimate ratios by land use type for the Shire of Busselton is given below.

Primary/Rural – There was no floorspace recorded for this category in the 1998 survey. It is unlikely that the current ratio will increase during the medium to long term given that most primary/rural uses occur on-site and not within the complexes defined in the land use surveys. It is anticipated that the 2006 ratio of 0.008m² per capita will remain unchanged during the period.

Manufacturing/Processing/Fabrication – There has been a 27% increase in this ratio from 1998 to 2006. The current floor area to population ratio of 1.20m² per capita is the maximum ratio of those regional areas analysed. It is likely that this ratio will experience a slight decline over the medium to long term to approximately 1.08m² per capita.

Storage and Distribution – The current ratio is slightly below the average for all regional areas included in the comparison. It is likely that over time, the Shire of Busselton will require a similar level of storage and distribution uses as other regional centres and therefore the average ratio of 2.264m² per capita for all centres is indicative of the long term ratio for the Shire of Busselton.

Service Industry – Similarly, the ratio of service industry is likely to increase toward the average ratio for all centres and is therefore likely to increase to around 1.90m² floorspace per capita. The ratio has increased by 26% since 1998. It is likely that this trend will continue over the medium term.

Shop/Retail – The Shop/retail ratio for the Shire of Busselton is slightly higher than the average for other centres. Given the additional tourist demand in the Shire (over 600,000 visitors in 2005/2006 averaging 3.4 nights per visitor) the higher than average ratio may be justified. The ratio in 1998 was 1.958m² per capita and in 2006 was 2.409m² per capita. These figures show that the ratio can fluctuate significantly over time. Comparison with other centres shows that a more likely long term ratio would be approximately the average of the 1998 and 2006 ratios.

The long term ratio is therefore likely to be approximately 2.20m² per capita. This is consistent with other studies, such as that contained in the Lot 17 West Street Busselton, Retail Needs Assessment (Macroplan

Australia, December 2006, Table 10) which shows a floorspace per capita fluctuating between 2.0m² and 2.2m² per capita in the period 2006 to 2021.

Of all the ratios, the Shop/retail component should be regulated to ensure the appropriate level of retail floorspace is maintained.

Other Retail - The provision of Other Retail floorspace per capita is higher than average for other regional areas. Whilst the additional population in the adjacent Shire of Margaret River contributes to the viability of this floorspace it is likely that over the longer term the ratio will be approximately the average of the 1998 and 2006 ratios or 1.054m² per capita.

Office/Business – the ratio of Office/Business uses has increased significantly since 1998. There is likely to be a slightly further increase to around the average for all regional centres in the comparison to about 1.475m² per capita over the long term.

Health/Welfare and Community Services – The current provision per capita of Health/Welfare and Community Services is lower than average for the regional centres in the comparison. It is likely that the ratio will tend towards the average of 0.237m² per capita over time. The new hospital and associated services will provide a significant increase in floorspace in this category.

Entertainment/Cultural/Recreational – This ratio is toward the higher end when compared with other centres but is unlikely to change over the long term given the coastal location and tourism component.

Tourist Residential – the residential (tourist) uses ratio per capita has increased by 67% since 1998 and is the highest of those centres in the comparison. The number of overnight visitors to the Shire has remained relatively stable over the last 4 years (601,000 in 2002/03 and 610,000 in 2005/06) and the average room occupancy rate in 2006 was only 49% with a high of 70% during the January peak. The quantity of tourist residential use is proportionate to the visitor numbers and does not necessarily relate to local population. It is therefore likely that while the supply of tourist residential floorspace will not decline and may even continue to increase, the ratio of floorspace to population is likely to decrease over the long term.

Utilities/Communications – This ratio is currently at the higher end of those centres in the comparison but is not the highest. It is likely that demand will remain proportionate to population and therefore this ratio is unlikely to change over the long term.

4.2 Forecast Floorspace by Land Use Category

The table below shows the projected indicative total floorspace by land use category in commercial and industrial complexes for the Shire of Busselton, based on the likely ultimate floorspace per capita ratios and projected population.

Table 16: Projected Indicative Total Floorspace by Land Use Category, Commercial and Industrial Areas

Population	26,638	30,538	34,438	38,338	42,238
Forecast Year	2006	2011	2016	2021	2026
Planning Land Use Category (PLUC)	Floor Area (m ²)	Floor Area (m ²)	Floor Area (m ²)	Floor Area (m ²)	Floor Area (m ²)
Primary / Rural	200	229	259	288	317
Manufacturing / Processing / Fabrication	31,970	32,986	37,198	41,411	45,623
Storage and Distribution	46,990	69,124	77,952	86,780	95,608
Service Industry	36,210	58,022	65,432	72,842	80,253
Shop/ Retail	64,160	67,184	75,764	84,344	92,924
Other Retail	30,270	32,187	36,297	40,408	44,519
Office / Business	32,920	44,489	50,170	55,852	61,533
Health /Welfare and Community Services	5,000	7,250	8,176	9,102	10,028
Entertainment/ Cultural/ Recreational	10,420	11,946	13,471	14,997	16,522
Tourist Residential	109,620	113,731	128,255	142,780	157,304
Utilities / Communications	7,320	8,392	9,463	10,535	11,607
Total Floor area	375,080	445,539	502,439	559,339	616,238

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

The table below shows the proportion of floorspace by land use type that is located within commercial and industrial complexes in the Shire of Busselton. It compares these proportions in 1998 and 2006.

Table 17: Shire of Busselton Proportion of Floorspace by Land Use Type Located in Commercial and Industrial Complexes

Shire of Busselton 2006						
Proportion by Land Use - Industrial and Commercial Complexes	Busselton Commercial Complexes		Busselton Industrial Complexes		Total (Commercial and Industrial)	
LAND USE TYPE	1998	2006	1998	2006	1998	2006
Primary/ Rural	NA	0.0%	0.0%	100.0%	NA	100.0%
Manufacturing/ Processing/ Fabrication	7.2%	40.9%	92.8%	59.1%	100.0%	100.0%
Storage/ Distribution	12.5%	31.9%	87.5%	68.1%	100.0%	100.0%
Service Industry	19.1%	19.7%	80.9%	80.3%	100.0%	100.0%
Shop/ Retail	92.4%	88.1%	7.6%	11.9%	100.0%	100.0%
Other Retail	60.5%	38.5%	39.5%	61.5%	100.0%	100.0%
Office/ Business	82.3%	78.0%	17.7%	22.0%	100.0%	100.0%
Health/ Welfare/ Community Services	86.3%	82.0%	13.7%	18.0%	100.0%	100.0%
Entertainment/ Recreation/ Culture	91.7%	79.1%	8.3%	20.9%	100.0%	100.0%
Residential	100.0%	100.0%	0.0%	0.0%	100.0%	100.0%
Utilities/ Communications	36.3%	54.5%	63.7%	45.5%	100.0%	100.0%
TOTAL OCCUPIED	65.7%	68.0%	34.3%	32.0%	100.0%	100.0%

Source: Busselton, Dunsborough, Margaret River Land Use Surveys 1998 and 2006

The comparison shows that a significant shift has occurred in the Shire for Manufacturing, Storage and Other retail uses. There has been an increase in the proportion of manufacturing/processing/fabrication uses within commercial complexes. A similar increase in the proportion of storage/distribution uses in commercial complexes has also occurred. There has been an increase in the proportion of other retail uses in industrial areas. These changes can be evaluated by comparing the proportions with those in the Perth Metropolitan area. The floor areas and proportion by location in the Perth Metropolitan area are shown below.

Table 18: Perth Metropolitan Proportion of Floorspace by Land Use Type Located in Commercial and Industrial Complexes

Perth Metropolitan Proportion by Land Use - Industrial and Commercial Complexes, 2001/2002	Perth Commercial Complexes		Perth Industrial Complexes		Total (Commercial and Industrial)	
LAND USE TYPE	Floor Area (m²)	% Total	Floor Area (m²)	% Total	Floor Area (m²)	% Total
Primary/Rural	276	0.7%	39,126	99.3%	39,402	100.0%
Manufacturing/Processing/Fabrication	169,701	6.1%	2,613,836	93.9%	2,783,537	100.0%
Storage/Distribution	388,233	10.4%	3,339,867	89.6%	3,728,100	100.0%
Service Industry	369,916	13.5%	2,365,446	86.5%	2,735,362	100.0%
Shop/Retail	2,395,538	87.1%	354,722	12.9%	2,750,260	100.0%
Other Retail	469,126	41.7%	655,839	58.3%	1,124,965	100.0%
Office/Business	2,930,601	67.4%	1,419,318	32.6%	4,349,919	100.0%
Health/Welfare/Community Services	675,353	91.3%	64,121	8.7%	739,474	100.0%
Entertainment/Recreation/Culture	687,665	78.4%	189,532	21.6%	877,197	100.0%
Residential	482,262	98.7%	6,417	1.3%	488,679	100.0%
Utilities/Communications	119,389	22.1%	420,684	77.9%	540,073	100.0%
TOTAL OCCUPIED	8,688,060	43.1%	11,468,908	56.9%	20,156,968	100.0%

Source: Perth Metropolitan Commercial and Industrial Land Use Surveys 2001/2002

There are some significant differences in the proportions of land use types located in commercial and industrial areas between the Perth Metropolitan area and the Shire of Busselton. The Perth Metropolitan area has a much lower incidence of industrial type uses (Manufacturing, Storage and Service types) locating within commercial areas.

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

Further investigation into this reveals that the high level of manufacturing and storage type uses in commercial areas is mostly due to the Yallingup-Gracetown Tourist and Yallingup Tourist commercial complexes. These commercial complexes have a significant amount of wine producing, tourist accommodation and other enterprise activities located on-site within commercial operations in the Caves Road tourist areas. These operations are unlikely to relocate to off-site industrial areas in the future. The resulting split between uses in industrial and commercial complexes is likely to experience some changes with the proportion of manufacturing and storage uses in commercial areas possibly declining slightly over time due to any additional growth in floorspace occurring predominantly in industrial areas. Other retail uses may tend to relocate to commercial locations if suitable accommodation becomes available. It is anticipated that the proportion of these uses located in commercial areas will adjust over time.

The table below shows the likely proportion of floorspace growth by complex type that is anticipated.

Table 19: Estimated Proportion of Growth in Industrial and Commercial Areas

Proportion of Floorspace Growth by Complex Type	Commercial Complexes	Industrial Complexes	Total	Reference
Primary/Rural	0%	100%	100%	Perth/Busselton
Manufacturing/Processing/Fabrication	10%	90%	100%	Perth/Buss '98
Storage/Distribution	10%	90%	100%	Perth/Buss '98
Service Industry	20%	80%	100%	Busselton
Shop/Retail	90%	10%	100%	Perth/Busselton
Other Retail	70%	30%	100%	adjust
Office/Business	80%	20%	100%	Busselton
Health/Welfare/Community Services	90%	10%	100%	Perth/Busselton
Entertainment/Recreation/Culture	80%	20%	100%	Perth/Busselton
Residential	100%	0%	100%	Perth/Busselton
Utilities/Communications	40%	60%	100%	adjust

The likely proportion of growth by complex type is referenced to Perth metropolitan and Busselton ratios with the exception of Other Retail and Utilities which require some adjustment to provide more appropriate location of floorspace.

The table below shows the indicative commercial and industrial floorspace by PLUC for 2026 and the additional floorspace expected between 2006 and 2026 based on the above growth proportional split.

Table 20: Projected Additional Commercial and Industrial Floorspace to 2026

Shire of Busselton Floor Areas	Commercial Complexes			Industrial Complexes			Combined		
Floor Area 2006, 2026	Floor Area (m ²)		Additional (m ²)	Floor Area (m ²)		Additional (m ²)	Floor Area (m ²)		Additional (m ²)
	2006	2026	Change	2006	2026	Change	2006	2026	Change
Primary/Rural	0	0	0	200	317	117	200	317	117
Manufacturing/Processing/Fabrication	13,080	14,445	1,365	18,887	31,175	12,288	31,970	45,623	13,653
Storage/Distribution	15,009	19,871	4,862	31,984	75,740	43,756	46,990	95,608	48,618
Service Industry	7,137	15,946	8,809	29,073	64,307	35,234	36,210	80,253	44,043
Shop/Retail	56,500	82,387	25,887	7,655	10,531	2,876	64,160	92,924	28,764
Other Retail	11,646	21,620	9,974	18,620	22,895	4,275	30,270	44,519	14,249
Office/Business	25,686	48,577	22,891	7,236	12,959	5,723	32,920	61,533	28,613
Health/Welfare/Community Services	4,098	8,623	4,525	899	1,402	503	5,000	10,028	5,028
Entertainment/Recreation/Culture	8,239	13,121	4,882	2,179	3,399	1,220	10,420	16,522	6,102
Residential	109,616	157,300	47,684	0	0	0	109,620	157,304	47,684
Utilities/Communications	3,989	5,704	1,715	3,335	5,907	2,572	7,320	11,607	4,287
TOTAL OCCUPIED	255,000	387,594	132,594	120,068	228,632	108,564	375,080	616,238	241,158

Therefore, of the additional 241,000m² of additional floorspace required between 2006 and 2026, approximately 132,500m² will need to be located in commercial zoned areas and 108,500m² will need to be in industrial zoned areas.

4.3 Forecast Floorspace by Location and Complex Type

4.3.1 Commercial Complexes Floorspace Projections

The table below shows the indicative floorspace by commercial complex projected to 2026 based on known development plans and the Busselton CBD remaining as the major centre in the Shire.

Table 21: Commercial Complexes Current 2006, Forecast 2026 and Additional Floorspace

Commercial Complexes Current and Ultimate (2026) Floorspace Projections (m ²)	Current 2006			Forecast (2026)			Additional		
	Shop Retail	Other Commercial	Total	Shop	Other Commercial	Total	Shop	Other Commercial	Total
Busselton CBD	29,564	38,859	68,423	34,681	69,926	104,607	5,117	31,067	36,184
Bussell Hwy	4,492	10,955	15,447	6,492	18,955	25,447	2,000	8,000	10,000
Dunsborough CBD	11,009	10,728	21,737	12,509	11,728	24,237	1,500	1,000	2,500
Ambergate North	0	0	0	10,000	2,500	12,500	10,000	2,500	12,500
Layman Road (Port Geographe)	870	638	1,508	1,470	3,638	5,108	600	3,000	3,600
Yalyalup North	0	0	0	1,720	500	2,220	1,720	500	2,220
Vasse	0	0	0	4,650	1,740	6,390	4,650	1,740	6,390
Other Commercial Centres	10,565	137,320	147,885	10,865	196,220	207,085	300	58,900	59,200
Total	56,500	198,500	255,000	82,387	305,207	387,594	25,887	106,707	132,594

The table below shows the indicative Shop Retail floorspace requirements for commercial complexes between 2006 and 2026.

Table 22: Commercial Complexes Projected Shop Retail Floorspace 2006 to 2026

Commercial Complexes		2006	2011	2016	2021	2026
	Centre Type	Shop Retail (m ²)	Shop Retail (m ²)	Shop Retail (m ²)	Shop Retail (m ²)	Shop Retail (m ²)
Shop Retail Floorspace Projections						
Busselton CBD	Regional	29,564	30,843	32,123	33,402	34,681
Bussell Hwy		4,492	4,992	5,492	5,992	6,492
Dunsborough CBD	District	11,009	11,384	11,759	12,134	12,509
Ambergate North	District	0	2,500	5,000	7,500	10,000
Layman Road (Port Geographe)	Local	870	1,020	1,170	1,320	1,470
Yalyalup North	Local	0	430	860	1,290	1,720
Vasse	Local	0	1,163	2,325	3,488	4,650
Other Commercial Centres		10,565	10,640	10,715	10,790	10,865
Total		56,500	62,972	69,444	75,915	82,387

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

The implications for the Shire of Busselton commercial Shop Retail floorspace ratio per capita are shown in the table below. Note that Shop Retail located in industrial complexes is not included in the table.

Table 23: Commercial Shop Retail Floorspace ratio per Capita

	2006 - Population 26,638 Persons		2026 - Population 42,238 Persons	
	m ² retail	m ² per capita	m ² retail	m ² per capita
Regional	34,056	1.28	41,173	0.97
District	11,009	0.41	22,509	0.53
Tourist	5,045	0.19	5,045	0.12
Local	6,390	0.24	13,660	0.32
Commercial Total	56,500	2.12	82,387	1.95

The analysis shows a downward shift in the overall commercial complex located Shop Retail floor area per capita ratio from 2.12m² per capita to 1.95m² per capita by 2026. Note that the dedicated tourist floor areas are associated with resorts, Caves Road and Yallingup tourist areas (vineyards etc) as defined by Department for Planning and Infrastructure.

The table below shows the indicative "Other Commercial" floorspace requirements for commercial complexes between 2006 and 2026.

Table 24: Commercial Complexes Projected "Other Commercial" Floorspace 2006 to 2026

Commercial Complexes	2006	2011	2016	2021	2026
Other Commercial Floorspace Projections	Other	Other	Other	Other	Other
Busselton CBD	38,859	46,626	54,393	62,159	69,926
Bussell Hwy	10,955	12,955	14,955	16,955	18,955
Dunsborough CBD	10,728	10,978	11,228	11,478	11,728
Ambergate North	0	625	1,250	1,875	2,500
Layman Road (Port Geographe)	638	1,388	2,138	2,888	3,638
Yalyalup North	0	125	250	375	500
Vasse	0	435	870	1,305	1,740
Other Centres	137,320	152,045	166,770	181,495	196,220
Total	198,500	225,177	251,854	278,530	305,207

Note that the commercial floorspace projection figures assume that the Busselton CBD remains the major regional centre for the Shire and that the Vasse and Ambergate complexes perform a local or district function.

The indicative land equation for commercial centres is shown below.

Table 25: Commercial Areas Indicative Land Equation

Indicative Land Equation - Commercial Centres	Additional Floor	Plot Ratio	Land Area (Ha)	Available (Ha)
Busselton CBD	36,184	1	3.62	0.6
Bussell Hwy	10,000	0.25	4	0.0
Dunsborough CBD	2,500	0.25	1	1.8
Ambergate North	12,500	na	na	na
Layman Road (Port Geographe)	3,600	0.25	1.44	15.3
Yalyalup North	2,220	na	na	na
Vasse	6,390	na	na	na

The Dunsborough and Layman Rd areas appear to have sufficient land to accommodate the anticipated level of development. The Bussell Highway area appears to lack the required amount of land, however

Shire of Busselton

Local Commercial Planning Strategy Demand Analysis

redevelopment opportunities may be able to provide the anticipated floorspace over the longer term. The Busselton CBD area shows a lack of vacant land. Therefore, to accommodate the level of floorspace anticipated, redevelopment of some existing areas is likely to be required over the longer term.

4.3.2 Industrial Complexes Floorspace Projections

The table below shows the indicative total occupied floorspace for industrial complexes between 2006 and 2026.

Table 26: Industrial Complexes Projected Floorspace 2011, 2016, 2021 and 2026

Industrial Complexes	2006	2011	2016	2021	2026
Current and Ultimate (2026) Floorspace Projections	Total Occupied	Total Occupied	Total Occupied	Total Occupied	Total Occupied
Dunsborough Lakes Industrial	600	1,350	2,100	2,850	3,600
Busselton Airport Industrial	0	0	9,709	21,359	38,834
Dunsborough Industrial (incl Quindalup)	6,036	8,286	10,536	12,786	15,036
Fairlawn Road	106,733	112,598	118,463	118,463	118,463
Bovell Park	3,144	5,544	7,944	10,344	11,144
Walsh Road	3,405	4,655	5,905	7,155	8,405
Vasse Industrial	150	6,750	16,650	29,850	33,150
Total Occupied Floor Area	120,068	135,983	167,307	197,207	228,632

Note that these figures are subject to assumptions regarding developer intentions and serve to provide an indication of the areas where expansion capability exists up to the overall level of demand expected in the Shire. Note also that the level of floorspace required has been based on demand within the Shire of Busselton. It is expected that some additional demand for industrial land is likely to be generated by other shires within the region. Some of this demand will be at a strategic level and could well be located in Busselton. The most appropriate location for any additional strategic industrial uses is the Airport Industrial Area.

The land areas from the 2006 Land Use Survey are shown below.

Table 27: Land Use Survey – Industrial Areas Occupied and Vacant Land

COMPLEX NAME	Occupied Land (Ha)	Vacant Land (Ha)	Total Land (Ha)	Occupied Floorspace (m ²)
Dunsborough Lakes Industrial	1.6	2.5	4.2	600
Busselton Airport Industrial	0.0	163.7	163.7	0
Dunsborough Industrial (incl Quindalup)	57.2	0.0	57.2	6,036
Fairlawn Road	63.0	7.7	70.7	106,733
Bovell Park	21.8	0.6	22.4	3,144
Walsh Road	12.5	0.0	12.5	3,405
Vasse Industrial	0.3	0.0	0.3	150
Total	156.5	174.6	331.0	120,068

Source: Busselton, Dunsborough, Land Use Survey 2006

The above table shows occupied and vacant industrial land at the time of the 2006 survey. The following points need to be considered.

- Dunsborough Industrial area (Commonage Rd) has scope for intensification:
- Walsh Road area has scope for intensification:
- Vasse Industrial area shows no available vacant land, however the Vasse Newtown plan shows 33 hectares of industrial land; and
- Busselton Airport Industrial area may service additional areas outside of the Shire of Busselton in the South West generally.

The indicative land equation for industrial land is shown below.

Table 28: Industrial Areas Indicative Land Equation

Indicative Land Equation - Industrial Areas	Additional Floor	Plot Ratio	Land Area (Ha)	Available (Ha)
Dunsborough Lakes Industrial	3,000	0.12	2.5	2.5
Busselton Airport Industrial	36,834	0.075	49.1	163.7
Dunsborough Industrial (incl Quindalup)	9,000	0.1	9.0	0.0
Fairlawn Road	11,730	0.17	6.9	7.7
Bovell Park	8,000	0.1	8.0	0.6
Walsh Road	5,000	0.1	5.0	0.0
Vasse Industrial	33,000	0.1	33.0	33.0
Total	106,564		114	208

The above table assumes that intensification of the Dunsborough and Walsh Rd areas occurs over the longer term and that 33 hectares of industrial land is developed at Vasse. These figures are indicative only and reflect a possible scenario which indicates a generally sufficient supply of industrial land to service the Shire.

4.4 Tenure Types

Tenure arrangements for commercial centres should ensure that multiple ownership of commercial centres (strata commercial/retail units) is minimised wherever possible. This will allow redevelopment over the longer term to occur if necessary. Ensuring single ownership within cadastral boundaries is recommended where possible.

Tenure arrangements for industrial areas need to ensure appropriate provision of a range of lot sizes to accommodate a range of industry types. Sub-division of larger industrial lots should be discouraged. Long-term leasehold arrangements for lots may be possible in some areas to enable this.

5. Conclusion

The Shire of Busselton is expected to experience continued population growth over the next 20 years. The anticipated population in 2026 is likely to be in the order of 42,000 persons. The increase population will result in increased demand for goods and services. The analysis shows that the additional population will result in the requirement for an additional 241,000m² of floorspace in total within the Shire. This is likely to consist of an additional 132,500m² located in commercial areas and 108,500m² located in industrial areas.

The analysis of provision of retail floorspace per capita in commercial areas is summarised in the following table. (Table 29)

	2006 - Population 26,638 Persons		2026 - Population 42,238 Persons	
	m ² retail	m ² per capita	m ² retail	m ² per capita
Regional	34,056	1.28	41,173	0.97
District	11,009	0.41	22,509	0.53
Tourist	5,045	0.19	5,045	0.12
Local	6,390	0.24	13,660	0.32
Total	56,500	2.12	82,387	1.95
Industrial	7,655	0.28	10,531	0.25
Total	64,155	2.41	92,918	2.20

This compares with the Perth Metropolitan Centres guidelines as shown below. (Table 30)

Guidelines on Shopping Floorspace Provision	
Centre Type	Per Capita m ² nla
Perth Central Area	0.20
Regional Centres	0.61
District Centres	0.40
Neighbourhood & Local Centres	0.53
Total	1.74

Therefore, over the longer term, it is expected that the level of retail floorspace provision per capita in commercial areas will tend more toward the Perth Metropolitan average of 1.74m² per capita but will still remain somewhat higher as is the case in most regional areas.

The forecast figures in the analysis contained in this report serve to provide guidance for the Shire of Busselton in decision making. It should be noted that the figures provide an order of magnitude estimate and should be viewed with some degree of flexibility. It should be noted that the analysis does not consider extraordinary circumstances including unforeseen substantial economic development and changes in developer intention.

6. Appendices – Shire of Busselton Land Use Survey Data

Appendices

SHIRE OF BUSSELTON

Estimated Area (Hectares) of Commercial Development Areas 1998 to 2006 1998 and 2006

Source: Land Use and Employment Surveys

Department for Planning and Infrastructure

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Disclaimer

The Land Use and Employment Surveys have been validated, however, they are subject to minor changes.

The Survey data is prepared by the Department for Planning and Infrastructure on behalf of the Western Australia

Both the Department and the Commission and their respective employees and agents take no responsibility for

Land Use and Employment Survey date of extraction: September 2007 (Table 33)

DEVELOPMENT AREA, land area (ha) by COMPLEX				
COMPLEX NUMBER	COMPLEX NAME	Occupied Land	Vacant Land	Total Land
1998				
3340	QUEEN STREET	7.3	0.0	7.4
3341	PRINCE STREET	3.6	0.0	3.6
3342	BUSSELL HWY	11.5	0.0	11.5
3343	ALBERT STREET	3.7	0.4	4.1
3344	BUSSELTON ISO USES	0.7	2.3	3.0
3345	BUSSELTON BEACHFRONT	5.0	0.0	5.0
3346	BROADWATER RESORTS	45.9	4.1	50.0
3347	LAYMAN ROAD	0.6	21.6	22.2
3348	BSN RESORTS CENTRAL	4.3	1.3	5.6
3349	CARTER STREET	0.7	0.0	0.7
3350	BOWER ROAD	0.9	0.0	0.9
3351	BSN RESORTS EAST	2.0	0.0	2.0
3352	BROADWATER	4.6	64.8	69.4
3353	RENDEZVOUS RD	2.7	36.9	39.6
3354	CAVES ROAD	12.3	3.0	15.4
3355	CAVES ROAD RESORTS	13.5	0.0	13.5
3356	QUINDALUP	0.9	2.7	3.5
3357	DUNSBOROUGH RESORTS	9.7	0.7	10.4
3358	DUNSBOROUGH ISO USES	38.2	0.7	38.8
3359	DUNN BAY RD	4.0	0.0	4.0
3362	KENNAN ST	0.3	0.0	0.3
3363	MEELUP RD	27.5	0.0	27.5
3364	EAGLE BAY	0.1	0.1	0.2
3365	CAVES RD SPECIAL	36.6	29.0	65.6
3367	YALLINGUP	11.0	0.3	11.3
3368	CANAL ROCKS RD	55.5	0.0	55.5
TOTAL		303.0	167.9	470.9
2006				
1048	DUNSBOROUGH CBD	7.9	1.8	9.7
1053	BUSSELTON CBD	34.9	0.6	35.5
1111	YALLINGUP-GRACETOWN	1837.5	0.0	1837.5
1113	YALLINGUP TOURIST ET A	437.3	0.0	437.3
1114	DUNSBOROUGH WEST TO	173.3	0.0	173.3
3342	BUSSELL HWY	8.3	0.0	8.3
3344	BUSSELTON ISO USES	2.5	0.8	3.4
3346	BROADWATER RESORTS	47.6	0.0	47.6
3347	LAYMAN ROAD	6.9	15.3	22.2
3348	BSN RESORTS CENTRAL	3.3	2.0	5.3
3349	CARTER STREET	0.7	0.0	0.7
3350	BOWER ROAD	0.9	0.0	0.9
3351	BSN RESORTS EAST	2.0	0.0	2.0
3352	BROADWATER	9.1	31.1	40.2
3353	RENDEZVOUS RD	2.7	36.9	39.6
3354	CAVES ROAD	12.3	3.0	15.4
3355	CAVES ROAD RESORTS	13.5	0.0	13.5
3356	QUINDALUP	41.5	0.9	42.4
3357	DUNSBOROUGH RESORTS	9.7	0.7	10.4
3362	KENNAN ST	0.3	0.0	0.3
3363	MEELUP RD	41.8	0.0	41.8
3364	EAGLE BAY	0.1	0.2	0.3
3367	YALLINGUP	11.6	0.0	11.6
3368	CANAL ROCKS RD	22.9	0.0	22.9
TOTAL		2728.5	93.4	2821.9

SHIRE OF BUSSELTON

Estimated Area (Hectares) of Industrial Development Areas 1998 to 2006 1998 and 2006

Source: Land Use and Employment Surveys
Department for Planning and Infrastructure
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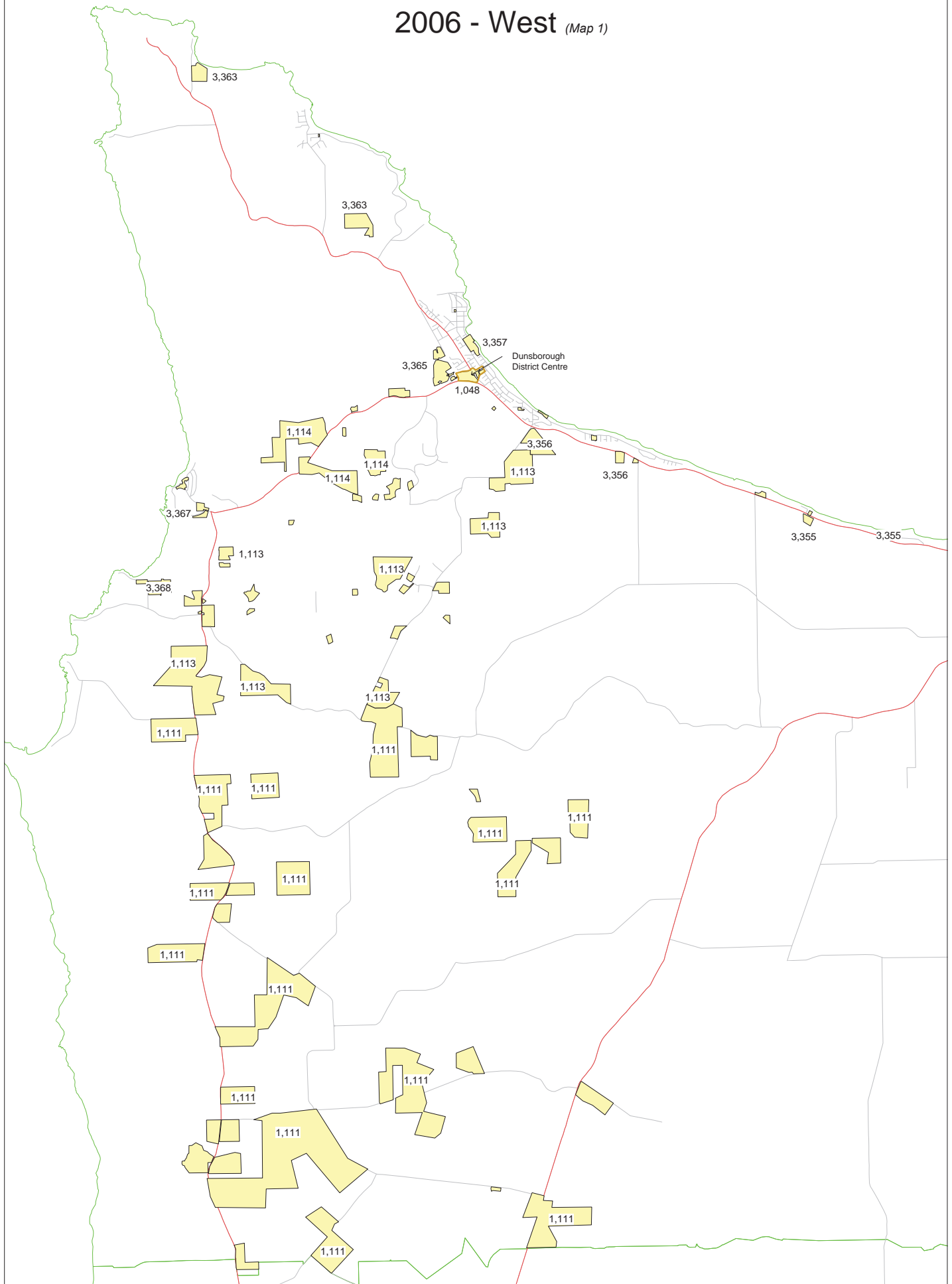
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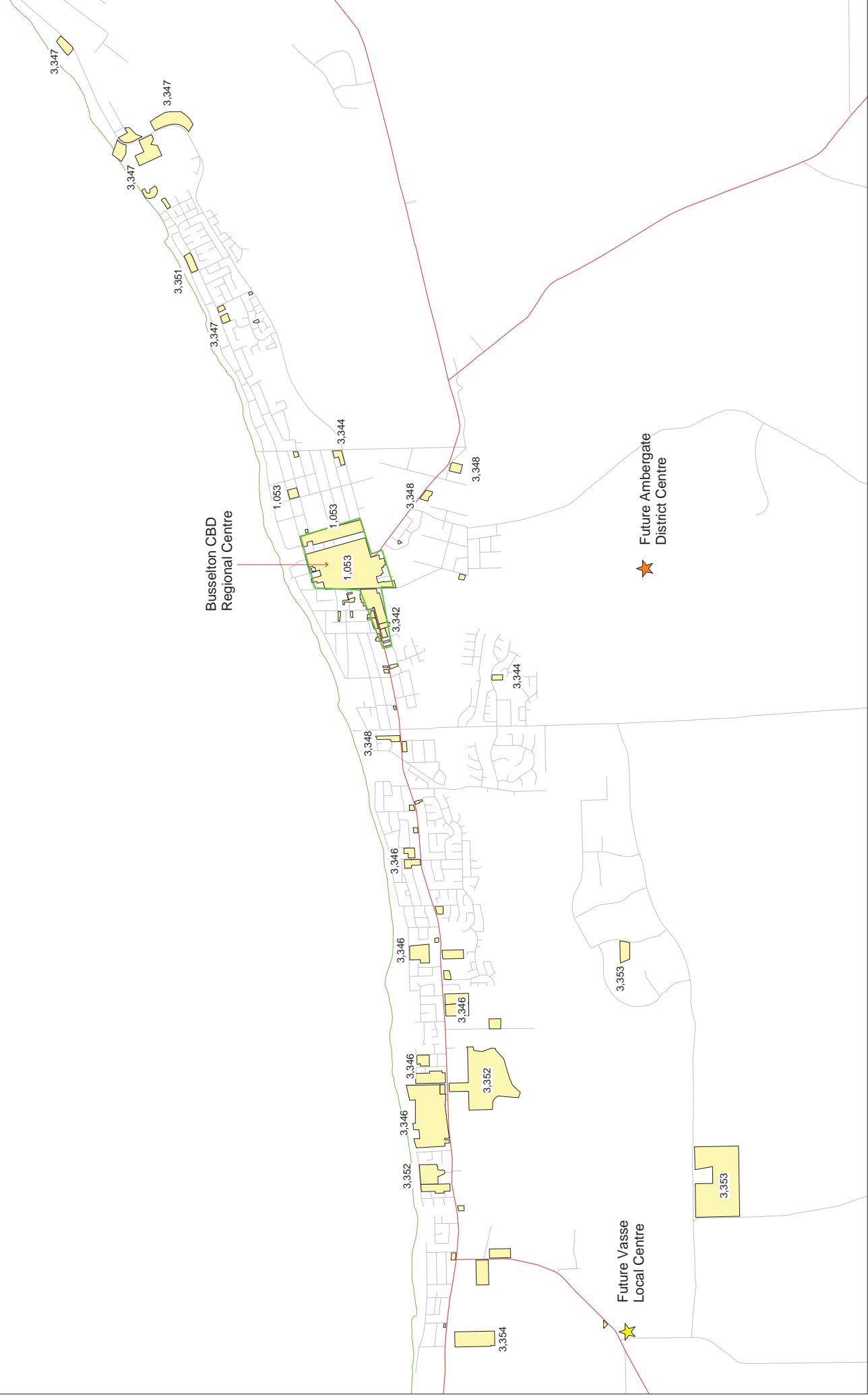
Land Use and Employment Survey date of extraction: September 2007 (Table 34)

DEVELOPMENT AREA, land area (ha) by COMPLEX				
COMPLEX NUMBER	COMPLEX NAME	Occupied Land	Vacant Land	Total Land
1998				
	3420 DUNSBOROUGH IND.	56.9	0.0	56.9
	3421 FAIRLAWN RD	45.1	14.3	59.4
	3422 BOVELL PARK	29.9	4.9	34.8
	3426 WALSH RD	12.5	0.0	12.5
	3427 VASSE INDUSTRIAL	0.3	0.0	0.3
TOTAL		144.8	19.2	164.0
2006				
	1146 DUNSBOROUGH LAKES INDUST	1.6	2.5	4.2
	1235 BUSSELTON AIRPORT INDUSTR	0.0	163.7	163.7
	3420 DUNSBOROUGH IND.	57.2	0.0	57.2
	3421 FAIRLAWN RD	63.0	7.7	70.7
	3422 BOVELL PARK	21.8	0.6	22.4
	3426 WALSH RD	12.5	0.0	12.5
	3427 VASSE INDUSTRIAL	0.3	0.0	0.3
TOTAL		156.5	174.6	331.0

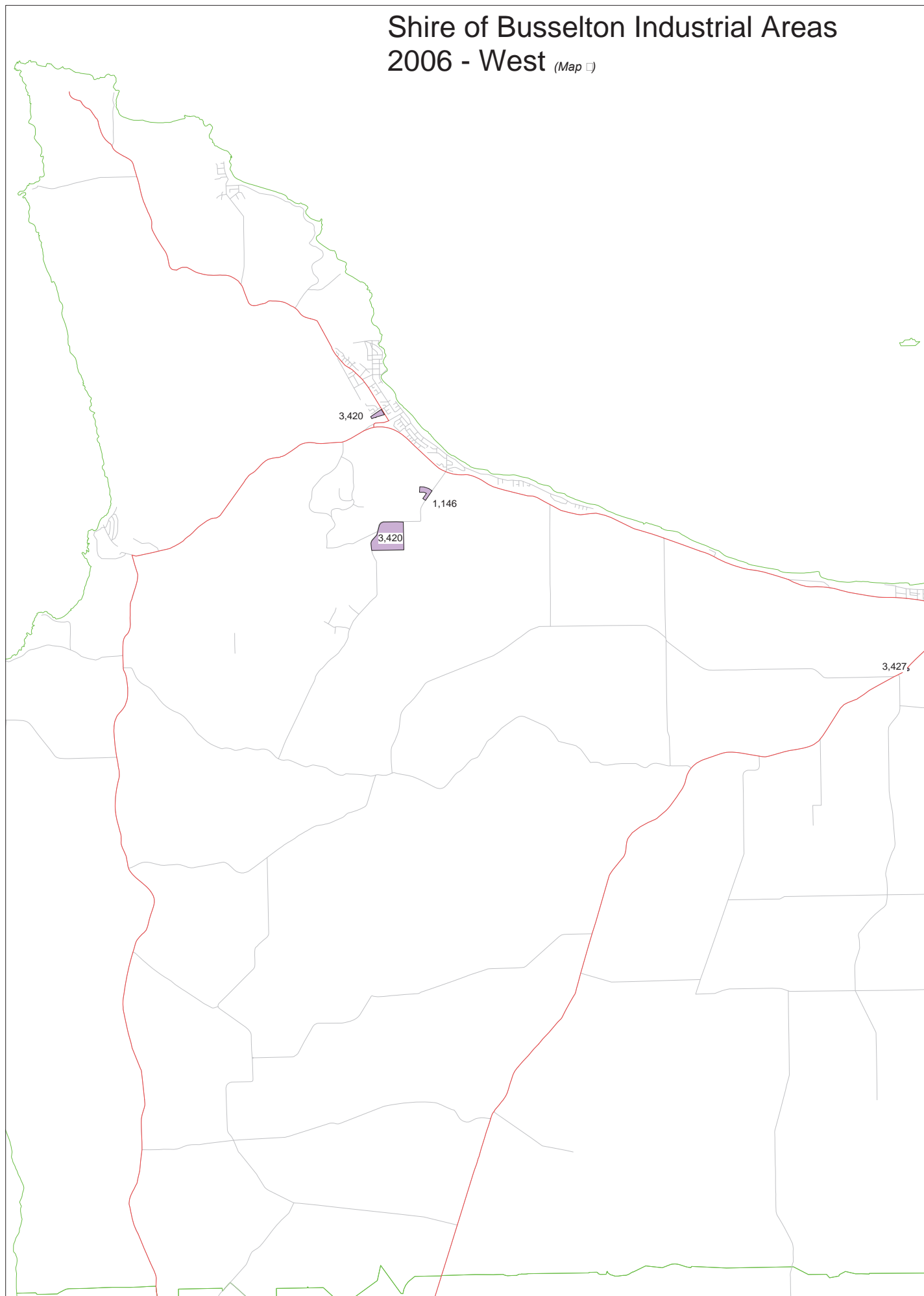
Shire of Busselton Commercial Areas 2006 - West *(Map 1)*



T (Map 2)



Shire of Busselton Industrial Areas 2006 - West (Map □)



Shire of Busselton Industrial Areas 2006 - East

(Map)

