

DISTRICT TOWN PLANNING SCHEME NO. 20

AMENDMENT NO. 125

**A REPORT ON DEVELOPMENT CONTRIBUTION PLAN No. 1 – COMMUNITY
FACILITIES**

REPORT ON DEVELOPMENT CONTRIBUTION PLAN No 1 – COMMUNITY FACILITIES

This report, and the associated attachments 1-4, comprises Draft Development Contributions Plan 1 – Community Facilities, prepared in accordance with State Planning Policy 3.6.

The report sets out all the information relevant to the proper understanding of the form and content of Draft Developer Contribution Plan 1- Community Facilities (DCP). The DCP forms a part of Amendment No 125 to the City of Busselton District No 20. It is advertised in conjunction with that amendment to enable informed comment on the content, detail and application of the DCP.

BACKGROUND AND CONTEXT

The City has been active in planning for and managing the community infrastructure implications of its rapid growth through a number of local planning policy measures that enable contributions to be secured for community infrastructure at the development approval stage.

The City has, in an adopted local planning policy, identified 9 development contribution precincts for community based infrastructure contribution along with their current (December 2011), respective contribution rates as follows –

Busselton		\$2,203
Geographe		\$1,591
Broadwater		\$1,753
Commonage		\$2,216
Dunsborough		\$2,851
Ambergate North	Subject to a future area-specific contribution plan	
Airport North/Yalyallup	Subject to area-specific contribution plan	
Vasse	Subject to area-specific contribution plan	
Old Broadwater Farm	Subject to a future area-specific contribution plan	
Port Geographe	Subject to area-specific contribution plan	
Dunsborough Lakes	Subject to a future area-specific contribution plan	
District/Rural Remainder		\$1,437

The contributions fund a wide range of local and district level community infrastructure, in accordance with a capital infrastructure plan. The capital infrastructure plan is based on an assessment of the expected demand for community facilities from population growth across the City.

The infrastructure items include contributions toward: library, arts and cultural facilities; coastal facilities; Geographe Leisure Centre; Busselton to Dunsborough Recreation Trail - Dual Use Path; and various local precinct based community infrastructure.

Other than the principal development areas, which are subject of area-specific contribution plan requirements, and the Commonage contribution area, the contribution rates are derived from the adopted Local Planning Policy 6D 'Community Facilities Implementation Policy' Community Facilities Implementation (CFIP) policy provisions. The Commonage area has a separate set of policy provisions which are now outdated and have satisfied the purpose for which they were established, which was to provide a range of road upgrading, fire management and recreation/cultural facilities for new residents. The City has commenced a review of the Commonage contribution policy provisions.

The contributions applicable in each of the precincts apply to new residential, single dwelling and tourism development. The value of the contribution and the capital items have been developed through the Community Facilities Implementation Policy and Connell Wagner report (originally adopted in 2008) and other earlier documents, such as the City's Leisure Services Plan, Community Facilities Contribution Study and Cultural Plan.

At the time the CFIP was formulated, discussions were held with senior officers at the then Department for Planning and Infrastructure, particularly in regard to the appropriateness of the methodology on which the CFIP was based and the planning mechanisms for the implementation of the contribution charges. Favourable advice from the Department supported both the methodology and the form of delivery, which was through local planning policy provisions adopted pursuant to the City's town planning scheme.

However, soon after the Council's adoption of the CFIP, the Western Australian Planning Commission introduced State Planning Policy 3.6: Development Contributions for Infrastructure (SPP 3.6), which requires that development contributions plans for community infrastructure can only be endorsed through inclusion of specific contribution provisions within a town planning scheme itself. The implications of this policy shift were that, outside of our principal growth areas, where there were already town planning scheme provisions specifically requiring development contributions, development contributions for community facilities would not be applied to subdivision approvals where the local government has not amended its scheme to include a development contributions plan for community facilities contributions. SPP 3.6 clearly requires local governments to amend their schemes if they intend to obtain development contributions for community facilities through the subdivision process.

At present, the City can only levy these contributions through its development approval mechanisms. This means that obligations for contributions to community facilities are often unmet or difficult to secure whenever a subdivision (requiring the WAPC's) approval precedes a development application. This has meant that the value of the contributions derived through the CFIP has been lower than would have been expected if the contributions could be applied the subdivision stage.

There is a risk that contribution funds will be insufficient to provide all of the infrastructure items identified in the CFIP if the City is unable to secure funding from the subdivision process. Further to this, the inability for the City to derive contributions through the subdivision process has led to inequities and confusion within the development industry as to the timing and payment of contributions for different types of development. Houses developed on green title lots, for instance, are exempt from the contributions payment by virtue of the Single House planning consent exemption of the scheme, whereas grouped dwellings developed on vacant strata lots attract the contributions payment. This issue has been highlighted recently in a number of requests for reconsideration of contribution requirements considered by the City.

Given this background, it is proposed to amend the scheme to reflect the provisions of SPP 3.6. It is proposed to introduce a new Schedule 15 which identifies a 'Development Contribution Area' and 'Development Contribution Plan', and amends the scheme text to introduce requirements for preparation, endorsement and updating of development contributions plans.

SPP 3.6 sets out the methodology and framework for developing development contribution plans (DCP's). This includes developing a:

- * Community Infrastructure Plan
- * Capital Expenditure Plan
- * Cost Apportionment Schedule
- * Planning Scheme Amendment – with the purpose of including the DCP as a schedule to the scheme.

A Community Infrastructure Plan, Capital Expenditure Plan (CEP) and Cost Apportionment Schedule which meet the requirements of SPP 3.6 were developed and adopted by the City in 2008 as the CFIP and the accompanying report 'Community Facilities Implementation Policy Review' by Connell Wagner (the Connell Wagner Report). Precinct based contribution rates outlined in the Policy have been indexed since that date to reflect price movements.

It is the intent of the DCP to build upon rather than discard the work prepared by Connell Wagner and the CFIP and to utilise this work as the basis for the Development Contribution Plan subject to meeting the requirements of SPP 3.6. The contribution rates under the DCP, the apportionment methodology, population projections for growth and capital expenditure plan will all remain unchanged from the current CFIP. It is also envisaged that a review of the capital expenditure would occur in the 2013/14 financial year, reflecting what will, by then, be the City's adopted 'Plan for the Future', and ensuring alignment between the City's strategic direction and this important part of the planning framework. This will enable the City to introduce the CEP and the Contribution schedule in a form that satisfies SPP 3.6 with the intention of updating or reviewing these documents at the first available opportunity once the DCP is in place.

1. AREA OF APPLICATION - DEVELOPMENT CONTRIBUTION PLAN AREA (DCA 1)

The DCP will apply to the area depicted on a new sheet to be inserted into the Scheme - DCA 1 which is reflected as a scheme amendment map in Amendment No 125. As well as delineating the contribution area, the Scheme Map DCA 1 also shows the district and local catchment areas referred to in the DCP to ensure clarity. The DCP area includes the whole of the City other than those areas not currently subject to endorsed Developer Contribution Agreements. These are the areas of Commonage, Vasse, Airport North, and Ambergate North although it is noted that a Developer Contribution Agreements exists for the Port Geographe area and new agreements will be in place shortly for other development areas such as Dunsborough Lakes and Old Broadwater Farm. As new Developer Contribution Agreements are endorsed for areas such as Old Broadwater Farm, Ambergate North and Dunsborough Lakes – the DCP1 and in particular the Cost Apportionment Schedule will be amended to reflect revised apportionments across the existing precincts. The practice of the City has been to include the District contribution rate as a component of the area specific Developer Contribution Agreements when these agreements are formulated to ensure that growth of dwelling units/lots in these areas contributes toward the overall district facilities and is not subsidised by other dwellings growth outside these areas.

2. PURPOSE

The purpose of the development contribution plan is to;

- (a) Enable the application of development contributions to develop new community infrastructure and the upgrading of existing community infrastructure which is required as a result of the growth of population in the contribution area;

- (b) Provide for the equitable sharing of the costs of infrastructure and administrative items between owners;
- (c) Ensure that cost contributions are reasonably required as a result of the subdivision and development of land in the development contribution area.

3. PERIOD OF THE PLAN

It is proposed that DCP 1 will operate until 30 June 2021. However the DCP may also be extended for further periods (with or without modification) by subsequent Scheme Amendments.

The community infrastructure items included in the DCP are being planned and provided on the basis of the needs of the ultimate community which will be substantially achieved by 2021.

It is fair and equitable that all development that has been taken into account in assessing the need for community infrastructure, actually makes a contribution to that infrastructure.

The City's current CFIP has been in operation since 2008/09 and has been based upon community needs and population growth projections for the period out till 2021.

When preparing the 10 Year Financial Plan which details the provision of community infrastructure, the City will have confidence that it will be able to meet its commitments to the provision of community infrastructure as the provision of funds through the DCP will be assured.

4. OPERATION OF THE DCP

DCP 1 has been prepared in accordance with *State Planning Policy 3.6 Development Contributions for Infrastructure* and will come into effect on the date of gazettal of Amendment No 125.

Clause 5.4 of SPP 3.6 states that in the interim, where a local government has received consent to advertise a DCP, land within the DCA area will be considered to be subject to the requirements of the DCP and contributions may be calculated but the City will not be able to collect payment until Amendment No 125 is gazetted.

If the amendment progresses to final approval it is appropriate that the City requires the inclusion of explanatory advice notes on subdivision and development approvals noting that DCP 1 is under consideration. This will ensure that at subsequent stages, for example subdivision clearance or building licence, that landowners are aware of their liability for contributions should DCP 1 be gazetted.

Following gazettal of Amendment No. 125, a condition will be included on subdivision and development approvals requiring payment of the DCA contribution which will occur at the time of seeking clearance to a Deposited Plan or Strata Plan in the case of subdivision or at the time of issuing a building permit where subdivision prior to development is not proposed.

The infrastructure items required to be funded under the DCP 1 are outlined at Attachment 2 – Capital Expenditure Plan.

The timing of the completion of these works to 2021 has been included, based upon:

- * Works completed to date or nearing completion
- * Works included in the City's 10 Year Plan 2012 – 2021
- * Reasonable estimates of timing.

The Cost Apportionment Schedule is outlined at Attachment 3. This plan reflects the values and methodology used to determine the values as outlined in Table 6.3 of the Connell Wagner Report at the time that report and the accompanying CFIP was adopted (2008) and updated for the District and Local areas to the December ¼ 2011. The indexing of the District and Local rates reflects the cost index applicable at the time the values were amended. The current applicable index is the Local Government Construction Index (LGCI).

5. APPLICATION REQUIREMENTS

DCP 1 makes it clear that the contributions will be payable for new subdivision and development and will not apply to existing developments.

Where a subdivision, strata subdivision including both built and/or strata lots or an application is lodged for a new development; or the extension of an existing approval or existing land use upon land to which this DCP applies, the City shall take the provisions of the DCP into account in making a recommendation on, or determining that application.

6. COMPLIANCE WITH THE PRINCIPLES UNDERLYING DEVELOPMENT CONTRIBUTIONS AS SET OUT IN CLAUSE 5.2 OF SPP 3.6

1. Need and the nexus

The need for each item of infrastructure included in the DCP and the connection between the development and the demand created by new development within the City is clearly set out in the Connell Wagner Report supporting document, specifically *Section 5. Quantitative Assessment of Community Facility Needs*.

2. Transparency

The following has been adopted to ensure transparency in the method for calculating and applying the contribution and that the DCP application is simple to understand and administer;

- The plan excludes contributions from existing development. The contributions will only apply to new proposals up to 2021. The number of existing and future dwellings was independently prepared by Connell Wagner in conjunction with the City of Busselton for the census collector districts encapsulated within the precincts of Dunsborough/Quindalup, Broadwater, Busselton, Rural Remainder and Geographe. Table 2.3 of the Connell Wagner report sets out the forecast dwellings for each of the precincts.
- The apportionment of district and local facilities has been determined from the qualitative assessment of community facility needs for each of the precincts and the City as a total as set out in section 5 of the Connell Wagner report. This is based upon both demographic and gap analysis to derive estimates of local and district facilities needed as a consequence of population growth.

- Calculation of an owner's contribution will be based on the number of new dwellings/lots that can be created through the relevant subdivision/development application process. The number of new dwellings/lots is then multiplied by the applicable rate for the precinct in which the land is situated. The approach is simple to understand particularly for landowners who wish to determine their obligations. It is also easily assessed and administered by officers.

3. Equity

The development contribution is to be calculated on the basis of the number of dwellings/lots that can be created through the subdivision/development application process thus ensuring that each owner's contribution is assessed on a clear and consistent basis and thus reflective of the relative need generated by a particular development.

The plan does not make a distinction between Greenfield and Infill/revitalisation residential development.

4. Certainty

The DCP clearly sets out the items to which subdivision/development in a particular precinct is making a contribution to.

To provide certainty on the cost of the infrastructure items, the DCP provides that the cost of each infrastructure item is to be reviewed at least annually to reflect changes in funding and revenue sources and is to be indexed based on an appropriate and recognised cost index. The opportunity for an appropriately qualified independent person to independently certify these costs will be available to landowners pursuant to clause 34(12)(f).

5. Efficiency

Development contributions reflect the whole of life capital cost, but exclude running costs.

6. Consistency

The development contributions applicable under the DCP will be uniformly applied across the whole Development Contribution Area on a per dwelling basis which reflects the district and local facilities to be provided to service each particular area. The contribution will be levied on subdivision/development or on a change of use where that use will precipitate a need for a contribution in accordance with the provisions.

7. Right of consultation and arbitration

DCA 1 provisions will be advertised widely through Amendment No 125 thus satisfying the requirement to consult with landowners and developers on the manner in which the development contributions are determined.

Clause 34(12)(g) of the Scheme amendment provides that any dispute between an owner and the local government in respect to a cost contribution is to be resolved by arbitration.

8. Accountability

The costs for each infrastructure item are to be reviewed annually and the DCP updated accordingly. The updated DCP will be available on the City's web site and owners can request the review of any cost in accordance with clause 34(12)(f) and have a dispute in respect to the required contribution determined through arbitration in accordance with clause 34(12)(g) of the Scheme.

A Statement of Accounts showing all revenue and expenditure for the DCP is to be prepared for each financial year and audited by the City's auditors. The audited statements will be available on the City's web site.

7. **COMPLIANCE WITH THE PROCESS FOR DETERMINING DEVELOPMENT CONTRIBUTIONS AS SET OUT IN CLAUSE 5.5 OF SPP 3.6**

There is clearly a need as demonstrated in the Quantitative assessment undertaken in the by Connell Wagner report as justification for the list of infrastructure items provided for in the DCP, and in fact infrastructure contributions for these items have been levied through the development process since 2009/10 in accordance with the CFIP. The rates of contribution applicable under this DCP will not change from those applied under the CFIP.

Other matters required to be addressed are set out below.

Catchment Areas

District facilities are generally specialised higher order uses that will serve a wider catchment and because people are prepared to travel reasonable distances to these facilities, they serve the whole of the City. Accordingly there is generally only one such facility provided within the City. District facilities included in the DCP are as follows;

- * *Busselton to Dunsborough Recreation Trail - Dual Use Path*
- * *Dunsborough to Yallingup Recreation Trail - Dual Use Path*
- * *Rails to Trails recreation trail*
- * *Lower South West Learning and Information Facility*
- * *Regional Gallery Facility upgrade to former Agriculture Bank Building*
- * *Cultural/Performing Arts Centre*
- * *Foreshore facilities (toilet block and car park) and Playgrounds*
- * *Geographe Leisure Centre (group fitness centre)*
- * *Environmental protection, management and implementation*
- * *Dunsborough Sport and Recreation Zone including a 6.5 hectare playing field for district facilities*
- * *Public Art*
- * *Youth Centre*
- * *District Community Centre (incorporated in new City Administration Centre)*
- * *Boat Ramps*
- * *New active playing fields and development of regional sporting headquarters for soccer and cricket*

Local uses are those that the community generally expects to be provided within their precinct or in close proximity to the property and hence there are numerous similar facilities provided throughout the City. Local items included in the DCP are as follows;

Local Facilities (Busselton)

Beachfront amenities - BBQs etc

Foreshore Facilities (toilet block and car park)

Playgrounds

Lou Weston Oval (lighting, resurfacing etc)

Sir Stewart Bovell Park (resurfacing, road improvements, additional playing fields) - local use

Local Facilities (Dunsborough including Quindalup, Eagle Bay, Commonage and Yallingup)

Dunsborough Hall kitchen upgrade

Beachfront amenities – BBQs etc

Playgrounds

Foreshore facilities (toilet block and car park)

Naturaliste Community and Cultural Centre (new gym facility)

Redevelopment of playing fields

Eagle Bay to Rocky Point Path

Local Facilities (Broadwater)

Foreshore facilities (toilet block and car park)

Playgrounds

Beachfront amenities BBQs etc

Boat ramp

Local community centre (in partnership with DCD)

Local Facilities (Geographe)

Playgrounds

Beachfront amenities - BBQs etc

Foreshore facilities (toilet block and car park)

Sports playing field (NB: covered by Port Geographe DCP)

Cost of the infrastructure item

The source of the cost for each infrastructure item was completed by the City when forecasting the costs for the infrastructure items in Table 6.3 of the Connell Wagner report. In most instances the estimated cost is derived from the City's 5 year works plan in operation at the time the Connell Wagner report was prepared.

As provided for in the DCP, the cost of the infrastructure item will be reviewed at least annually. If during the year more detailed costings have been prepared then these would be adopted in preference to broad based estimates. In all other instances the cost estimates will be adjusted to reflect changes in funding and revenue sources that may have been secured and the cost indexed based on the Building Cost Index or other appropriate index.

A Community Infrastructure Plan to be prepared

The City has analysed and determined the scope of the community infrastructure facilities that it needs to provide for future population growth and demographic change across the City. In accordance with the Connell Wagner report – sections 2-5.

Specific Strategic Plans which detail the need for community infrastructure items to service the ultimate population of the City have been prepared and have informed the Connell Wagner assessment. The relevant City of Busselton documents are as follows;

- * Leisure Services Plan,
- * Library Services Plan for the District,
- * Community Facilities Contribution Study and
- * The Cultural Plan.

Projected growth figures for the catchment areas

The number of existing and future dwellings for the period 2006 to 2021 was independently prepared for the City by Connell Wagner and updated by the City's internal planning staff when the CFIP was formulated. The figures adopted in that report are outlined at Table 2.3 of the Connell Wagner Report.

Methodology for determining the proportion of cost for infrastructure to be attributed to future growth rather than existing areas.

The apportionment of the cost of providing the infrastructure items between existing development and future development has been based on:

- * The number of existing and projected dwellings in the various precincts
- * The gap analysis of community facilities provision within existing developed areas
- * A formula for capital cost apportionment to future dwellings
- * Projected dwelling growth within the City 2006 – 2021.

The apportionment of the cost of providing community infrastructure to existing dwellings is clearly identified in section 6 of the Connell Wagner Report. These cost apportionments have been carried forward from the Connell Wagner Report and indexed as set out in the Community Infrastructure Cost Apportionment Schedule 2011-12.

8. ITEMS INCLUDED IN THE DCP

The cost of providing community infrastructure includes all the initial capital costs associated with the provision of the infrastructure item, and excludes ongoing maintenance and operating costs of the infrastructure.

The costs permissible within the DCP 1 pursuant to SPP 3.6 include items such as the cost of land acquisition, planning, design and approvals, clearing permits, clearing works, offset works, site works, servicing infrastructure, construction of the facility including design, tendering and project management, associated landscaping, parking and access arrangements.

The Administration costs included in the DCP 1, but not yet valued within the Cost Apportionment Schedule are as follows;

- Cost to prepare the Development Contribution plan and administer it for the period of operation (including legal expenses, valuation fees, cost of design and costs estimates, and proportion of staff salaries, computer software and/or hardware required for the purpose of administering the plan and audit fees).
- Cost to prepare and undertake an annual review of cost estimates including the costs for appropriately qualified independent persons.

- Costs to prepare and update the Cost Apportionment Schedule.

It is proposed to provide an estimate of the administration costs following the advertising of Amendment No 125. Administration of development contribution plans can be complicated and time consuming. This plan includes a number of community infrastructure items, all of which will require individual accounts to be maintained, reviewed and submitted for annual auditing.

It would be quite difficult to provide a realistic estimate for some of these costs at this early stage. Therefore it is considered prudent that over the first review period of the DCP, City officers will record the time and cost spent administering the DCP be recorded for input into the first review of the plan. Initially, the administration cost in the updated schedule for the proposed plan will represent the minimum reasonable estimates to administer the DCP.

9. REVIEWS

The Scheme Provisions outline that the Development Contribution Plan will be reviewed within a period not exceeding five years, having regard to the rate of development in the area since the last review and the degree of development potential still existing. The timing of the infrastructure items outlined in the CEP will be reviewed at the time of adopting the Plan for the Future and once the City has published its updated 10 year plan in the 2013/14 year.

The estimated cost of infrastructure items shown on the Cost Apportionment Schedule will be reviewed at least annually to reflect changes in funding and revenue sources and indexing based on the Building Cost Index or other appropriate index. Where projects have been completed with grant funding then the review of the total estimated cost of the infrastructure will be amended to reflect this.

Attachment 1 DCA 1 Development Contribution Area Map

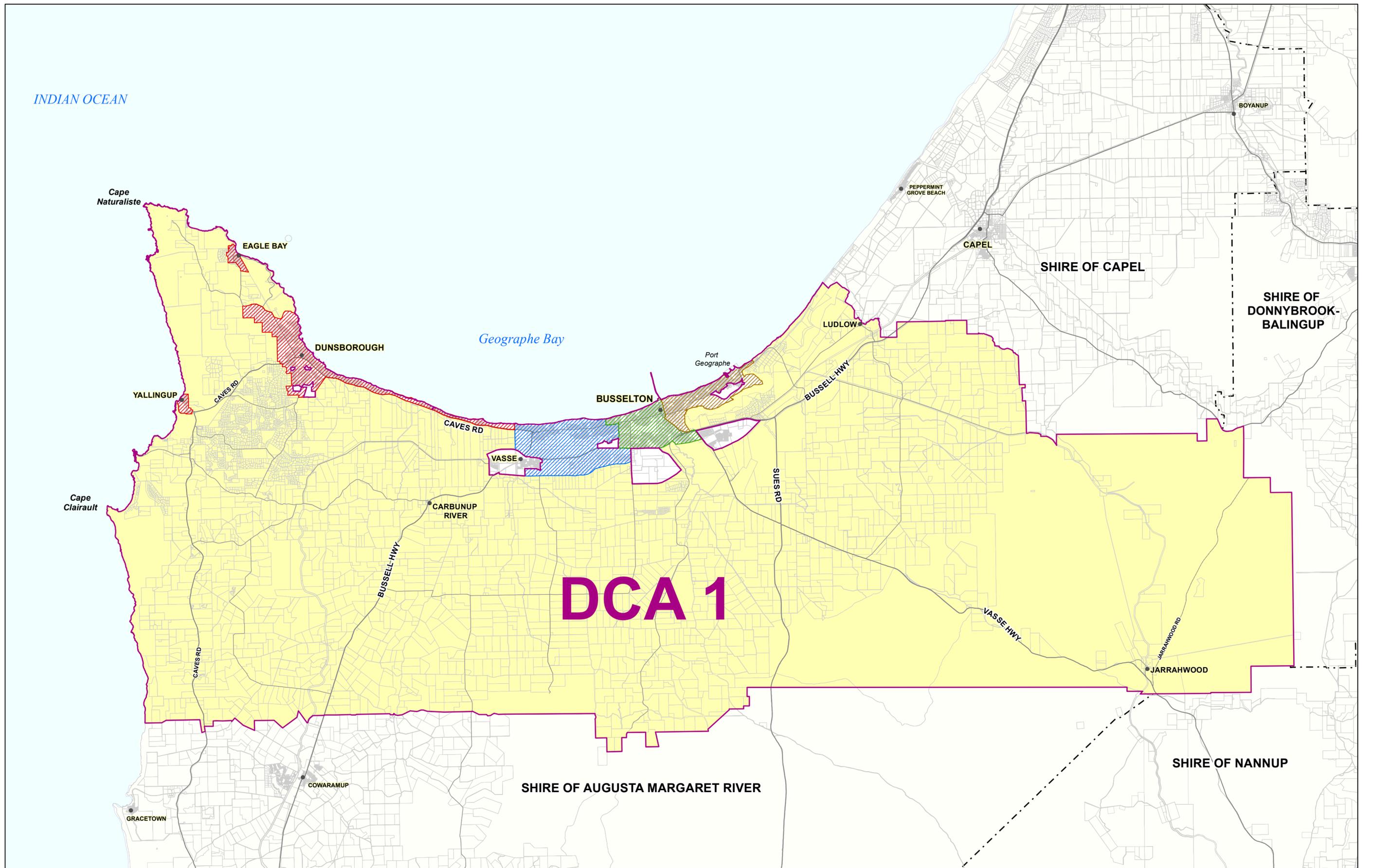
Attachment 2 DCP 1 Community Expenditure Plan

Attachment 3 DCP 1 Community Infrastructure Cost Apportionment Schedule 2011-2012

Attachment 4 Connell Wagner Report (Community Infrastructure Plan).

REPORT ON DEVELOPMENT CONTRIBUTION PLAN No 1 – COMMUNITY FACILITIES

Attachment 1 – DCA 1 Development Contribution Area Map



- | | | |
|-------------------------------------|-------------------------|----------------|
| DCA 1 Development Contribution Area | Dunsborough & Quindalup | Principal Road |
| Rural Remainder | Broadwater | Shire Boundary |
| | Busselton | Cadastre |
| | Geographe | |

City of Busselton
 District Town Planning Scheme
 Number 20

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.
 The original Scheme Maps, Text and Amendments can be viewed at the City of Busselton and the Department for Planning and Infrastructure, Perth and Bunbury

Date Map Produced: 3/12/12
 Original Scheme Gazette: 7th September, 1999

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REPORT ON DEVELOPMENT CONTRIBUTION PLAN No 1 – COMMUNITY FACILITIES

Attachment 2 – DCP 1 Community Expenditure Plan

Capital Expenditure Plan

Facility	Estimated Year of Construction											Total	
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020		2021
DISTRICT / RURAL REMAINDER													
Busselton to Dunsborough Trail	640,000	640,000	640,000	640,000	320,000	320,000							\$3,200,000.00
Dunsborough to Yallingup Trail										600,000	600,000		\$1,200,000.00
Rails to Trails							300,000					300,000	\$600,000.00
Cultural Performing Arts Centre							2,000,000	2,000,000					\$4,000,000.00
Lower S/W Learning & Information Facility									2,000,000	2,000,000			\$4,000,000.00
Regional Gallery Facility upgrade							87,000						\$87,000.00
Youth Centre					1,000,000	1,000,000							\$2,000,000.00
Foreshore facilities and Playgrounds							610,000						\$610,000.00
Geographe Leisure Centre (group fitness centre)		1,000,000											\$1,000,000.00
Boat ramps						600,000							\$600,000.00
Environmental protection, management and implementation							200,000						\$200,000.00
Public Art							200,000						\$200,000.00
District Community centre				5,000,000									\$5,000,000.00
Dunsborough Sport and Recreation Zone												2,000,000	\$2,000,000.00
Active playing fields							1,000,000	500,000	500,000				\$2,000,000.00
DUNSBOROUGH & QUINDALUP													
Foreshore facilities				350,000									\$350,000.00
Naturaliste Community and Cultural Centre (gym Facility)								500,000	500,000				\$1,000,000.00
Dunsborough Hall kitchen upgrade							26,000						\$26,000.00
Playgrounds							30,000						\$30,000.00
Beachfront amenities									150,000				\$150,000.00
Eagle Bay to Rocky Point Path											112,000		\$112,000.00
Redevelopment of playing fields		3,500,000											\$3,500,000.00
BUSSELTON													
Foreshore facilities							350,000						\$350,000.00
Playgrounds							10,000						\$10,000.00
Beachfront amenities							50,000						\$50,000.00
Lou Weston Oval (lighting, resurfacing)							300,000						\$300,000.00
Sir Stewart Bovell Park (additional playing fields – local use)										1,000,000	1,000,000		\$2,000,000.00
BROADWATER													
Boat ramp							350,000						\$350,000.00
Foreshore facilities							350,000						\$350,000.00
Playgrounds							10,000						\$10,000.00
Beachfront amenities							50,000						\$50,000.00
Local community centre									500,000				\$500,000.00
GEOGRAPHE													
Foreshore facilities							350,000						\$350,000.00
Beachfront amenities							50,000						\$50,000.00
Playgrounds							10,000						\$10,000.00
ADDITIONAL DEVELOPMENT AREAS (subject to individual Developer Contribution Plans):													
AIRPORT NORTH													
AMBERGATE NORTH													
DUNSBOROUGH LAKES													
OLD BROADWATER FARM													
PORT GEOGRAPHE													
VASSE													
Total	\$ 640,000	\$ 5,140,000	\$ 640,000	\$ 5,990,000	\$ 1,320,000	\$ 3,253,000	\$ 5,000,000	\$ 3,000,000	\$ 3,650,000	\$ 3,000,000	\$ 1,712,000	\$ 2,900,000	\$ 36,245,000

REPORT ON DEVELOPMENT CONTRIBUTION PLAN No 1 – COMMUNITY FACILITIES

Attachment 3 – DCP 1 Community Infrastructure Cost Apportionment Schedule 2011-2012

DCA 1 – COMMUNITY INFRASTRUCTURE COST APPORTIONMENT SCHEDULE 2012-13

DISTRICT / RURAL REMAINDER – COMMUNITY INFRASTRUCTURE					
No	Facilities	Total Estimated Cost (2008)	Apportionment to New Development	Contribution per Dwelling (2008)	Contribution per Dwelling (2013) ⁽¹⁾
1	Busselton to Dunsborough Recreation Trail	\$3,200,000	53%	\$118.79	
2	Dunsborough to Yallingup Recreation Trail	\$1,200,000	53%	\$44.20	
3	Rails to Trails	\$600,000	53%	\$22.10	
4	Cultural Performing Arts Centre	\$4,000,000	57%	\$183.37	
5	Lower S/W Learning & Information Facility	\$4,000,000	38%	\$120.84	
6	Regional Gallery Facility upgrade	\$87,000	53%	\$3.18	
7	Youth Centre	\$2,000,000	38%	\$60.42	
8	Foreshore facilities and playgrounds	\$610,000	53%	\$22.47	
9	Geographe Leisure Centre (group fitness centre)	\$1,000,000	53%	\$36.84	
10	Boat ramps	\$600,000	53%	\$22.26	
11	Environmental protection, management and implementation	\$200,000	53%	\$7.42	
12	Public Art	\$200,000	53%	\$7.42	
13	District Community Centre	\$5,000,000	57%	\$226	
14	Dunsborough Sport and Recreation Zone (6.5 hectare playing field for district facility)	\$2,000,000	53%	\$73.67	
15	Active playing fields and regional sporting headquarters for soccer and cricket	\$2,000,000	53%	\$73.67	
	TOTAL	\$26,687,000		\$1022.65	\$1479
LOCAL - COMMUNITY INFRASTRUCTURE					
DUNSBOROUGH & QUINDALUP					
	Facilities	Total Estimated Cost (2008)	Apportionment to New Development	Contribution per Dwelling (2008)	Contribution per Dwelling (2013) ⁽¹⁾
1	Foreshore facilities	\$350,000	39%	\$76.16	
2	Naturaliste Community and Cultural Centre (gym facility)	\$1,000,000	39%	\$217.65	
3	Dunsborough Hall kitchen upgrade	\$26,000	39%	\$5.66	
4	Playgrounds	\$30,000	100%	\$16.65	
5	Beachfront amenities	\$150,000	39%	\$32.65	
6	Eagle Bay to Rocky Point path	\$112,000	39%	\$24.37	
7	Redevelopment of playing fields	\$3,500,000	50%	\$971.68	
	<i>SUB-TOTAL</i>	<i>\$5,168,000</i>		<i>\$1344.82</i>	
	District contribution ⁽²⁾			\$1022.65	
	TOTAL CONTRIBUTION DUNSBOROUGH / QUINDALUP			\$2366.65	\$2934
BUSSELTON					
	Facilities	Total Estimated Cost (2008)	Apportionment to New Development	Contribution per Dwelling (2008)	Contribution per Dwelling (2013) ⁽¹⁾
1	Foreshore facilities	\$350,000	22%	\$95.26	
2	Playgrounds	\$10,000	100%	\$12.37	
3	Beachfront amenities	\$50,000	22%	\$13.60	
4	Lou Weston Oval (lighting, resurfacing)	\$300,000	22%	\$81.68	
5	Sir Stewart Bovell Park (additional playing fields) local use		22%	\$544.55	
	<i>SUB-TOTAL</i>	<i>\$2,710,000</i>		<i>\$747.46</i>	
	District contribution ⁽²⁾			\$1022.65	
	TOTAL CONTRIBUTION CENTRAL BUSSELTON			\$1770.11	\$2268
BROADWATER					
	Facilities	Total Estimated Cost (2008)	Apportionment to New Development	Contribution per Dwelling (2008)	Contribution per Dwelling (2013) ⁽¹⁾
1	Boat ramp	\$350,000	27%	\$132.16	
2	Foreshore facilities	\$350,000	27%	\$132.16	
3	Playgrounds	\$10,000	100%	\$13.98	
4	Beachfront amenities	\$50,000	27%	\$18.53	
5	Local community centre	\$500,000	62%	\$433.56	
	<i>SUB-TOTAL</i>	<i>\$1,260,000</i>		<i>\$730.39</i>	
	District contribution ⁽²⁾			\$1022.65	
	TOTAL CONTRIBUTION BROADWATER			\$1753.04	\$1804
GEOGRAPHE					
	Facilities	Total Estimated Cost (2008)	Apportionment to New Development	Contribution per Dwelling (2008)	Contribution per Dwelling (2013) ⁽¹⁾
1	Foreshore facilities	\$350,000	31%	\$114.21	
2	Beachfront amenities	\$50,000	31%	\$15.78	
3	Playgrounds	\$10,000	100%	\$10.52	
	<i>SUB-TOTAL</i>	<i>\$410,000</i>		<i>\$140.51</i>	
	District contribution ⁽²⁾			\$1022.65	
	TOTAL CONTRIBUTION GEOGRAPHE			\$1163.16	\$1637

(1) Reflects indexing to the December quarter 2012 from 2008 value.

(2) Dwellings in each precinct will contribute to both local & district community infrastructure in accordance with this Schedule.

REPORT ON DEVELOPMENT CONTRIBUTION PLAN No 1 – COMMUNITY FACILITIES

Attachment 3 – Connell Wagner Report (Community Infrastructure Plan)

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Busselton Shire Council

Community Facilities Implementation Policy Review

Final Draft Report

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Appendix A – Precincts Plans

Appendix B – Developer Contributions by Precinct

1. Introduction

1.1 Background

The Busselton Shire is one of the fastest growing non-metropolitan municipalities in Australia. This growth has been fuelled by the attraction of the area to “sea-changers”, retirees and young families attracted to the substantial employment opportunities provided in the region.

With this growth come demands on the Shire from the community for the provision of a variety of facilities. These demands are widening as the demographics of the community become broader.

Busselton is also spatially complex with a significant rural hinterland and the two distinct district centres at Dunsborough and Busselton. There are also large, self-contained development areas proposed at Vasse, Airport north and Ambergate.

In these newer areas, the development industry is responding to market demands for community facilities and a significant emphasis has been placed on this in the planning for these areas. In the older and more established parts of the shire there are a significant number of community facilities provided but also some unmet demands.

This report seeks to examine the community facility needs of the shire and develop a Community Facilities Implementation Policy for inclusion in the Council's Town Planning Scheme. The policy will prescribe a contribution for community facilities that will be required for future development in the shire.

It is the intent of this report to provide the background information to this policy. The report documents the logical and structured examination of community facilities provision in the shire based around individual precincts. The report shows that there is a clear nexus between the new development proposed in the shire and the need for community facilities, an assessment of reasonableness and a transparent calculation of developer contribution rates.

1.2 History of Planning for Community Facilities in Busselton

Council became aware of the need for a comprehensive examination of community facility provision in the mid 1990's. A report was commissioned in 1997 and a community facilities implementation policy resulted in 2000. This policy has been implemented since that time with some success.

In addition to this initiative, a specific related policy was produced by the Shire for the Commonage area. This related to various infrastructure, including local road works and contributions to district level community facilities in Dunsborough. This policy has also been implemented with some success but is currently under review.

With the substantial growth pressure that is being experienced at the current time and the fact that the existing policy was some five years old, there was an obvious need for a policy review.

1.3 Approach to the Review

The levying of the development industry to fund the provision of community facilities has historically been a controversial matter.

Not surprisingly, the development industry has generally not been disposed to the prospect of further levies on development although this position has softened in recent times as these facilities have been seen as valuable from an estate marketing perspective.

The State Government agencies have also traditionally taken the view that the provision of community facilities is the province of local government to provide.

Given the contentious nature of the subject, it was the intent of this review for the methodology to include significant consultation with stakeholders. Together with this consultation was the need for some thorough research into the specific community needs of the various precincts in Busselton.

The discrete stages of the policy review are set out below:

- Data Collection
- Demographic Review
- Qualitative Analysis
- Quantitative Analysis
- Gap Analysis
- Stakeholder Consultation
- Generation of Contribution Rates
- Review of the Legal and Administrative Framework
- Preparation of Draft Policy
- Formal Consultation
- Preparation of Final Policy

2. Demographic Review

2.1 Overview

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

Population statistics from the ABS and Shire of Busselton Planning Department reveal that the population of the Busselton Shire has increased from approximately 7000 persons in 1971 to 28,649 persons in 2006, giving it the status as one of the fastest growing Local Authority areas in the State.

The population structure within the Shire is also showing significant change. While the population growth continues at a remarkable rate, the structure of the population is also showing signs of change. In the past, 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 area's lifestyle to younger and established families, and the impact of those seeking a "sea change" are contributing to a shift in the age structure of the Shire population.

This "normalization" of the population is characterized by an increased number of young people and families living in the Shire, with related increases in the 0-19 age group and 20-54 age group. In comparison, while the number of residents aged 55 years and over in the Shire remains high, the proportion of residents in this age bracket has been reducing over the last ten years.

Given this significant growth in the Shire over the past ten years and the corresponding increase in the resident and tourist populations, particularly the proportion of young people and families, there is an increasing demand on existing community facilities, and an increasing requirement for new and upgraded community facilities within the Shire. Changes in the expectations of the newer community may also play some part in regard to the provision and standard of local, regional and district facilities.

2.2 Population and Growth – Shire Statistics 2001

Census data from the 1996 and 2001 Census shows that the Shire of Busselton is one of the fastest growing non-metropolitan local authorities in the State. The Shire population increased from 14,592 persons in 1991 to 23,099 persons in 2001, an increase of 58% during the ten year period. Council's Demography and Planning Report 2006 estimates that the annual average growth rate for the Shire over the last five years was approximately 5.1%, well above the state average of 1.5%, and the South West region average of 3.1%.

The only other rural Shire in WA to experience a growth rate higher than that of Busselton was the Shire of Dardanup (6.2%); while the neighbouring Shire of Augusta-Margaret River had a similarly high growth rate of 4.8%. Busselton's growth rate also remained higher than many metropolitan Local Authorities; Swan (3.7%), Joondalup (4.2%), Rockingham (3.9%), Cockburn (3%), Mundaring (1.3%) and Mandurah (4%).

Historically, settlement in the Shire has mainly occurred along the Geographe Bay frontage in an east west form, generally bounded to the south by the coastal wetland system.

While there have been minor population increases in the smaller rural centres at Yallingup, Eagle Bay, Siesta Park, Vasse and Carbanup, the population distribution within the Shire remains predominantly accommodated in the Busselton and Dunsborough urban areas, with populations of approximately 15,400 persons (70%) and 2970 persons (13.5%) respectively, and both towns experiencing high growth rates between 1996 and 2001. The Shire's Demography and Planning Report 2006 shows that at the 2001 Census, the majority of the Shire population (81%) was accommodated in urban areas, while only 19% of the population resided in rural areas.

TABLE 2.2(a) Permanent Resident Population Growth 1971 – 2006 Shire of Busselton

	Census Year							
	1971	1976	1981	1986	1991	1996	2001	2006
Estimated Resident Population	7,426	7,897	9,369	11,933	14,592	18,158	23,099	28,649
Increase on Previous Census	-	471 (6.3%)	1,472 (18.6%)	2,564 (27.4%)	2,659 (22.3%)	3,566 (24.4%)	4,941 (27.2%)	5,500 (24%)
Average Annual Growth Rate	-	1.23%	3.48%	4.95%	4.1%	4.5%	5.1%	4.4%

Source: Shire of Busselton Demography and Planning 2006
Australian Bureau of Statistics, Census of Population and Housing
Australian Bureau of Statistics, Regional Population Growth, Australia 2005-06

2.2.1 Age Structure

The age structure of the Busselton population at the 2001 Census is shown at Table 2.2 (b), and is compared with figures for Western Australia.

TABLE 2.2(b) Age Structure for the Busselton Shire, 2001

Age	Busselton Shire	Western Australia
0-4	1563 (7.1%)	122,709 (6.7%)
5-14	3672 (16.8%)	269,967 (14.7%)
15-24	2523 (11.5%)	260,272 (14.2%)
25-54	9216 (42.1%)	807,357 (44.1%)
55-64	1983 (9.1%)	167,027 (9.1%)
65 +	2911 (13.3%)	204,676 (11.2%)

Source: ABS (2001) Population by Age, 30 June, 2001

Generally, the age structure characteristics of the Shire are similar to those for the State. There are, however, slight over-representations within the younger age group (0-14 years) which represents 23.9% of the Shire population compared to 21.4% for the State, and the over 55s age group which represents 22.3% of the Shire population compared to 20.2% for the State.

Trends within the structure of the population 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 2,528 to a total of 6,692 persons in the under 19 age group representing a 60% increase, and an increase of 4341 to a total of 10,282 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 group has increased from 44% in 1991 to 47% in 2001.

While the number of residents aged over 55 has increased from 3,388 to 4,894 over the ten year period, there has been a reduction in the proportion of this age group in the population from 25.1% 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.

2.2.2 Dwelling Growth and Occupancy

Dwelling stock within the Shire increased from 6704 to 8601 between 1991 and 1996, an increase of 1897 dwellings over this period, and between the 1991 and 1996 Census, there was an average of 379

new dwellings per year within the Shire, while this number rose to an average of 467 new dwellings per year between the 1996 and 2001 Census period. The total number of dwellings in the Busselton Shire in 2001 was 10,936.

Given the increasing number of absentee landowners and holiday houses within the Shire, the trend towards lower occupancy rates, which has been identified in previous reports, is continuing. The 2001 Census statistics reveal that approximately 23 % of all private dwellings within the Shire are unoccupied compared with only 9.9% of all dwellings for the state. This trend is further highlighted with the ratio of unoccupied private dwellings in Dunsborough at approximately 45% of the total number of private dwellings.

2.2.3 Population Growth Methodology

The Shire population grew by 5,530 persons between 2001 and 2006 from a total of 23, 099 to a total of 28, 649 in 2006. While there has been steady, relatively high population growth in the existing built up areas surrounding Busselton and Dunsborough over the past decade, it is anticipated that the rate of growth in these areas will ease as land availability is reduced. It is the newer growth areas of Ambergate North, Airport North and Vasse, identified by the Shire in their Urban Growth Strategy, which will provide new opportunities for accommodating future urban population. Potentially, a total population of nearly 24, 000 people may be accommodated in these growth areas.

Table 2.3 shows the current population and dwelling figures for 2001 and 2006. Population projections for the precincts are based on historic growth patterns, future land availability and dwelling potential as outlined in the DPI's Country Land Development Review 2005, and the estimated population and dwelling figures for Ambergate North, Airport North and Vasse presented in the respective Structure Plans and Guide Plan documents.

2.3 Precincts

2.3.1 Existing Precincts 1998

The 1998 Busselton Community Facilities Contribution Study and subsequent "Community Facilities Implementation Policy" in 2000 provided an analysis of the Shire population and population projections to the Year 2011 through a division of the the Shire's geographical area into nine precincts. These precincts related to boundaries established by the Australian Bureau of Statistics (Collection districts) and ward boundaries used by the Shire, and allowed the Study to focus more on the needs of specific areas, as well as consideration of a Shire wide approach to the issue of community facilities contributions.

The existing precincts are as follows:

- Dunsborough/Quindalup,
- Central/West Busselton/Beachlands,
- Broadwater/Abbey,
- East Busselton,
- South Broadwater/Vasse,
- Wonnerup/Yalyalup,
- Yallingup Town,
- Eagle Bay Town,
- Rural Remainder

2.3.2 Proposed Precincts 2006

While it is clear that strong growth will continue around existing urban areas within its boundaries, the Shire has given consideration to identifying future sites suitable for accommodating urban development over the next 25 years through its Busselton Urban Growth Strategy 1999. The areas of Ambergate North and Airport North, situated on the perimeter of the existing urban area, have been identified as suitable for accommodating short to mid-term residential development over the next 10-15 years. The town site of Vasse has also been identified as an area that is suitable of accommodating future residential development over the next 10 -15 year period. In this case, however, future growth would be provided for in the form of a separate node or satellite village at Vasse, with strong links and access to Busselton and other parts of the Region.

Given that these areas will ultimately be providing substantial new communities within the Shire of Busselton, the expectations of this new population combined with the associated demands on the provision of community services and facilities will increase substantially.

As such, it is proposed to amend the number of precincts within the Shire to reflect these future demographic changes. The eight (8) precincts are presented in Figure 1, shown overleaf and are as follows:

- Dunsborough/Quindalup
- Central Busselton
- Broadwater
- Geographe
- Airport North
- Vasse
- Rural Remainder (including Wonnerup/Yalyalup)
- Ambergate North

Separate plans for each precinct are provided at Appendix A.

The boundaries for the new precincts generally relate to the Australian Bureau of Statistics Collection District boundaries, and the established boundaries of the Structure Plans for Ambergate, Airport North and Vasse.

It should be noted that the previous, separate precincts of Eagle Bay and Yallingup are to be consolidated as part of the Dunsborough/Quindalup precinct.

This policy review relates to all land within the Shire. One area - the Commonage Area behind Yallingup and Dunsborough – has not been specifically created as a separate precinct in this study. This area is currently subject to the Commonage Area Implementation Policy, an existing planning scheme policy that identifies contributions for community facilities. This Policy is currently under review by the Shire of Busselton under a separate Shire initiative. Demographic projections have not been provided for the Commonage as these statistics are not considered relevant to this Study.

Figure 1 : Precinct Boundaries for the Shire of Busselton

Table 2.3 Population and Dwelling Projections - Shire and Precincts to 2021.

Precinct	2001* Dwellings	2001* Population	2001 Occ Rate	Annual Average Growth Rates 2001-2006	Annual Average Growth Rates 2006-2021 +	2006 Dwelling Projection	2006 Population #	2011 Dwellings Projection	2011 Population Projection	2021 Dwellings Projection	2021 Population Projection
Dunsborough/Quindalup	2373	3099	1.4	5.5%	3.4%	2783	4025	3310	4757	4584	6650
Central Busselton	2583	5207	2.0	3.65%	0.8%	2873	6232	3172	6469	3681	6971
Broadwater	1734	4477	2.5	4.3%	1.2%	1977	5536	2224	5886	2692	6654
Geographe	1782	3951	2.2	5.2%	1.1%	2121	5087	2520	5346	3071	5905
Ambergate North	17	37	2.0	1.7%	46%	17	40	1445	259	4300	11 000
Airport North	50	105	2.0	1.6%	32.5%	50	114	857	465	2570	7 700
Vasse	40	84	2.0	1.6%	30.4%	40	91	860	345	2500	4 950
Rural Remainder	2357	6139	2.5	4.1%	0.95%	2675	7524	3024	7889	3522	8670
SHIRE TOTAL	10 936	23 099	2.1	4.4%	4.8%	12, 536	28, 649	17, 412	31, 418	26, 920	58, 500

Notes :

* Based on 2001 ABS Census Data

2006 Shire total, Shire of Busselton(2006 population proportioned between precincts based on 2001 population distribution)

+ Based on Country Land Development Review, DPI 2005, Estimated total population figures from Airport North Structure Plan, Ambergate Structure Plan, Vasse Development Guide Plan

NB Population and Dwelling statistics for Eagle Bay and Yallingup have been included in the Dunsborough/Quindalup precinct

NB 2001 occupancy rate of occupied dwellings in the Shire is 2.76 and mean household size is 2.6.

3. Qualitative Community Facility Needs

3.1 Introduction

Because of the length of time that Shire has been grappling with the provision of community facilities, there has been considerable research carried out into the types of community facilities required by residents of the Shire.

Three seminal documents of this nature have been used as the basis for developing a possible community facilities fabric for the shire. These documents are:

- Leisure Services Plan for the Shire of Busselton (CCS, 2005)
- Cultural Plan for the Shire of Busselton (SoB, 2004)
- Busselton Community Facilities Contribution Study (ERM, 1999)

Each of these documents is discussed below.

3.2 Leisure Service Plan – 2005

Background

The Shire of Busselton Leisure Services Plan was prepared for the Shire by consultants – CCS Strategic Management. This document is the result of a comprehensive review of the leisure facilities needs in the Shire and having only relatively recently been completed, is a contemporary assessment of leisure needs for Busselton.

The methodology adopted by CCS in its review of leisure facilities involved:

- Preparation of a leisure services inventory
- A review of current facility performance
- A documentation of leisure and participation trends
- Consultation with residents about their specific leisure needs
- A leisure needs assessment
- Recommendations for the development of leisure facilities in the Shire and the preparation of concept plans for the most significant leisure facilities recommended.

It should be noted that the definition of the word “leisure” in this document is in its widest sense. As a result, the assessment and analysis that was carried out in this study looked at a wide variety of leisure facilities including community halls, public toilets/amenities, commercial leisure facilities and beachfront facilities. It did not concern itself only with recreation facilities.

Key Findings

Some of the key findings of the CCS report that are worth specifically noting for this policy are as follows:

- The top 10 leisure pursuits for the Shire’s residents are consistent with national and state trends and are as follows:
 - 1 walking
 - 2 swimming
 - 3 bike-riding
 - 4 fishing
 - 5 fitness
 - 6 gardening
 - 7 Surfing / beach
 - 8 golf
 - 9 basketball
 - 10 bowls

- When asked about what facilities were most in need in Busselton, the top 5 responses were:
 - 1 Walking / cycling trails and paths
 - 2 swimming pools
 - 3 ovals and parks
 - 4 centre for live entertainment/theatre/performing arts/arts
 - 5 beachfront facilities and amenities

There is a strong demand in Busselton for improved and extended walk trails and cycle paths with specific focus on linking Busselton and Dunsborough. There is a push for swimming pools, largely focused on a facility in Dunsborough and a 50m pool in Busselton. The demand for additional ovals and parks related to both active playing fields and passive parklands is also evident. There is a strong voice for a performing arts/arts centre venue though wide variation in the type of facility required. Beachfront facilities were strongly advocated in the form of shelters, toilets, parking and BBQs.

Recommendations

The key recommendations coming from the CCS report for the provision of community facilities in the Shire are set out in the following table. These recommendations are allocated against each of the precincts that have been developed in chapter 2 of this report.

Table 3.2 Leisure Services Plan Recommendations

Precinct	Key Recommendations
Dunsborough/Quindalup	<ul style="list-style-type: none"> • Acquisition of land for walking trails between Dunsborough and Busselton • Creation of a 6.5ha playing field • Creation of a 2,500m² community facilities site • Development of the existing playing fields as per the proposed concept plan • Swimming Pool • An additional 12ha for district sporting HQ (Water Corp land on Commonage Road) • Upgrade the Naturaliste Community and Cultural Centre • Upgrade foreshore facilities at Point Dalling, McDermott Street and Campion Way. • Construct a new Yallingup Hall • Creation of a 2500m² community facilities site
Busselton Central	<ul style="list-style-type: none"> • Prepare a master plan for the Busselton foreshore incorporating major facilities. • Upgrade the Geographe Leisure Centre • Upgrade Sir Stewart Bovell Park • Minor Upgrades to the Lou Western Oval
Broadwater	<ul style="list-style-type: none"> • Creation of a 6.5ha playing field • Upgrade the Roberts Road Foreshore • Upgrade the Dolphin Road Foreshore
Geographe	<ul style="list-style-type: none"> • Upgrade Churchill Park • Upgrade Georgette Street Foreshore
Wonnerup/Yalyalup	<ul style="list-style-type: none"> • Upgrade Layman Road Foreshore
Ambergate	<ul style="list-style-type: none"> • Creation of 2 x 2500m² community facilities sites • Creation of 2x 6.5ha playing fields
Airport North	<ul style="list-style-type: none"> • Creation of a 6.5ha playing field

Vasse	<ul style="list-style-type: none">• Creation of a 6.5ha playing field
Rural (including the Commonage)	<ul style="list-style-type: none">• Upgrade the various rural community halls to a contemporary standard

3.3 Shire of Busselton Cultural Plan – 2005

The Shire of Busselton Cultural Plan was prepared by Consultants – Cultural Planning and Development. Commissioned in 2004, this plan is an assessment and analysis of arts and culture in the Shire.

The outputs of this study are relevant to the planning of community facilities in the Shire because it is clear that residents of Busselton are artistic and culturally attuned. As a result a significant component of the broader need for community facilities in the shire embraces artistic and cultural activities.

The Cultural Plan is a comprehensive review and assessment of art and cultural needs in an environment where there is minimal tangible activity of this nature taking place. Consequently, the report spends considerable time looking at potential cultural planning processes to be instigated in the shire and other more esoteric matters.

The most important outcomes of this report for the community facilities planning process are the results of consultation undertaken during the study which identify and rank the most highly regarded cultural and artistic activities to be considered in Busselton. Key recommendations are as follows:

- More public art to be provided at strategic points in the shire
- Plan and develop a state-of-the-art, purpose built cultural centre
- Develop a cultural precinct from the Busselton jetty to the Court House and possibly the Shire Offices

Discussions with the development industry have been carried out following the completion of the Cultural Plan about the prospect of arts and cultural facilities forming part of the contribution from new development. These have included the incorporation of wet & dry meeting and workshop space within community centres to be provided by developers, the provision of artist in residence spaces and public art programs. The development of a "Percent for Art" policy is included in the Shire's Strategic Plan and should be looked at in context of the current review.

3.4 Shire of Busselton Community Facilities Contribution Study – 1999

This report was prepared by consultants and formed the basis of the current Community Facilities Implementation Policy. Underpinning the policy is a list of facilities that at the time of the study were priorities for community needs in the shire. The table set below documents these specific facilities and the status of that provision.

Table 3.4 Busselton Community Facilities Implementation Policy Status

Busselton District	Status
Library	Completed
Dunsborough Community Centre	Completed
Expansion of Fire and Rescue Services	Ongoing
Strategic Cycle ways	Ongoing
Community Health Centres	Ongoing
Senior Citizens Centre	Completed but needs extension
Fire and Rescue Service Station	Ongoing
Youth Centre	Use of old picture theatre
Youth Refuge	Ongoing
Central West / Busselton	
Small Parks	Ongoing
Broadwater / Abbey	
Playing Fields	Not yet completed
Sporting Facilities	Not yet completed
Local Community Hall / Centre	Not yet completed
Busselton / Geographe	
Sporting Facilities	Ongoing
Small Parks	Ongoing
Playing Fields	Ongoing
Local Community Hall / Centre	Not yet completed
South Broadwater / Vasse	Ongoing
Vasse Hall Upgrade	Ongoing
Upgrade Sporting Facilities	Not yet completed
Playing Field	Not yet completed
Small Parks	Not yet completed
Dunsborough / Quindalup	
Dual Use Pathways	No connection from Siesta Park
Community Centre	Naturaliste Community and Cultural Centre
Yallingup Town	
Yallingup Hall Upgrade	Concept plan prepared
	Proposal to redirect Caves Road
Eagle Bay Town	
Local Community Hall / Centre	Community currently uses the Fire Station
Rural Remainder	
Kaloorup Hall Upgrade	Ongoing
Yoongarillup Hall Upgrade	Ongoing
Wilyabrup Hall Upgrade	Ongoing

3.5 Vision for Library Services

The Shire of Busselton Vision for Library Services was created out of a series of workshops held at Shire in 2006, and has been adopted by Shire. This vision stemmed from a variety of factors which include a rapidly increasing population within the Shire over the next 20 years, a review of the planned \$550,000 extension to the existing Busselton library and a merging of the role of customer service and library information being delivered from all library branches.

With the development of Vasse town site as a centre for 'learning and research' and the possibility of a Shire presence in the new town, the Vision promotes the establishment of a new public library facility at Vasse with particular speciality in research and technology support, local history and providing a transaction and storage depot for the Shire's library system. The possibility of this library becoming a Regional Library (along with Bunbury) for the Lower South West is also put forward.

A second aim of the Vision and one which is important in considering community facility provision is to further the concept of merging the roles of library and customer service into one, and decentralize these services within the Shire.

In terms of furthering this plan, the Shire has endorsed directions and outcomes from its Strategic Plan and Vision for Library Services which include "strengthening the Shire's ability to negotiate developer contributions to community facilities and fostering mutually beneficial strategic partnerships, and continuing negotiations with developers regarding sites and contribution to built form."

3.6 Put Your Print On Your Town

The recommendations of the Put Your Print On Your Town report were the result of a youth consultation commissioned by the Shire in 2001.

The consultation covered various areas of community life in Busselton that impacted on young people and covered areas including recreation and leisure, transport, community perception and participation, information and decision making, family breakdown, and alcohol and drug use.

Recommendations relevant to the area of community facility provision are:

- Examine options for the support of or provision of a place/space for young people to "hang out"
- Liaise with GLC management to provide a wider range of alternatives to mainstream sport for young people.
- Examine options to encourage young people to use the Busselton Library.
- Liaise and support youth agencies / programs to provide a wider range of activities for young people.

4. Consultation with Stakeholders

4.1 Introduction

A key part of the project brief specified the consultation with stakeholders who have an interest in this policy. This consultation has commenced and the key outcomes are summarized below.

4.2 Department for Planning and Infrastructure

Broadly, the DPI's approach to Developer Contributions is set out in two key documents:

- Planning Bulletin number 18 (Developer Contributions for Infrastructure) and
- Planning Bulletin Number 41 (Draft Model text Provisions for Development Contributions)

These documents are not specific about the methods by which developer contributions for community facilities will occur, although there is a presumption that any such contributions will be levied in accordance with an agreed Developer Contribution Plan.

The DPI has an interest in the imposition of Developer Contributions for community facilities both at the regional level (Bunbury office) and at the corporate level (Perth office). Discussions have been held with personnel at both these levels in the DPI with the following outcomes:

- At the regional level, there was agreement from the DPI officers that the inclusion of a formula for development contributions in the Structure Plan/ODP process was preferred when considering the newer broad acre areas. There was an acknowledgment that these areas were remote and needed to be self-sustaining communities that generated minimal demands for service provision on the State Government. In the existing areas there calculation of contribution rates for community facilities was seen as more problematic as the proving of a nexus between the new development and the community facilities was more difficult.
- At the State level, similar positions were taken though there was a more open view of the potential for existing precinct to generate community facilities contributions, on the proviso that a clear and transparent nexus between the new development and the contribution was proven.

A key factor then, in the acceptance of the new policy by the DPI will be the creation of a clear link between new development in the shire and the resulting developer contribution.

4.3 Department of Sport and Recreation

The Department of Sport and Recreation's concern in the provision of sporting and recreation related community facilities is essentially provided from a strategic perspective, rather than providing policy guidance at a local authority level, and this is provided through their Perth central and Bunbury offices.

The Department continues its role in supporting the development of sporting and recreation services within the Shire of Busselton through the Community Sporting and Recreation Facilities Fund. There was comment raised regarding the size of areas set aside for active recreation and the effect this has on creating non-productive areas of open space within the Shire. In general terms, however, the Department indicated their support for the practice of developer contributions towards the provision of community facilities within Busselton.

4.4 Office of Children and Youth, Department for Community Development

The Office for Children and Youth is a policy unit within the Department for Community Development that provides support and advice to community organizations and local authorities that work with young people. Their offices are in Perth, as well as a regional office in Bunbury.

The Office supports the practice of Youth Advisory Committees, which provide opportunity for young people to advise and liaise with local government on a wide range of youth issues and initiatives. They also provide funding / grants for activities that encourage youth participation and the provision of services and facilities for young people.

At the level of developer contributions for community facilities, the Office would support the provision of facilities that are useable, welcoming and inclusive of young people. Examples of types of appropriate facilities are youth centres / drop in centres, areas of active open space, skate/ BMX parks, special landscaped precincts within parks or around buildings.

4.5 Department for Culture and The Arts

The Department for Culture and the Arts provide arts and cultural facilities to regional communities through agencies of the culture and arts portfolio and State supported organisations. The Regional Services Committee brings together representatives from these key service providers. One of the aims is to manage projects and initiatives that will improve the arts and cultural services within the community, by developing partnerships with other Government and private agencies.

The Department administers the Community Cultural and Arts Facilities Fund (CCAFF) which provides assessment and assistance with infrastructure development and small capital upgrades of arts and cultural facilities within local government areas, the private sector and community based arts and cultural programs.

The Percent for Art Scheme allocates up to one percent of the estimated total construction cost of the State's capital works projects \$2 million dollars and over, to commissioning West Australian artworks. Other Public Art policies can also be initiated at the local government level which provide for a public art component in civic and community projects.

4.6 South West Development Commission

The South West Development Commission Bunbury Office is currently carrying out a study assessing the way in which statutory land use planning mechanisms and processes can connect and integrate with the human services agencies such as Education Dept / Disability Services Commission / Health Dept / Edith Cowan University as a way of improving the decision making framework within the South West. Based on this, they have some interest in the practice of developer contribution towards the provision of community facilities.

Aside from the usual types of facilities that would be provided in new communities, the SWDC has suggested that developer contributions may also influence the built form of an emerging area as a way of providing social mix and good community outcomes. Examples cited include affordable housing, variety of densities, mobile housing. Other suggestions included 'bringing the facilities to the people' which could include a mobile bus service providing age appropriate recreational facilities for teenagers/ playgroups etc.

4.7 Health Department of Western Australia

It is evident from an assessment of existing health and aged care facilities in the Busselton District that the State Government plays a major role in the provision of these types of services.

One of the key initiatives of the Health Department of Western Australia is the Home and Community Care (HACC) Program, which is a cost-shared program between the Commonwealth and State/Territory governments. It provides funding for services that support people who live at home and whose capacity for independent living is at risk of premature or inappropriate admission to long term residential care.

State Health Services include private and not-for-profit organisations that offer private health services and public services with assistance from the State Government. These services are provided from the Kevin Cullen Community Health Centre in Busselton.

The Department for Community Development also provides a range of services which include support to children, young people, men, women, seniors and families, assisting community members in crisis, protecting children and young people from harm, and caring for children and young people who are unable to live at home.

The Health Department of Western Australia considers that there is a general under-supply of required services throughout the State. It is likely that this high level provision of such services will continue with the State Government working at the community health interface and there being a requirement for Shire to pursue funding and assistance from within government as is considered relevant.

4.8 Urban Development Institute of Australia (WA Division)

The Urban Development Institute of Australia (WA Division), the Western Australian Local Government Association and the Department for Planning and Infrastructure commissioned a report to assist in developing a model to support development contributions for community facility planning as a follow up to an Infrastructure Workshop held in March, 2006. The purpose of this workshop was to discuss the issue of infrastructure funding, in light of the increasing pressure on local governments to provide community infrastructure and services for newly developing areas in both metropolitan and non-metropolitan locations.

The Contributions to Community Infrastructure Report, September 2006, presents the framework within W.A in which infrastructure cost contributions are currently operating: WAPC Planning Bulletin No 41 Draft Model Text Provisions for Development Contributions provides a process for preparing Development Contribution Plans (forms part of a Schedule to a Town Planning Scheme) which prescribe cost contributions for owners in a Development Contribution Area; WAPC Planning Bulletin 18 provides a statement on the Commission's policy on developer contributions and the process for recouping these contributions as part of the land subdivision process. Of note is the absence of a clear statutory basis for development contributions and the requirement for the provision of social infrastructure.

An overview of the development contributions practices established in other States is provided. Generally, levying of development contributions in NSW and Victoria is a well accepted practice. Various practices include development contribution plans, voluntary agreements, and fixed levies, and these all make provision for physical, as well as community infrastructure. Eastern States models are based on the principles of need and nexus, reasonableness and fairness, equity and transparency, efficiency and accountability, and have a legislative foundation.

The report recommends the amalgamation of Planning Bulletins 18 and 41 into a comprehensive State Planning Policy on Development Contributions, with the principles of transparency, equity, certainty, efficiency, consistency, the need and the nexus, right of review and accountability being incorporated into this Policy.

The report also recommends raising development contributions through Development contribution plans and voluntary agreements.

Methods for calculating contributions are examined. In W.A., Planning Bulletin 41 defines the principles for cost contribution plans for development contribution areas. In Queensland, New South Wales and New Zealand, contribution plans are accompanied by standards for calculating contributions, and these are published along with the contribution plans.

The report recommends that contributions be calculated on the basis of catchment areas, through an analysis of the demand or need, and the nexus ie – establishing a clear connection between the

development and the demand for community facilities. As necessary background to this calculation, local authorities would need:

- A 5-10 year community facilities plan identifying demand, and the services and facilities required by the catchment area
- A capital expenditure plan showing capital costs of facilities
- Population and dwelling growth statistics for the catchment areas
- Methodology for determining the proportion of costs of community facilities relating to new areas and the proportion of costs relating to existing areas.

The arrangements for accounting for funds collected as part of development contributions are set out in Planning Bulletin 41. With regard to accountability, the report suggests that development contributions be credited to their own account, and established and managed under the Local Government Act.

It is considered that the revised Shire of Busselton Community Facilities Implementation Policy generally follows the recommendations of this Report, in the following ways:

- the principles upon which developer contributions can be levied
- the need for community infrastructure established through demand assessment based on demographics of precincts
- the demonstration of nexus between demand and provision
- the methods used for calculating and levying developer contributions
- the system used for the accountability and management of developer contributions..

5. Quantitative Assessment of Community Facility Needs

5.1 Introduction

There have been a number of well researched and documented studies on the level of community facilities that should be provided to ensure that residents are appropriately serviced from a facilities point of view. The key publications in this area have been reviewed and a list of appropriate or accepted standards for the provision of facilities applicable to the Busselton context has been developed to guide this part of the study. This list and the relevant standards are set out below:

Table 5.1 - Guide to Provision of Community Facilities

Community Facility	Recommended Provision
District level facilities	
District community centres	1 per 20,000 (floor-space requirements)
Youth centre	1 per 15-20,000 (subject to demographic)
Senior citizens centre	1 per 15-20,000 (subject to demographic)
Aged persons accommodation & self care	1 per 15-20,000 (subject to demographic)
Aged persons day care / respite centre	1 per 15-20,000 (subject to demographic)
Community health clinic	1 per 10-12,000
Library / Community / Shire service centre	1 per 10-15,000
Recreation trails / strategic DUPs	Connectivity to all nodes
Local level facilities	
Youth recreation e.g. skate park/beach facilities	1 per 5-10,000 (subject to demographic)
Local community centres & mixed use spaces (meeting, scouts/guides, art/craft, performance etc)	1 per 4,000
Active public open space/ovals	1 per 3,500
Sport change rooms	1 per 5,000
Public toilets	1 per local centre/park
Public Open Space (POS)	1.8ha per 1,000 (min. 10% of site)
Local informal POS/parks	1 per 2,000
Parks + playgrounds (district and local)	1 per 2,000 / 400m walkable neighbourhood
Tennis courts	1 per 1,000
Netball courts	1 per 1,000
Basketball courts	1 per 1,000
Crickets wickets	1 per 3,000
Child care centre	1 per 4,000
After school child care	1 per 6,000

Sources: The application of Developer Contributions for Social Infrastructure, Australian Government, 1992
ERM Mitchell McCotter, 1998
Creating Communities, 2006
Shire of Busselton, 2006

5.2 Demand Assessment of Shire District

At the district level, the quantitative analysis demonstrates the need for a number of facilities with varying levels of provision at the current time. The table below outlines the standard requirement for further facilities as the population grows as predicted in Section 2 against existing provision.

Table 5.2(a) – Overview of Application of Standards to Shire District

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (28,649)	Standard provision for 2011 Population (31,089)	Standard provision for 2021 Population (58,500)	Existing Provision
District Community Centre	1 per 20,000	1.4	1.8	2.9	0
Performing Arts/Cultural Centre	1 per 50,000	0.5	0.7	1.2	0
Youth Centre	1 per 15-20,000	1.4 - 1.9	1.8 – 2.5	2.9 – 3.9	0
Swimming Pool	1 per 20,000	1.4	1.5	2.8	2
Senior Citizens Centre	1 per 15-20,000	1.4 - 1.9	1.8 – 2.5	2.9 – 3.9	1
Aged persons accommodation & self care	1 per 15-20,000	1.4 - 1.9	1.8 – 2.5	2.9 – 3.9	2
Aged persons day care / respite centre	1 per 15-20,000	1.4 - 1.9	1.8 – 2.5	2.9 – 3.9	1
Community Health Clinic	1 per 10-12,000	2.4 - 2.8	3.0 - 3.7	4.90 - 5.9	1
Library / Community / Shire Service Centre	1 per 10-15,000	1.9 – 2.8	2.5 - 3.7	3.9 – 5.9	2
Recreation trails / strategic DUPs	Connectivity to all nodes	~30kms	~30kms	~50kms	20 kms

Gap Analysis

Generally speaking, the application of the standards coupled with the findings of stakeholder consultation indicates a strong demand for District level Facilities.

Previous community and stakeholder consultation has indicated the strongest demand for walking/cycling paths and trails, followed by a swimming pool facility. There is a perceived under-supply of trails and Dual Use Path linkages between strategic nodes. It is recommended that a Trails Masterplan be developed with staged implementation of strategic links to provide connectivity between all nodes.

While there is a perceived requirement for further swimming pool facilities it is considered at this time not to be feasible and potentially unnecessary given the current level of facilities and the coastal location of the precincts. Beachfront facilities were strongly advocated in the form of shelters, toilets, parking and BBQs and a number of key recommendations from the Leisure Services Plan 2005 reflect this.

The existing Civic Centre once provided some facilities at this level but is now used for Shire Staff Accommodation. With the potential relocation of the Shire offices, a District Community Facility could be provided as part of the development. It is recommended that, in review of District Community Centre provision, floor space and centre functionality be taken into account when considering the standard requirements.

The Shire's main facility for the delivery of arts and cultural programs is the Old Court House Complex (Queen Street). This building is heritage listed and is currently undergoing a building upgrade to allow greater flexibility of usage and to conserve the heritage value of the building. Through the Shire's consultation with development groups a variety of ideas for the provision of arts and cultural facilities have been explored including the incorporation of wet and dry meeting and workshop space within new community centres, the provision of artist-in-residence spaces and public art programs. Demand for a live entertainment/theatre/performing arts/arts facility was identified in the Leisure Services Plan 2005, and a feasibility study for this type of facility is currently before the Shire.

Further, the provision of public art within the Shire has also been recognized in the Cultural Plan and the development of a Percent for Art policy is currently being worked through by the Shire, for possible inclusion into the 2007/08 Corporate Plan. The way in which it is to be implemented is still under consideration; however this may be through a percent contribution based on the capital costs of proposed works.

Public art works can provide/ highlight historical links to a particular area, may incorporate indigenous and cultural references or may be designed or contributed to by specific groups within the community eg – youth groups, local artists etc. It is recommended that community facility implementation should include provision for public art, and this program should be continued and supported within the Shire.

The Shire previously had a youth facility operating from the current Community and Youth Centre on Bussell Hwy, however, this facility does not function specifically as a youth centre anymore. The demographic analysis shows that there is a defined need for this type of youth facility in the area. While youth recreation facilities are well catered for, consideration should be given to the development of a new youth centre and combined youth refuge.

It is estimated that people aged 65 years and over will make up 12.5% of the State's population by 2011, with those over 80 years counting for around 25% of the 65 and over age group. The 2001 ABS data for Busselton shows that the 65+ age group was 13.3%. While this shows a slight over-representation in this age group, 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.

Busselton currently has two Certified Aged Care facilities, with a total number of 90 high care places and 121 low care places, as follows:

- William Carey Court Residential Aged Care Facility – 450 Bussell Hwy, Busselton
 - 46 high care places, 53 low care places
- Ray Village: 20 Ray Avenue, Busselton
 - Cunningham Nursing Home – 44 high care places
 - Ray Lodge – 68 low care places

The State Government provides funding to Shires and Councils, incorporated bodies and not-for-profit organisations for Home and Community Care. In Busselton there is a Home and Community Care Centre on Bussell Hwy, an adult day care facility on Broadwater Boulevard, and a Meals-on-Wheels Service. The services provided from these initiatives include domestic assistance, home maintenance, meals, transport, nursing and personal care, and social support.

Busselton has a Community Health Centre (Kevin Cullen Centre, Mill Road) providing various Services and Facilities including Child and Community Health, Therapy and Nursing, Dietetics, Emergency Home and Community Care, Psychology and Social Work, and Speech Therapy. Training at the Centre includes Allied Health, Dietetics, Nursing College Support (State Enrolled), Occupational Therapy, Physiotherapy, Social Work and Speech Pathology.

Health and aged person's facilities are difficult to assess from a Community Facilities perspective as the facilities identified above are provided by the private sector and managed on a State level. It is considered that for this reason the Shire must determine whether supply is meeting demand and assess the level of provision at a district level through its strategic planning processes.

Possible Facilities

Trails/Paths
Library/Community Shire Service Centre
Cultural/Performing Arts Centre
Youth Centre
District Community Centre
Public Art

5.3 Demand Assessment of Busselton Precincts

5.3.1 Introduction

The standards have been applied to the various precincts in the Shire of Busselton based on the growth predictions set out in Section 2. This task has been undertaken not to prescribe a precise number of facilities for each precinct but more so to give a general indication of how well each precinct is currently serviced.

It is clear that in practical terms community facility provision is not strictly determined by the quantitative needs of the particular precinct. Other factors such as the remoteness of a precinct or its historical development can play a part in the distribution of community facilities.

While most of the community facilities are generally provided and maintained by the Shire, it should be noted that the provision of child care and after school care facilities are increasingly being provided by the private sector. There are currently eight child cares / after school care service facilities within the Shire, six are located within Busselton town centre, one each is located in the Geographe and Broadwater precincts. None of these facilities are directly provided by or managed by the local authority. Some of these centres are, however, assisted by State Government funding. The Geographe Leisure Centre and the Naturaliste Leisure Centre, both Shire facilities provide vacation care and some crèche services to the community.

It is considered that these facilities may be difficult to assess from a community facility perspective, in a similar way to that of aged care facilities, and the Shire will need to determine if the provision is meeting current and future demand.

The general allocations of community facilities to the individual precincts in Busselton are based on the accepted standards documented in Table 5.1. The raw numerical responses to these standards need to be examined against the actual provision of community facilities in some of the more mature precincts to see where there is over or under provision. The outcome from the application of the standards in the assessment of each of the precincts below has been highlighted in the following way:

-  Over supply
-  Supply meets demand
-  Under supply

Also, in some of the newly developed or soon to be developed precincts, the planned provision of these facilities must be examined to ascertain whether there is the possibility of an over or under provision of facilities. Any anomalies can be corrected at the Development Guide Plan stage.

In the rural areas there is also some rationalization to be considered, as residents from these areas are likely to utilize and place pressure on community facilities throughout the shire. An example of this situation is the impact that the Commonage has on the use of facilities in Dunsborough. This fact is being recognized through the existing Commonage Implementation Policy, as new lots are required to pay a contribution to the development of community facilities in Dunsborough.

5.3.2 Dunsborough/Quindalup Precinct

Demographic Analysis

The 2006 Census shows that the total population of the Dunsborough/Quindalup precinct is 4025 persons.

In terms of the population structure within the Dunsborough/Quindalup section of the Precinct, there is a continuing rise in the population of young families, with nearly 34% of the population falling within the 25 – 54 year age group. Associated with this is an increase in the 0-14 year age group, which now represents nearly 21% of the population.

The over 55 year age group accounts for 402 persons (19%) within the precinct, and while this figure remains high, it is likely that the dominance of the “retirement sector” is reducing, following a similar shire-wide trend in this regard.

In 2001, the total number of dwellings in the precinct was 2018. The average occupancy rate of all occupied dwellings (household size) in the Dunsborough urban area is 2.65. The proportion of unoccupied private dwellings is 44.5% and this figure has been decreasing steadily since 1991, reflecting the increasing number of permanent residents in the town.

There are some opportunities for further urban growth in this precinct. The Bayview Estate Structure Plan provides for the creation of approximately 200 lots in a mixed density residential and retail development to the west of Cape Naturaliste Road, and there is some short term development of approximately 40 special residential lots to the north of this area.

A further area, being a southerly expansion of Dunsborough Lakes, has been identified for the possible creation of residential lots in the longer term in the Country Land Development Program Annual Review 2005. The potential yield from this development is approximately 1450 lots.

Eagle Bay village remains small in terms of its geographical area and population size. Due to its low population, ABS statistics relating to the precinct are limited.

The 2006 population is 73 persons, of which 21 comprise families. Occupancy rates also remain very low.

It is considered that the potential for further development in Eagle Bay would be very limited, and accordingly any future population increase would be minimal.

The population within the Yallingup area appears to have remained fairly static over the last ten years, although there has been an increase in the number of dwellings built over this time. The current total population is 158 persons, and comprises mainly young families with 50% of the population in the 25-54 age group and 21% in the 0-14 age group. Typically, there is a small proportion of the population (13%) in the over 55s age group.

The total number of dwellings in Yallingup village is 188, of which only one third were occupied during the Census count. While occupancy rates remain low, the increasing development of the Commonage Special Rural Area immediately to the south east of Yallingup may have some positive impact on the permanent resident population levels in the town, however, opportunities for further residential development would appear to be restricted.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (4025)	Standard provision for 2011 Population (4426)	Standard provision for 2021 Population (6650)	Existing Provision
Local community centre	1 per 4,000	1	1	1	1
Active public open space/ovals	1 per 3,500	1	1	1.9	1
Local informal POS/parks	1 per 2,000	2	2	3	6
Sporting Facilities (i.e. tennis, netball courts, cricket wickets etc.)	1 per 1000 - 3000 depending on type of facility	10	13	17	7
Playgrounds	1 per 2,000 / 400m walk able neighbourhood	2	2	3	5
Youth Recreation Area	1 per 5 - 10,000	-	1	1	1
Child care centre	1 per 4,000	1	1	1.6	1

Gap Analysis

For the purposes of researching community needs and facilities, Dunsborough should be seen as the district provider for the area covering the western part of the Shire, and serving the surrounding towns of Eagle Bay, Yallingup and the Commonage.

The Naturaliste Community and Cultural Centre currently provides for a variety of sporting and community uses within this precinct which include a library, one multi-use indoor sports court, meeting and office areas, a crèche and child health clinic, a multi-purpose function centre and exhibition space. It is anticipated these indoor facilities may need to be expanded to provide additional outdoor netball courts, and multi-use indoor courts. The Dunsborough Hall is also located within this precinct and is available for use by the community.

The Leisure Services Plan recommends the setting aside of a minimum of 6.5 ha of Shire controlled land for the construction of new community facilities in Dunsborough. While the existing Community Centre meets the current and future demand assessment for the community as shown in the Table above, in practical terms it appears that this facility may require upgrading to cater for the demands of the growing population, for both recreation and community facilities. Examples of possible facilities are indoor sports courts, increased area for community uses, classes, meetings, youth activities etc.

In terms of areas for active recreation, the Dunsborough Playing Fields in the Dunsborough Lakes area include one main oval, 2 outdoor netball courts, a skate park and BMX track and an associated sports pavilion. The Dunsborough Country Club Tennis Club currently provides 2 tennis courts and there are a further 2 provided at the Quindalup courts

Generally, it is acknowledged that there is a shortage in the provision for winter sports in Dunsborough. Recommendations from the Shire of Busselton Leisure Services Plan indicate the need for a new district level playing complex and sporting headquarters in Dunsborough for football and diamond sports, while the existing playing fields could be retained for soccer/ rugby and cricket. Further land should also be set aside for the provision of a new community centre, which could provide facilities for youth, local playgroups and community associations, exercise classes etc.

Community consultation carried out as part of the Leisure Services Plan, indicated support for a swimming pool in Dunsborough, and it is likely that demand for such a facility will continue as the population increases.

There is currently an under provision of demand sporting facilities in Dunsborough, and given continued future demand and the precinct's status as a district provider for the western section of the Shire, it is considered that netball/basketball/cricket/tennis facilities be increased as per the standards of service provision shown in the table above to cater for future demand.

With regard to local passive parks, Dunsborough is currently well serviced with areas of local open space and playgrounds, although areas of access to the foreshore at Pt Dalling, Dunsborough, McDermott St, and Quindalup are recommended for improvement.

Yallingup has one playground area, tennis courts and a community hall. The Shire has advised that some upgrading works may be required to the Yallingup Hall in line with recommendations of the Yallingup Hall Precinct Master Plan 1998.

Eagle Bay village currently provides one area of local passive open space, and is at the western end of the Meelup Regional Park.

While the population in Eagle Bay does not meet the current criteria for recommended provision of local community centres, recommendations from the Leisure Services Plan also include the provision of a community facility at Eagle Bay, which will provide the surrounding rural community with a local venue for meetings, classes, playgroups, celebrations and the like.

Possible Facilities

- New Sport and recreation zone (no less than 12 hectares in location) including a 6.5 hectare playing field
- Upgrade foreshore facilities at Point Dalling, McDermott Street and Campion Way
- Upgrade Naturaliste Community and Cultural Centre
- Increase number of demand sporting facilities (10) – long term.
- Upgrade Dunsborough Country Club Bowls
- Redevelopment of existing playing fields as per Leisure Service Plan for district level facility for soccer and cricket
- New community facility, Eagle Bay
- Community Hall upgrade, Yallingup

5.3.3 Central Busselton Precinct

Demographic Analysis

Central Busselton represents the largest precinct within the Shire, with a 2001 resident population of 5207 persons, representing 22% of the total Shire population. It contains the main retail, commercial, entertainment and leisure facilities within the Shire, as well as the majority of schools, and as such, attracts a wide cross section of the population. The 2001 census data reflects this position with 37% of the population in the 25-54 age group and 19% in the 0-14 age group. The Central Busselton precinct does remain, however, an attractive lifestyle choice for the over 55s with its proximity to town centre facilities and services, and in 2001, still represented 32% of the population.

Constraints on available land have restricted new development in the established section of Busselton, however, subdivisions in the West Busselton area have provided some new housing over the past decade. Further subdivision opportunities in the area of Bovell have been identified in the Busselton Dunsborough Land Release Plan 2000-01 and 2004-05, which may potentially provide up to 150 new residential lots in this precinct.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (6232)	Standard provision for 2011 Population (6469)	Standard provision for 2021 Population (6971)	Existing Provision
Local community centre	1 per 4,000	1	1	2	1
Active public open space/ovals	1 per 3,500	1	1	2	4
Local informal POS/parks	1 per 2,000	3	3	3.5	8
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	16	19	23	33
Playgrounds	1 per 2,000 / 400m walkable neighbourhood	3	3	3.5	4
Youth Recreation Area	1 per 5 - 10,000	1	1	1	1
Child care centre	1 per 4,000	1	1	1.7	6

Gap Analysis

The Geographe Leisure Centre (GLC) is the main provider of indoor sports activities for the local community in this precinct with an indoor pool, a 25metre outdoor pool, 3 multi-use indoor sports courts, fitness centre, crèche and associated office facilities. Both leisure and club related activities could be accommodated at the Centre. The Leisure Services Plan suggests some additions to the GLC in the form of covering for the outdoor pool, and a clubhouse for associations and clubs that are based at the Centre. Consideration may also need to be given to the provision of additional indoor multi-use courts at this venue. While the demand assessment shows that by 2021 the Busselton Central precinct will be nearing its requirement for 2 local community centres, these upgrading works to the GLC may be sufficient to enable this facility to cater for increased community demand into the future.

Pressure for the provision of a 50 metre pool in Busselton is also likely to continue.

Provision of areas for active and passive recreation within the precinct appear to meet current standards, or are in over supply when compared with the standards set out in Table 4..2, however it should be noted that many of the open space areas within this precinct provide a district level facility to the Shire. Main areas for active open space within this precinct include the Lou Weston Oval and the Sir Stewart Bovell Park, and both provide district sporting facilities to the Shire. Football, cricket and netball/basketball are accommodated at the Lou Weston Oval, and cricket, football and hockey (Busselton Hockey Stadium) are accommodated at the Sir Stewart Bovell Park.

The Sir Stewart Bovell Park is identified as becoming the headquarters for football, hockey, diamond sports and athletics, with associated improvements being made to this facility. The Lou Weston Oval has also been earmarked for some improvements as a way of encouraging increased training and competition at this venue.

From a precinct level, Busselton Central is well provided for in terms of tennis (19 courts), netball (9 outdoor courts), basketball (3 multi-purpose indoor courts) and cricket wickets (2), as well as a variety of other sporting and leisure clubs/facilities, although, in the main, these facilities operate and cater to a wider district population and catchment. It should be noted that basketball and netball are increasingly being played indoors, despite the provision of 9 outdoor courts at Lou Weston Oval, this will continue to place pressure on the existing courts at the GLC, and may result in future increases to court numbers here being required.

The provision of local parks and playgrounds appears to be adequate; foreshore areas in the eastern end of the precinct are proposed for upgrading as part of a Master Plan as detailed in the Leisure Services Plan.

Possible Facilities

- Upgrade Geographe Leisure Centre
- Upgrade foreshore facilities in accordance with recommendations from proposed Master Plan for Busselton Foreshore Area
- Upgrade Lou Weston Oval (lighting, resurfacing etc)
- Upgrade Sir Stewart Bovell Park (resurfacing, road improvements, extend playing fields etc)

5.3.4 Broadwater Precinct

Demographic Analysis

Broadwater / Abbey is a fairly geographically contained precinct, bounded to the north by Geographe Bay and to the south by Bussell Hwy, and as such provides limited opportunity for further development. Some newer residential growth has occurred on the southern side of Bussell Hwy, which has opened up housing opportunities for younger families in this area. The population largely consists of young families with 36% in the 25-54 age group and 24.5% in the 0-14 age group (nb - only 10% fall within the 14-24 age group), although a significant number of over 55s (28%) remain a part of the population within this precinct.

This precinct also incorporates the South Broadwater area. The character of this precinct has changed considerably over the last 10-15 years to become increasingly urbanised. The Broadwater Structure Plan has delineated three precincts south of Bussell Hwy where suitable residential development may occur, and several subdivisions have occurred since this time. Recent Census data shows that there is a strong demographic within this precinct dominated by young families; 580 persons (42%) are within the 25-54 age group and 389 persons (28%) are between 0-14 years. In comparison only 13% of the population are aged 55years and over, and only 12% are aged between 15-24 years.

It is considered that this area will remain attractive to young families for some time into the future, The Country Land Development Program Annual Review 2005 indicates that future development activity between the years 2005 – 2010 could allow the creation of approximately 800 lots in this precinct, with further land at the Old Broadwater Farm Estate being earmarked for the possible creation of residential lots in the longer term.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (5535)	Standard provision for 2011 Population (5886)	Standard provision for 2021 Population (6654)	Existing Provision
Local community centre	1 per 4,000	1	1	1	0
Active public open space/ovals	1 per 3,500	1	1	1	0
Local informal POS/parks	1 per 2,000	2	2	3	12
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	13	16	20	2
Playgrounds	1 per 2,000 / 400m walkable neighbourhood	2	2	3	4
Youth Recreation Area	1 per 5 - 10,000	-	1	1	0
Child care centre	1 per 4,000	1	1	1	1

Gap Analysis

This precinct provides an adequate level of local POS and playground areas, however, falls short of provision of areas for active recreation. The need for an area for active public open space (6.5ha) in Broadwater has been previously identified in the 1998 Busselton Community Facilities Contribution Study and the Shire's Leisure Services Plan, and is recommended in order to meet growing demand in this area.

Given the precinct's proximity to other demand sporting facilities such as netball, basketball and tennis in Busselton central, it is considered that current needs are generally met even though there appears to be under provision. It is likely, however, that these facilities will require augmenting in the future to provide adequate facilities for the increasing, mainly younger, population.

Given the population growth anticipated over the next 15 years, and the trend towards a younger family demographic, consideration should be given to providing other types of community facilities which may include a local community centre, and a youth recreation area as demonstrated in the table above.

Possible Facilities

- New 6.5 hectare playing field
- Upgrade foreshore facilities at Roberts Rd, Abbey and Dolphin Rd, Broadwater
- New local community centre
- New youth recreation area
- Increase demand sporting facilities (10)

5.3.5 Geographe Precinct

Demographic Analysis

The precinct of Geographe has a current total population of 5,087 persons which is predicted to increase to nearly 6,000 by the year 2021. The area contains a mixture of older, established housing on land closer to the town centre, and newer subdivisions as part of the Port Geographe marina development to the east. Correspondingly, the precinct accommodates a mixed demographic; 23.6% in the 0-14 category group, 39.6% in the 25 – 54 category, and 28% in the over 55s category.

The East Busselton Sandilands Structure Plan and the Port Geographe Development Plan provide guidance for future growth within much of this precinct. While the development of the Port Geographe marina appears to have reached its potential, areas for possible infill growth (approximately 100 lots) have been identified in the western end of the precinct on Layman Rd through the Busselton-Dunsborough Land Release Plan.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (5087)	Standard provision for 2011 Population (5346)	Standard provision for 2021 Population (5905)	Existing Provision
Local community centre	1 per 4,000	1	1	1	0
Active public open space/ovals	1 per 3,500	1	1	2	3
Local informal POS/parks	1 per 2,000	2	2	4	7
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	13	16	20	2
Playgrounds	1 per 2,000 / 400m walk able neighbourhood	2	2	4	5

Youth Recreation Area	1 per 5 - 10,000	-	1	1	1
Child care centre	1 per 4,000	1	1	1	1

Gap Analysis

Given the central location and established nature of this precinct, Geographe is reasonably well provided for in terms of recreation and community facilities, although some of the larger sporting venues serve a shire wide function.

Barnard Park and Churchill Park provide major active sporting reserves for the Shire. Barnard Park is currently used as for soccer, football and cricket for the Shire, however, its future status and that of Churchill Park, are unsure pending a master planning study for the foreshore area which will confirm their ongoing use as active playing fields. It is understood that there is a proposed area of active open space in Layman Rd. The Yoganup regional playground is also based at Barnard Park, and a skate park is located nearby.

The demand assessment reveals that there is a current under provision of demand sporting facilities in the precinct. Given the proximity to facilities in the neighbouring Busselton precinct, it is considered that some of the demand can be met locally, however, provision of some additional facilities may be required to cater for the anticipated population increases in the Geographe precinct.

Land has been set aside on Layman Rd for an active sports field (soccer base), which the Leisure Services Plan recommends development of for soccer and a compatible summer sport. Given the uncertainty regarding the future of Barnard and Churchill Parks for active sports use, it is considered that this should be progressed. A separate area of approximately 2000 square metres has been set aside for community purposes use within the precinct. There are approximately six local POS areas within the precinct, of which some are developed with playground equipment.

This precinct is expected to experience some growth over the next 15 years, with its population estimated to reach nearly 6000 by 2021. Given this, the provision of other types of community facilities such as a local community centre and additional sporting facilities such as netball, basketball and tennis courts should be considered.

Possible Facilities

- Development of local community centre
- Development of new sports playing field
- Upgrade foreshore facilities between Ford St and Scout Rd in accordance with recommendations from proposed Master Plan for Busselton Foreshore Area.
- Future use of Barnard and Churchill parks as active playing fields to be determined by Master Planning Study. Upgrading works therefore dependent on Study outcomes.
- Increase demand sporting facilities (10)

5.3.6 Ambergate North Precinct

Demographic Analysis

The Structure Plan for Ambergate North provides for the development of land to the south of Busselton, and is seen as an appropriate extension to the existing urban form of the town. The land is situated approximately 3kms from the town centre, and is bounded by the Bypass Rd to the north, the future Outer Bypass Access Rd to the south, Queen Elizabeth Avenue to the west and the Vasse Diversion Drain to the east.

The estimated current population of this area is 30-40 persons. Development of the area is proposed over a medium time frame of 5-10 years and will be capable of accommodating an estimated total population of between 11,000 and 12,000 people. The Structure Plan allows for 530 hectares of land with development of 4,300 dwelling units (based on an occupancy rate of between 2.6 and 2.8 persons

per dwelling). Development will be based on the "Liveable Neighbourhoods Community Design Code" and in line with planning principles set out in Shire's District Town Planning Scheme No 20.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (40)	Standard provision for 2011 Population (259)	Standard provision for 2021 Population (11000)	Existing Provision
Local community centre	1 per 4,000	-	-	2	0
Active public open space/ovals	1 per 3,500	-	-	3	0
Local informal POS/parks	1 per 2,000	-	-	8	0
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	-	13	40	0
Playgrounds	1 per 2,000 / 400m walkable neighbourhood	-	-	6	0
Youth Recreation Area	1 per 5 - 10,000	-	-	1	0
Child care centre	1 per 4,000	-	-	3	0

While the current assessment of supply and demand indicates that there are no current facility requirements, there is an identified and imminent need for facilities to meet expected future population growth to 2011 and beyond.

Gap Analysis

Ambergate North precinct is expected to accommodate a population of approximately 11 000 by 2021, and as such, will become the largest precinct within the Shire. Accordingly, some consideration has been given to the provision of community facilities in the Ambergate North Structure Plan.

A centrally located neighbourhood village centre of approximately 5 hectares has been set aside, with 1 hectare of this land identified for a future community purpose site. Similarly, the need for smaller, local community sites has been recognised, and these uses may possibly be accommodated in the proposed neighbourhood local centres. These community purpose sites could suit a range of uses dependent on the precinct demographics but could include a youth centre, child care centre, meeting rooms, arts/crafts space etc. Other areas of public open space and vegetation linkages will provide smaller areas for informal and passive recreation throughout the precinct. The Guide to Provision Of Community Facilities recommends provision for three local community centres to service a population of 12 000 people.

Three areas have been set aside for active open space, each adjoining a proposed school site. These should provide senior playing field opportunities of approximately 6.5ha per location as per the Leisure services Plan. Other areas of public open space and vegetation linkages will provide smaller areas for informal and passive recreation throughout the precinct.

Details regarding specific types of sporting courts and facilities are not available and are more likely to be provided at the local structure planning and detailed subdivision stage. It should be noted, however, that the Leisure Services Plan recommends that new facilities for a regional headquarters for soccer and cricket be provided for in Ambergate North.

Possible Facilities

- New local community centre (3)

- Development of sporting facilities - (40)
- New active playing fields (3) and development of regional sporting headquarters for soccer and cricket
- New child care centre (3)
- New youth recreation area
- Playgrounds (6)
- Local POS areas (8)

5.3.7 Airport North Precinct

Demographic Analysis

This precinct is located at the northern end of the Airport Structure Plan, bounded to the north by Bussell Hwy, to the west by Vasse Hwy and to the east by the proposed the subject of Scheme Amendment No 83 which sought to rezone the Airport North precinct of the Busselton Airport Structure Plan to facilitate increases in density and the area under development. The Structure Plan for Airport North currently proposes 2,750 lots, and is expected to accommodate a population of approximately 7500 by the year 2021.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (114)	Standard provision for 2011 Population (465)	Standard provision for 2021 Population (7700)	Existing Provision
Local community centre	1 per 4,000	-	-	1	0
Active public open space/ovals	1 per 3,500	-	-	2	0
Local informal POS/parks	1 per 2,000	-	-	3	1
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	-	-	23	0
Playgrounds	1 per 2,000 / 400m walk able neighbourhood	-	-	3	0
Youth Recreation Area	1 per 5 - 10,000	-	-	1	0
Child care centre	1 per 4,000	-	-	1	0

While the current assessment of supply and demand indicates that there are no current facility requirements, there is an identified and imminent need for facilities to meet expected future population growth to 2011 and beyond.

Gap Analysis

The Airport North precinct is expected to accommodate a population of approximately 7 500 by 2021. In terms of community facility provision, the approved Structure Plan for Airport North shows several areas of open space

Possible Facilities

- New local community centre
- Development of demand sporting facilities (23)
- New child care centre (1)
- New active playing field (1)
- Playgrounds (3)

- Local POS areas (2)

5.3.8 Vasse Precinct

Demographic Analysis

The Development Guide Plan for Vasse Newtown has been adopted by Shire and endorsed by the West Australian Planning Commission in October 2004. The land affected by the Vasse Newtown project, is situated approximately 10kms west/south west of the Busselton, in and around the existing town site of Vasse.

A key element of the development of Vasse is the provision for primary, secondary and tertiary establishments in order to create a regional centre for learning. This is likely to affect the potential demographic within this precinct, with a younger, family oriented population possibly residing in this precinct. The current population of this precinct is approximately 80 persons, and this is expected to reach a total population of nearly 5000 over the next 15 years.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (91)	Standard provision for 2011 Population (345)	Standard provision for 2021 Population (4950)	Existing Provision
Local community centre	1 per 4,000	-	-	1	1
Active public open space/ovals	1 per 3,500	-	-	2	-
Local informal POS/parks	1 per 2,000	-	-	2	-
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	-	-	17	-
Playgrounds	1 per 2,000 / 400m walkable neighbourhood	1	1	2	-
Youth Recreation Area	1 per 5 - 10,000	-	-	1	-
Child care centre	1 per 4,000	-	-	1	-

Gap Analysis

The Vasse precinct is expected to accommodate a population of approximately 5000 by 2021, and a Development Guide Plan for the area has been approved.

In line with the Leisure Services Plan, one area for active open space adjoining a proposed school site has been planned, and this could provide a regional headquarters for soccer and cricket, in addition to a similar facility proposed for Ambergate North. Other smaller areas are set aside for local open space and passive recreation. The details regarding specific types of recreational and community facilities to be provided at Vasse are not clear at this time, and will be presented at the Detailed Area Plan stage. Other commitments towards the provision of community facilities include the upgrading of the Vasse Community Hall.

Linkages between Vasse and the beachfront should also be established through the provision of dual use paths / footpaths.

The Development Guide Plan has an area of centrally located land set aside for Community Purposes in line with the Guide to Provision of Community Facilities which recommends provision for one local community centre in the precinct.

Development of a new public library in Vasse should also be given consideration at a district level in the context of the Shire's Vision for Library Services.

Possible Facilities

- New active playing field (1) and development of regional sporting headquarters for soccer and cricket
- Development of demand sporting facilities (17)
- Upgrading of Vasse Community Hall
- New local community centre
- Playgrounds (3)
- Local POS areas (2)

5.3.9 Rural Remainder

Demographic Analysis

The population within this precinct, while remaining dispersed, is anticipated to increase to approximately 8,500 people by 2021. Accordingly, this will place pressure on existing facilities in the established areas of the Shire.

This precinct includes the Wonnerup / Yalyallup precincts which covers a large area to the south east of Busselton and is characterised by its semi rural lifestyle. The total population for this area is approximately 445 persons and comprises mainly young and mature families. Recent subdivision in the north/west corner of the precinct has provided additional housing for this population.

The majority of land development within this precinct is guided by the Busselton Airport Structure Plan, and, as such, will potentially provide an industrial park, showgrounds and tourism uses in the southern section of the Plan Area, south of the proposed Outer Bypass Highway. Most residential development planned as part of the Busselton Airport Structure Plan falls within the Airport North precinct, which is referred to further in this report. On this basis, it is considered that this precinct will experience minimal residential growth over the next 15-20 years.

Application of Standards

Facility	Standard (Recommended Provision)	Standard provision for 2006 Population (7524)	Standard provision for 2011 Population (7889)	Standard provision for 2021 Population (8670)	Existing Provision
Local community centre	1 per 4,000	1	1	2	6
Active public open space/ovals	1 per 3,500	1	2	2	-
Local informal POS/parks	1 per 2,000	3	3	4	-
Sporting Facilities (i.e. courts, nets etc.)	1 per 1000 for each type of facility	16	20	26	-
Parks / playgrounds	1 per 2,000 / 400m walkable neighbourhood	3	3	4	-
Youth Recreation Area	1 per 5 - 10,000	1	1	1	-
Child care centre	1 per 4,000	1	1	2	-

Gap Analysis

The rural remainder precinct remains mostly undeveloped in terms of community facility provision, with existing district facilities in Dunsborough and Busselton currently meeting this demand.

As such, an analysis of the demand for community facilities in this precinct presumes that facilities will be provided for in other nearby, urban precincts. It should be noted that this has been taken into account when assessing demand in other precincts.

The following community halls are currently provided within the Precinct to service the rural population:

- Acton Park Hall
- Yoongarillup Hall,
- Carbanup Hall,
- Kaloorup Hall,
- Wilyabrup Hall,
- Ruabon Hall

The Leisure Services Plan recommends that a review of the existing rural community halls be undertaken to provide for any necessary maintenance and upgrading works in order to bring these community facilities up to a current standard.

Possible Facilities

As a result of the demand assessment, there are no recommended works for the Rural remainder precinct.

6. Contributions Planning

6.1 Introduction

The key objectives of any Contributions Plan are to co-ordinate the timely provision of infrastructure and to provide for the equitable sharing of infrastructure costs between various parties. There is also a need to demonstrate the 'nexus' between demand and provision. This is to ensure that contributions are only required for infrastructure that is "reasonably" required as a result of the subdivision and development of land in a particular area.

6.2 Recommended Facilities

Table 6.1 below outlines the recommended works arising from analysis and review of previous studies, stakeholder consultation and application of the standards to current and future precinct demographics. Further consultation has also been undertaken with the Shire to determine the specific priority works that are to be taken into account in cost analysis in order for the contributions plan to be developed. It should be noted that there has been some further refinement in considering community facility planning within the Shire. Recommended works, which cover the areas of open space provision, have been removed from the planning schedule as it is considered that contributions towards these community facilities will be covered through other State government planning mechanisms.

The recommended facilities have been grouped into two levels; district level facilities and specific precinct based facilities that are required.

6.3 Methodology

In developing this prioritised list of facilities and the resulting contribution rates, a number of key factors have been taken into account:

6.3.1 "Reasonableness"

Planning literature relating to the provision of community facilities often refers to the concept or principle of "reasonableness". Inherent in this concept is that it is reasonable for the new development in a particular area to give rise to the need for the community facilities in question.

The list of facilities in Table 6.1 demonstrably meet this reasonableness test in that they have been well documented through community consultation, they have been supported through quantitative analysis and the Shire has thought fit to incorporate them in the financial planning it has undertaken for the district over the next five years (see below).

Further, it is considered that the policy meets the test of validity for the following reasons:

- It arises from change precipitated by development or subdivision, whether in part or whole, nor whether it mostly benefits the public at large.
- It does not impose a disproportionate burden on any one developer
- It does not impose a contribution that solely proposes to promote community infrastructure, but is determined from a needs based assessment.

6.3.2 Shire's 5 Year Capital Expenditure Program – 2006 to 2011

As is typical protocol in local government financial management, the Shire has brought together a capital works program to guide the expenditure of funds for infrastructure and services over the coming five years. As alluded to in the section above, this capital expenditure program provides a useful test of "reasonableness" in that the facilities notated in this capital works program are important enough to the local community that the Shire has sought to identify them, cost them and in some cases undertake feasibility assessments for them. In summary these facilities have a certain degree of status within the community and the investigation of the need for the facilities and the likely costs has been robust.

6.3.3 Apportionment and Calculation of Contribution Rates

Essential to the formulation of developer contribution costs is the establishment of a nexus, that is, the identification of the proportion of use to be attributed to new growth (re the proportion of new growth generated by a particular development) and the proportion associated with servicing the needs of the existing population. In an already established area, this can often be quite hard to define.

The Shire has calculated the costs of these facilities to the point where reasonably detailed budgeting has been undertaken.

This level of costing has been considered appropriate to integrate into the calculation of contribution rates. A contribution rate per new lot/dwelling has then been calculated based on the budgeted cost for the relevant facilities.

A sum of the district and precinct based rate provides a total contribution rate. Developer contributions, by precinct, are set out in Appendix B.

The majority of recommended new community facilities for precincts in the existing built up areas of the Shire, will generally service both the existing need and future demand for facilities. In these cases, it is not reasonable to fully apportion costs to new residents because the facilities would not be exclusively used by the incoming population.

In the newer growth areas of Vasse, Ambergate and Airport North, where contributions plans will be required, facilities will almost exclusively be used by and apportioned to the incoming population.

The formula for determining the contribution rate is follows:

$$\text{Contribution (Per Dwelling)} = \frac{(\$Cap + \$Land - \$Econ - \$ Grant)}{\text{(Projected Additional Dwellings)}} \times \text{Apportionment}$$

\$Cap – is the sum of capital costs for facilities which have been or which are to be provided

\$Land – is the sum of land costs which have been or are to be acquired to provide the required public facilities

\$Econ – is the sum of any existing contributions which have been previously paid towards the provision of the public facility

\$Grant – is the sum of any grants, subsidies or any other funding source which may be available to fund capital works.

Projected Additional Dwelling Units – is the anticipated increase in the number of dwelling units to be created to the Year 2021

Apportionment – is the percentage of total costs for the facilities attributable to the new development.

Shire District

Generally, many of the community facilities recommended for inclusion in the Shire District represent new facilities which will meet both existing need and future demand. As such, apportionment was determined by comparing the projected 2006 dwelling statistics with the projected 2021 dwelling statistics. Details of these facilities and the corresponding apportionments are provided below:

Application of standards for the Busselton Shire indicated that the current level of provision of performing arts / cultural centres, youth centres, libraries and district community centres is below the level indicated by the standards. Development of these facilities therefore, will meet a current shortfall, as well as satisfy a future demand. For youth centres and libraries, the standard of 1:12 000 (ratio of facilities to population) has been applied, and the existing shortfall was based on the 2006 population. Apportionment to new residents for these facilities is calculated as follows:

$$\text{Apportionment to new residents} = (1 - [(28\,649 - 12\,000) / 12\,000]) * 100 \\ = 38 \%$$

For performing arts/ cultural centres, the standard of 1: 50 000 has been applied, and apportionment to new residents for this facility is as follows:

$$\begin{aligned}\text{Apportionment to new residents} &= (1 - [(28\,649 - 50\,000) / 50\,000]) * 100 \\ &= 57.3 \%\end{aligned}$$

For district community centres, the standard of 1: 20 000 has been applied, and apportionment to new residents for this facility is as follows:

$$\begin{aligned}\text{Apportionment to new residents} &= (1 - [(28\,649 - 20\,000) / 20\,000]) * 100 \\ &= 56.8 \%\end{aligned}$$

Through consultation with the Shire of Busselton, other community facilities have been identified for inclusion in the Shire District. These include a regional Art Gallery, the continuation of the coastal dual-use path linking Busselton- Dunsborough-Yallingup, Rails to Trails path, foreshore facilities and a boat ramp, Geographe Leisure Centre upgrade, active playing fields and regional sporting headquarters for soccer and cricket, Dunsborough Sport and Recreation Zone (6.5 hectare playing field for district facilities), public art and environmental protection, management and implementation. Given that these facilities will service both the existing and future population, the costs for each are apportioned based on 2006 and 2021 dwelling figures for the Shire.

Dunsborough/Quindalup

Application of standards for the Dunsborough/Quindalup precinct indicates that the current level of provision of playgrounds and local parks meets demand. In this case, it is assumed that the development of new playground equipment is as a result of development and increased demand, and accordingly, these community facilities have been fully apportioned to new residents.

The redevelopment of playing fields is anticipated to service both existing residents and the future population and 50% of the costs of this facility has been apportioned to new development.

The remaining recommended community facilities for the precinct – foreshore facilities, upgrade of the Naturaliste Community & Cultural Centre, Dunsborough Hall kitchen upgrade and beachfront amenities will service both the existing and future population. The costs for each are therefore apportioned based on 2006 and 2021 dwelling figures for the precinct.

Consultation with the Shire has recommended the provision of beachfront amenities and playgrounds in Yallingup village. These are new facilities and will service both existing and future residents. As such, the costs of these facilities have been apportioned based on 2006 and 2021 dwelling figures for the precinct.

The Shire has also recommended the provision of beachfront amenities, playgrounds and the construction of the Eagle Bay to Rocky Point – dual use path at Eagle Bay. These are new facilities and will service both existing and future residents. As such, the costs of these facilities have been apportioned based on 2006 and 2021 dwelling figures for the precinct.

Central Busselton

Applications of standards for the central Busselton precinct indicate that the current level of provision of playgrounds, areas for active open space and local parks and sporting facilities is meeting the level indicated by the standards of service provision. It is assumed that the development of a new playground is as a result of development and increased demand. As such, this community facility has been fully apportioned to new residents.

Other facilities recommended for the Central Busselton precinct include foreshore facilities, Lou Weston Oval (lighting and resurfacing), Sir Stewart Bovell Park (resurfacing, road improvements, additional playing fields) and the provision of beachfront amenities will service both existing and future residents and therefore costs for these facilities have been apportioned based on 2006 and 2021 dwelling figures for the precinct.

Broadwater

Applications of standards for the Broadwater precinct indicate that the current level of provision for a

local community centre is below the level indicated by the standards. Development of such a facility will therefore meet a current shortfall as well as satisfy a future demand.

For a local community centre, the standard of 1:4 000 (ratio of facilities to population) has been applied, and the existing shortfall was determined based on the 2006 population. Apportionment to new residents for this facility is calculated as follows:

$$\begin{aligned}\text{Apportionment to new residents} &= (1 - [(5535 - 4000) / 4000]) * 100 \\ &= 62 \%\end{aligned}$$

The current level of provision of playgrounds within the precinct is above that required for the 2006 population. It is assumed therefore that the development of new playground equipment is as a result of development and increased demand. As such, this community facility has been fully apportioned to new residents.

Other new facilities recommended for the Broadwater precinct, including a boat ramp, foreshore facilities, and beachfront amenities, will service both existing and future residents and therefore costs for these facilities have been apportioned based on 2006 and 2021 dwelling figures for the precinct.

Geographe

Consultation with the Shire has recommended the provision of playgrounds, beachfront amenities and foreshore facilities in the Geographe precinct. The current level of provision of playgrounds within the precinct is above that required for the 2006 population. It is assumed therefore that the development of new playground equipment is as a result of development and increased demand. As such, this community facility has been fully apportioned to new residents.

The provision of beachfront amenities and foreshore facilities will service both existing and future residents. As such, the costs of these facilities have been apportioned based on 2006 and 2021 dwelling figures for the precinct.

Rural Remainder

While the rural remainder precinct remains largely serviced by existing district facilities in Busselton and Dunsborough, consultation with the Shire has recommended the provision of playground facilities. Given that this facility will service both existing and future residents, the corresponding costs have been apportioned based on 2006 and 2021 dwelling figures. These cost contributions are minimal and have been included with the Shire District contribution rate.

Ambergate

Subject to Developer Contribution Plan

Airport North

Subject to Developer Contribution Plan

Vasse

Subject to Developer Contribution Plan

Table 6.3 CONTRIBUTION RATES FOR FACILITIES

SHIRE DISTRICT

Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Busselton to Dunsborough Recreation Trail	\$3,200,000	53%	\$118.79
Dunsborough to Yallingup Recreation Trail	\$1,200,000	53%	\$44.20
Rails to Trails	\$600,000	53%	\$22.10
Cultural Performing Arts Centre	\$4,000,000	57%	\$183.37
Lower SW Learning & Information Facility	\$4,000,000	38%	\$120.84
Regional Gallery Facility upgrade	\$87,000	53%	\$3.18
Youth Centre	\$2,000,000	38%	\$60.42
Foreshore facilities and Playgrounds	\$610,000	53%	\$22.47
Geographe Leisure Centre (group fitness centre)	\$1,000,000	53%	\$36.84
Boat ramps	\$600,000	53%	\$22.26
Environmental protection, management and implementation	\$200,000	53%	\$7.42
Public Art	\$200,000	53%	\$7.42
District Community centre	\$5,000,000	57%	\$226
Dunsborough Sport and Recreation Zone (6.5 hectare playing field for district facility)	\$2,000,000	53%	\$73.67
Active playing fields and regional sporting headquarters for soccer and cricket	\$2,000,000	53%	\$73.67
TOTAL	\$26,687,000		\$1022.65
DUNSBOROUGH/QUINDALUP			
Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Foreshore facilities	\$350,000	39%	\$76.16
Naturaliste Community and Cultural Centre (gym Facility)	\$1,000,000	39%	\$217.65
Dunsborough Hall kitchen upgrade	\$26,000	39%	\$5.66
Playgrounds	\$30,000	100%	\$16.65
Beachfront amenities	\$150,000	39%	\$32.65
Eagle Bay to Rocky Point Path	\$112,000	39%	\$24.37
Redevelopment of playing fields	\$3,500,000	50%	\$971.68
TOTAL	\$5,168,000		\$1344.82

CENTRAL BUSSELTON			
Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Foreshore facilities	\$350,000	22%	\$95.26
Playgrounds	\$10,000	100%	\$12.37
Beachfront amenities	\$50,000	22%	\$13.60
Lou Weston Oval (lighting, resurfacing)	\$300,000	22%	\$81.68
Sir Stewart Bovell Park (additional playing fields – local use)	\$2,000,000	22%	\$544.55
TOTAL	\$2,710,000		\$747.46
BROADWATER			
Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Boat ramp	\$350,000	27%	\$132.16
Foreshore facilities	\$350,000	27%	\$132.16
Playgrounds	\$10,000	100%	\$13.98
Beachfront amenities	\$50,000	27%	\$18.53
Local community centre	\$500,000	62%	\$433.56
TOTAL	\$1,260,000		\$730.39
GEOGRAPHE			
Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Foreshore facilities	\$350,000	31%	\$114.21
Beachfront amenities	\$50,000	31%	\$15.78
Playgrounds	\$10,000	100%	\$10.52
TOTAL	\$410,000		\$140.51

RURAL REMAINDER			
Facilities	Total estimated cost	Apportionment to New Development	Contribution per Dwelling
Nil	Nil	Nil	Nil
TOTAL	Nil	Nil	Nil
AMBERGATE NORTH			
Subject to Developer Contribution Plan			
AIRPORT NORTH			
Subject to Developer Contribution Plan			
VASSE			
Subject to Developer Contribution Plan			

6.4 Implementation and Administrative Framework.

The implementation and administration of the policy is set out in the policy statement in Appendix C. Key points of the adopted approach are:

- Key platforms are implemented through a planning scheme policy, attached to the Town Planning Scheme but not forming part of the scheme. An enabling clause would be included into the Town Planning Scheme which would refer to the policy itself (Appendix D). This allows for a degree of flexibility in administration – for example there would be no need to undertake a scheme amendment if there is some small change to the policy.
- The policy adopts a two tier approach whereby the newer, broad acre areas are dealt with slightly differently to the existing, developed parts of the Shire. In the broad acre areas the prospect of a developer contributions plan (DCP) for the area is favoured. This is because these broad acre areas are reasonably remote from existing built up areas of the town, they present holistic opportunities for providing community facilities and the development industry is likely to provide for specific community facilities needs in these areas. In the existing areas, the opportunities for DCPs are limited because of the historical provision of facilities and the relationships between the existing built up precincts.
- In order to ensure that development contributions are used for the purpose for which they are collected, the policy has some prescriptive requirements for the financial management of, and accounting for developer contributions.

These requirements include the creation of trust accounts for each precinct, quarterly reporting of the activity in each trust account, establishment of a contributions register and procedures for review of account expenditure.

7. Conclusions & Recommendations

7.1 Conclusions

This report has shown that Busselton is growing rapidly and by the end of the period of this study (2021) will be a significant regional centre of some 58,000 people. This sustained growth presents significant demands on the ability of the Shire to provide commensurate community facilities for the new residents of the shire.

As a result, the Shire is seeking to augment its expenditure on community facilities with a contribution from new development that is giving rise to much of the need for these community facilities.

The approach adopted in this report for the calculation of this contribution to community facilities provision has been based around a number of key principles - what are "reasonable" contributions to community facilities and the demonstration of the "nexus" between new development and the level of facilities required.

To adhere to these principles in what is a complex local government area, the list of facilities that is proposed to be funded by contributions has been arrived through an appreciation of the community's wishes for leisure activities, an examination of quantitative needs and finally an acknowledgement of the Shire's capital expenditure program. The resulting list of facilities is a practical approach to future community facilities planning.

7.2 Recommendations

As the next stage in the development of a community facilities policy, consultation is recommended with the broader community, particularly the development industry in the south west.

The Shire should consider commencing the Town Planning Scheme Amendment process once the consultation described above is completed.

Shire should also schedule ongoing monitoring of the implementation of the policy to ensure that it is working effectively, the contribution rates are remaining current and the appropriate facilities are being provided.

Table 6.1 Summary of analysis

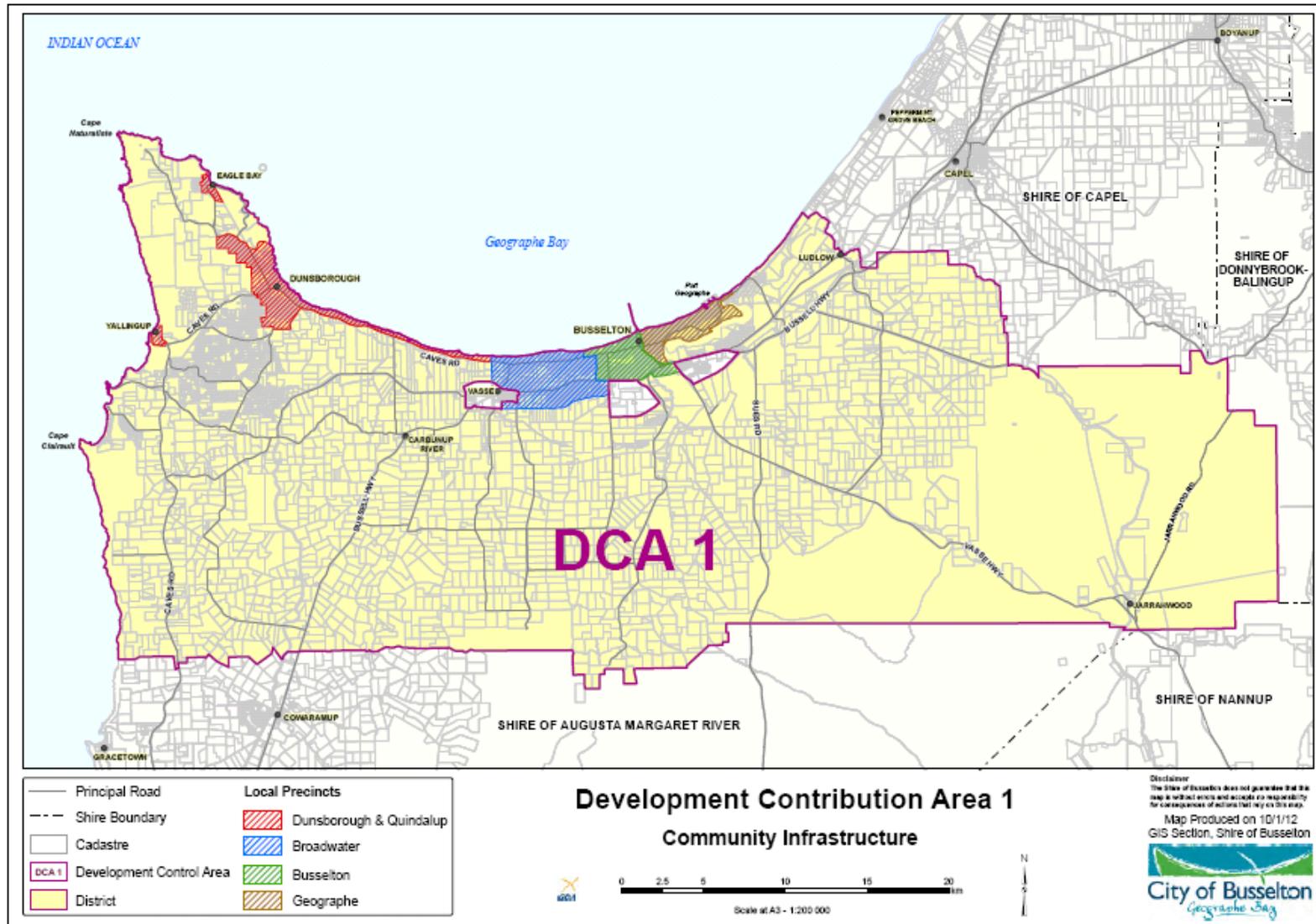
Precinct	Recommended Works
Shire District	<ul style="list-style-type: none"> • Trails/Paths • Library / Community / Shire Service Centre • Cultural / Performing Arts Centre • Youth Centre • District Community Centre • Active playing fields and regional sporting headquarters for soccer and cricket
Dunsborough/ Quindalup	<ul style="list-style-type: none"> • New Sport and recreation zone (no less than 12 hectares in location) including a 6.5 hectare playing field • Upgrade foreshore facilities • Upgrade Naturaliste Community and Cultural Centre • Redevelopment of existing playing fields as per Leisure Service Plan for district level facility for soccer and cricket • Boat ramp
Busselton	<ul style="list-style-type: none"> • Upgrade Geographe Leisure Centre • Upgrade foreshore facilities • Upgrade Lou Weston Oval (lighting, resurfacing etc) • Upgrade Sir Stewart Bovell Park (resurfacing, road improvements, extend playing fields etc)
Broadwater	<ul style="list-style-type: none"> • Upgrade foreshore facilities • New local community centre
Geographe	<ul style="list-style-type: none"> • Upgrade foreshore facilities

Yallingup Village	No recommended works at this time
Eagle Bay	No recommended works at this time
Ambergate North	<ul style="list-style-type: none"> • New local community centre (3) • Development of sporting facilities - (40) • New active playing fields (3) and development of regional sporting headquarters for soccer and cricket • New child care centre (3) • New youth recreation area • Playgrounds (6) • Local POS areas (8)
Airport North	<ul style="list-style-type: none"> • New local community centre • Development of demand sporting facilities (23) • New child care centre (1) • New active playing field (1) • Playgrounds (3) • Local POS areas (2)
Vasse	<ul style="list-style-type: none"> • New active playing field (1) and development of regional sporting headquarters for soccer and cricket • Development of demand sporting facilities (17) • Upgrading of Vasse Community Hall • New local community centre • Playgrounds (3)

	<ul style="list-style-type: none">• Local POS areas (2)• Boat ramp• Connection to DUP network
Rural Remainder	<ul style="list-style-type: none">• No recommended works at this time

Appendix A

Precinct Plans



Appendix B – Contributions by Precinct (2007)

PRECINCT	RECOMMENDED WORKS	ESTIMATED COST
Shire District	Busselton to Dunsborough Recreation Trail – dual use path	\$3 200 000
	Dunsborough to Yallingup Recreation Trail – dual use path	\$1 200 000
	Rails to Trails	\$600 000
	Cultural /Performing Arts Centre	\$4 000 000
	Lower S/W Learning and Information Facility	\$4 000 000
	Regional Gallery Facility upgrade to Agricultural Department Building	\$87 000
	Youth Centre	\$2 000 000
	Foreshore facilities (toilet blocks and carparks) and Playgrounds	\$610 000
	Geographe Leisure Centre (group fitness centre)	\$1 000 000
	Boat ramps	\$600 000
	Environmental Protection, Management and Implementation	\$200 000
	Public Art	\$200 000
	District Community Centre	\$5 000 000
	Dunsborough Sport and Recreation Zone including a 6.5 hectare playing field for district facilities	\$2 000 000
Active playing fields and regional sporting headquarters for soccer and cricket	\$2 000 000	
Total capital costs		\$26, 697 000
District contribution per dwelling		\$1023

Dunsborough / Quindalup	Foreshore facilities (toilet block and carpark)	\$350 000
	Naturaliste Community & Cultural Centre (gym facility)	\$1 000 000
	Dunsborough Hall kitchen upgrade	\$26 000
	Playgrounds	\$30 000
	Beachfront amenities – BBQs etc	\$150 000
	Redevelopment of playing fields	\$3 500 000
	Eagle Bay to Rocky Point path	\$112 000
Total capital costs		\$5, 168,000
Precinct contribution per dwelling		\$1345
District contribution per dwelling		\$1023
Total contribution per dwelling		\$2368

Central Busselton	Foreshore facilities (toilet block and car park)	\$350 000
	Lou Weston Oval (lighting, resurfacing)	\$300 000

	Playgrounds	\$10 000
	Beachfront amenities – BBQs etc	\$50 000
	Sir Stewart Bovell Park (resurfacing, road improvements, additional playing fields)	\$2 000 000
Total capital costs		\$2 710 000
Precinct contribution per dwelling		\$747
District contribution per dwelling		\$1023
Total contribution per dwelling		\$1770

Broadwater	Boat ramp	\$350 000
	Foreshore facilities (toilet block and carpark)	\$350 000
	Playgrounds	\$10 000
	Beachfront amenities – BBQs etc	\$50 000
	Local community centre	\$500 000
Total capital costs		\$1 260 000
Precinct contribution per dwelling		\$730
District contribution per dwelling		\$1023
Total contribution per dwelling		\$1753

Geographe	Playgrounds	\$10 000
	Beachfront amenities – BBQs etc	\$50 000
	Foreshore facilities (toilet block and carpark)	\$350 000
Total capital costs		\$410 000
Precinct contribution per dwelling		\$141
District contribution per dwelling		\$1023
Total contribution per dwelling		\$1164

Rural Remainder	No facilities required	Nil
Total capital costs		
Precinct contribution per dwelling		Nil
District contribution per dwelling		\$1023
Total contribution per dwelling		\$1023

Ambergate North	Subject to Developer Contribution Plan	
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Airport North	Subject to Developer Contribution Plan	
Vasse	Subject to Developer Contribution Plan	