
THE WEST PARK PRECINCT PROJECT

Stage One - Information Gathering Draft Report

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Prepared for



By



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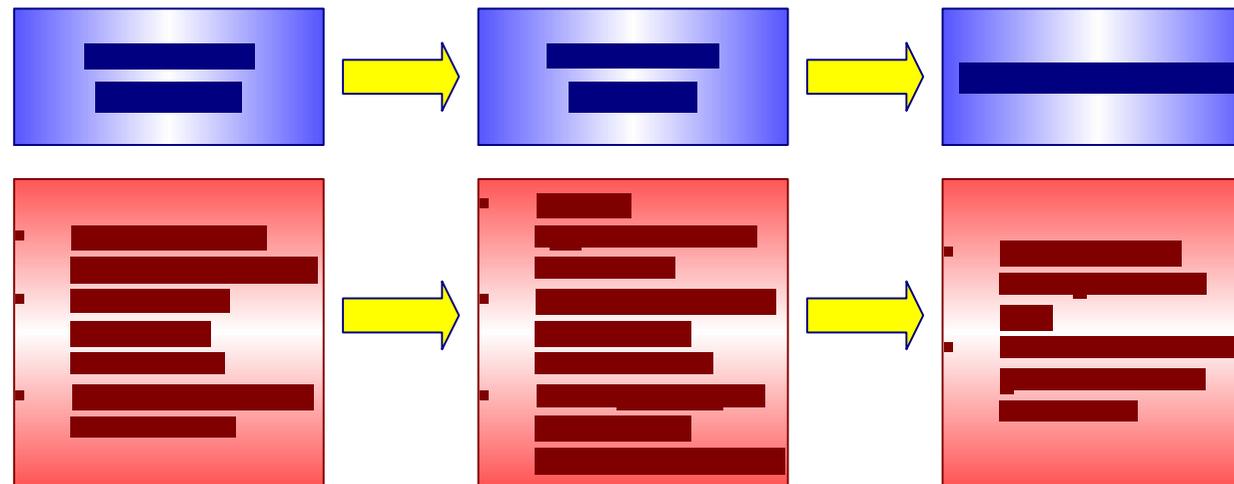


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Introduction

1. This report presents the data gathered as the first stage in the project to prepare a strategic plan for the West Park precinct. Stage two of the project undertakes data analysis with the final stage, stage three preparing the documented strategic plan as represented in the following diagram.



2. The work undertaken during stage one has included:
 - a. Describing the current West Park precinct;
 - b. Reviewing relevant studies and reports relevant to West Park;
 - c. Undertaking stakeholder consultation including a public forum;
 - d. Preparing a scan of the major external factors likely to impact on the development of the West Park precinct;
 - e. Describing the key trends likely to affect the potential land uses at West Park; and
 - f. Reviewing the planning scheme currently controlling land use at West Park.
3. This document goes on to provide details relating to each of the above. Where possible, the impact on West Park identified from the information gathered is indicated.

4. The following organisations and individuals have been involved in the preparation of this stage one report:
 - a. Moore Consulting;
 - b. Johnson Design Services Pty Ltd;
 - c. SCA Marketing Pty Ltd;
 - d. Taylor Cullity Lethlean;
 - e. Dr Tony McCall;
 - f. Andrew Edwards; and
 - g. Angela Castles.

Description of the West Park Precinct

1. The West Park Precinct is a major strategic site in the Burnie municipal area which contains important recreational and environmental assets for the city. It covers an area of around six hectares and is owned partly by the Burnie City Council and the Tasmanian Government.
2. Its strategic location and historic recreation and education uses means that the site has strong context for the local community and as such, residents of Burnie will need to play a role in determining its future in a land use sense if its future development is to be accepted and supported.

Site Description

1. The brief for the project outlines the site as being located approximately 1 kilometre west of Burnie's Central Business District and immediately adjoining West Beach, and opposite the Burnie Park. The site is bounded by a promontory on its northern side to Bass Strait and the Bass Highway alignment on its southern side. The waters of Bass Strait about the eastern and western boundaries to make the site almost semi-circular in dimension.
2. A significant piece of regional infrastructure bisects the site, that being the western rail line. This rail line, currently, is in little use
3. The area is currently utilised for a range of purposes, including recreational and community use. The southern part of the site (between the Bass Highway and rail alignment) is home to a football oval, athletics and cycling track and associated recreational infrastructure such as spectator facilities, club and change rooms and lighting infrastructure. This part of the site has a long history of community use and has traditionally hosted higher level sporting activities. Lawn bowls facilities and associated clubrooms are located on the north eastern part of the precinct.

4. A range of educational facilities were constructed on the south eastern part of the site over the years, including the Arthur Support School and the former Burnie High School.
5. The largely reclaimed land to the north of the rail alignment is mostly undeveloped however there are two freestanding timber buildings on this area which are used for penguin viewing and interpretation and by the community band. The reclaimed land is edged to the water by a fenced Little Penguin habitat of reinstated coastline vegetation. The remaining land in this area is gravel surfaced.

Review of Reports and Studies Relevant to the West Park Precinct

1. The following reports and studies have been reviewed as part of stage one activities:
 - a. Burnie City Council Strategic Plan, 1995;
 - b. Burnie City Council Strategic Plan, 2006;
 - c. Recreation Plan and Aquatic Centre Feasibility Study, 2003;
 - d. Burnie Aquatic Centre Feasibility Study Review, 2006;
 - e. Preliminary Geotechnical Investigation Re the Proposed Aquatic Centre, 2006;
 - f. Environmental Site Assessment re the Proposed Aquatic Centre, 2006;
 - g. A Settlement and Investment Strategy for Burnie Tasmania Police 2026, 2007;
 - h. Traffic Access Study re the Proposed Re-Development at West Park, 2007;
 - i. Ecological Assessment and Management: Rezoning of Burnie West Park, 2007; and
 - j. Burnie Tourism Development Plan, 2004.
2. The following table outlines the major conclusions and implications for the West Park precinct following from the document review. Further detail regarding each of the reports and studies is provided in Appendix One to this report.

Table One

Report	Conclusions	Implications for West Park
<p>Burnie City Council Burnie Strategic Plan September 1995</p>	<ul style="list-style-type: none"> • The strategic plan recognises the importance of social and community infrastructure for the Burnie municipality. • The strategic plan recognises the contribution leisure, recreational and cultural makes to the social, economic and environmental (TBL) aspects of the Burnie economy. • The strategic plan identifies the social trend play from clubs and structured leisure recreational and cultural activities to a focus on a wide range of non structured individual activities using flexible use facilities • Recreation, leisure and cultural activities need to occur in a co-ordinated and strategic manner across the Burnie community. • The Plan outlines a significant role to be played by Council through the direct involvement in the provision of recreation facilities in Burnie. 	<ul style="list-style-type: none"> • West Park should be developed as a key component of the social and community infrastructure, and to be a key contributor to the social, environmental and economic aspects of the Burnie municipality. • The future development of West Park should recognise and respond to the trend away from organised activities on a group basis (recreational and cultural) to non-structured on an individual basis. • Recreational and cultural activities at West Park should be developed in conjunction with other recreational and cultural activities elsewhere in the Burnie municipality. • It is likely that the Burnie City Council will continue to play a significant role as a direct provider of recreational and cultural activities at West Park
<p>Burnie City Council Strategic Plan May 2006</p>	<ul style="list-style-type: none"> • This plan re-affirmed the Council's objectives with regard to the importance of open space and, sport and recreation to the overall well being of Burnie residents. • It also consolidated the Council's critical role as a provider of sport and recreation facilities in the Burnie municipality. 	<ul style="list-style-type: none"> • No further recommendations
<p>Recreation Plan and Aquatic Centre Feasibility Study March 2003</p>	<p>Leisure and Research Findings with regard to the West Park Precinct:</p> <ul style="list-style-type: none"> • That, in an overall sense, the provision of sport and recreation in Burnie should deliver a 'net benefit' to residents in the municipality in terms of economic, social and environmental outcomes. • That a central body oversee sports and events in 	<ul style="list-style-type: none"> ▪ That the Burnie City Council plays a central co-ordinating role for sporting, recreational and cultural events at West Park. ▪ That the land uses at West Park will need to be planned within the major physical constraints presented at West Park except in the cases where

Report	Conclusions	Implications for West Park
	<p>Burnie operated under the auspices of the Burnie City Council.</p> <ul style="list-style-type: none"> • That road access and railway lines surrounding the West Park Precinct restrict increased usage in its current state. • Current land users are unrelated and use the facilities seasonally, which results in inefficient use of resources. • Current facilities need major upgrading for future viability. <p>The Aquatic Feasibility Study concludes:</p> <ul style="list-style-type: none"> • The current Aquatic facility operations are unsustainable from the point of view of recurrent revenues and costs and also the costs of maintaining and improving infrastructure. The growing numbers of individual swimmers in addition to club members was noted. • The Burnie community is supportive of an all year round Aquatic complex. • The Aquatic Centre needs to include the broad community needs, rather than just pool facilities, to be sustainable. This included programming and management as well as physical infrastructure. • An Aquatic Centre will contribute to the social and economic aspects of the Burnie municipality if critical components of the management plan are adhered to. • West Park Precinct is not seen as a suitable location due to physical constraints including traffic and pedestrian access, geotechnical and environmental issues. • West Park as a site for an aquatic centre is seen as providing synergies with other co-located sport and recreation facilities. • A number of these issues have changed since 	<p>these constraints can be removed.</p> <ul style="list-style-type: none"> ▪ That any aquatic centre proposed for West Park will need to undergo a feasibility study to ensure the centre is sustainable in the longer term. ▪ That an aquatic centre at West Park will need to service the needs of the broader community rather than just competition swimmers. ▪ That the design and operation of an aquatic centre at West Park will need to respond to the changing patterns of community participation in sport and recreation. ▪ That the provision of sport and recreation facilities at West Park be considered in conjunction with other sport and recreation facilities in the Burnie region.

Report	Conclusions	Implications for West Park
	<p>2003 which may require the re-assessment of the suitability of West Park Precinct as a site for an aquatic centre in Burnie.</p> <p>The Recreation Planning Policy:</p> <ul style="list-style-type: none"> • Recognises the need for more facilities that engage the greater percentage of the community as opposed to smaller specific groups. • Recognises that existing West Park and Les Clark Oval precincts are not sustainable in their current form. 	
<p>Burnie Aquatic Centre Feasibility Study Review July 2006</p>	<ul style="list-style-type: none"> • Sustainability of an Aquatic Centre is dependent on the design of facilities to meet the current trends of participation. This relates to the changing balance with regard to organised and non-organised sport and recreation and, age structure of the Burnie municipality. • The new Aquatic Centre will be an integrated facility incorporating dry leisure and fitness 	<ul style="list-style-type: none"> • No additional implications
<p>Preliminary Geotechnical Investigation Proposed Aquatic Centre August 2006</p>	<ul style="list-style-type: none"> ▪ Investigation into the West Park Precinct concludes that founding conditions are suitable for future construction of an Aquatic Centre, residential apartments or similar structure. 	<ul style="list-style-type: none"> ▪ Recommends that a percentage of land be made available for commercial use in accordance with West Park Precinct Guidelines and urban design recommendations.
<p>Environmental Site Assessment Proposed Aquatic Centre August 2006</p>	<p>This report concluded that whilst further assessment work was required on the West Park site, that from a contamination point of view, the fill at the site would not preclude recreational use.</p>	<ul style="list-style-type: none"> ▪ In relation to urban design planning that the percentage of land that is made available for commercial use (possibly residential) be tested for suitability prior to sale
<p>A Settlement and Investment Strategy For Burnie to 2026 June 2007</p>	<ul style="list-style-type: none"> ▪ Land use planning, urban development and investment needs new direction; guidelines should be formed to regulate future proposals by developers so that they meet the expectations of the community, cultural aspects of the city and environmental expectations. 	<ul style="list-style-type: none"> ▪ Any development at West Park should take into account the recommendations of the Settlement Strategy across the entire range of Burnie land uses. ▪ That any development at West Park should be planned in an holistic manner taking into

Report	Conclusions	Implications for West Park
	<ul style="list-style-type: none"> ▪ Recognises the association the city has with its surrounds and that future development should build on the strength of location for both tourism and community. ▪ That the Burnie municipality has ample open space and that any further development in this area should be towards the consolidation and improvement of existing facilities rather than the creation of new ones. ▪ Any development at West Park should take into consideration the development of linkages with adjacent land uses and precincts, particularly Burnie Park and the Waterfront Precinct. 	<p>consideration the Burnie municipality, not just West Park.</p> <ul style="list-style-type: none"> ▪ That any development at West Park should focus on the consolidation of existing land uses rather than the development of new ones.
<p>Traffic Access Study Proposed Redevelopment West Park Burnie July 2007</p>	<ul style="list-style-type: none"> ▪ The study concludes that the limited access to the West Park Precinct limits the opportunities for increased use of the area in its current state. ▪ Recommendations were made on traffic control, however until the type of structure and where it is to be placed on the Precinct is known, these recommendations are not solutions. 	<ul style="list-style-type: none"> ▪ Further assessment of access should take place after development proposals have been received, and considered, to accommodate any change in useage. By assessing later rather than sooner the access will not dictate what development can go where.
<p>Ecological Assessment and Management: Rezoning of Burnie West Park August 2007</p>	<ul style="list-style-type: none"> ▪ West Park is possibly of local and regional importance as a breeding site for Little Penguins. ▪ Apart from the Little Penguins, the West Park site is of little importance in terms of biodiversity. ▪ That any development at West Park is not likely to have a significant impact on the site from an ecological point of view except for the cumulative effect on the penguins. ▪ The report recommended a plan to manage the development of the site from an ecological point of view. 	<ul style="list-style-type: none"> ▪ As there are minimum ecological constraints West Park can be developed to its full potential ▪ An ecological plan should be devised to successfully manage the Little Penguin colony, further enhancing the link with the Precinct to the waterfront.
<p>Burnie Tourism Development Plan 2004</p>	<ul style="list-style-type: none"> ▪ Tourism has a limited role to play in the continued development of the Burnie municipality. 	<ul style="list-style-type: none"> ▪ Any new tourism development at the West Park Precinct should meet the demand of a 4-5 star

Report	Conclusions	Implications for West Park
	<ul style="list-style-type: none"> ▪ The focus of tourism in Burnie is on the industry and manufacturing identity of Burnie centring on its unique people and stories ▪ As a result, the plan has developed a brand for Burnie focussing on its industrial identity - Making Burnie. ▪ One of Burnie's key tourism assets is its coastline, particularly the waterfront, and that this is largely undeveloped from a tourism point of view ▪ Burnie's tourism infrastructure and services are developed to a low level with most tourism services at the 2 – 3 star level. ▪ Whilst there is a demand for tourism services and attractions at higher levels (4 – 5 star), Burnie has no visitor services and attractions at this level. 	<p>level.</p> <ul style="list-style-type: none"> ▪ The focus of tourism at West Park Precinct should be both <ol style="list-style-type: none"> 1. a historical nature and build on the theme of 'industry' in Burnie. 2. the speciality of the precinct and its waterfront linkage

Stakeholder and Community Consultation

1. The following table summarises the outcomes of the stakeholder consultations undertaken to gauge community preferences, values and priorities for West Park. Stakeholders consulted included:
 - a. Burnie City Council;
 - b. AFLTasmania;
 - c. Burnie Surf Life Saving Club;
 - d. Burnie Historical Society;
 - e. Burnie Swimming Club;
 - f. Friends of Burnie Penguins and Penguin Monitoring Group;
 - g. Burnie-Yeoman Cricket Club;
 - h. Burnie Dockers Football Club;
 - i. Burnie Skate Park Committee;

- j. Creative Paper Pty Ltd;
 - k. TasPorts;
 - l. Burnie Tourism Association;
 - m. Burnie Sports and Events;
 - n. City of Burnie Cycling Club;
2. A copy of the interview questionnaire is included in Appendix Two of this report
3. A forum for Burnie residents was also held. The meeting was facilitated by Moore Consulting with assistance from Johnson Design Services Pty Ltd and was attended by 50 Burnie residents. A copy of the presentation delivered at the forum is included in Appendix Four of this report.

Table Two

Organisation	Strategic Direction	Future Requirements	Implications for West Park
AFL Tasmania	<ul style="list-style-type: none"> • Increase use of football playing at West Park • Grow the number of football teams • Will include a youth football element in the future • Turf Management may be an issue • Greater use of the venue may require a second oval (next door) may overcome issues in training schedules • Opportunity of night football – kids want to be active at night • No plan for AFL games at West Park • Issue regarding the cricket pitch – needs to be managed well • Improvements needed in the quality of the lighting 	<ul style="list-style-type: none"> • Undercover spectator facilities • No bike track • Sponsor box, media, press facilities, function centre, office accommodation/grandstand • Concerns – position of the sun; side where highway is; 15-20 times pa – revenue generation • Sponsor facilities • Compatible uses – gaming, accommodation, community, casino, restaurant • Incompatible uses – lack of parking, something venues with a lot of football, need for second oval 	<ul style="list-style-type: none"> • Planned focus and expansion of youth AFL football teams in Burnie area; • Issues around sharing of facilities at current West Park Oval – eg resource sharing (training times); safety concerns over bike track, management and use of cricket pitch • Unlikely that AFL Tasmania will make financial contribution to any development of facilities at West Park • Concerns over conflicting usage of current oval site – event management vs community club activities;

Organisation	Strategic Direction	Future Requirements	Implications for West Park
			<ul style="list-style-type: none"> Unlikely that facility will host AFL games.
Burnie Surf Lifesaving Club	<ul style="list-style-type: none"> Aquatic Centre Better to spend it on the current facility Town needs a 50m pool Access to beach for vehicles, boats and parking issues Access for boats, trailers if parking at West Park goes Issue with parking in Burnie in general 		<ul style="list-style-type: none"> Burnie requires an improved (larger) aquatic facility, than the current centre; Any loss of parking facilities at the site will impact upon access and parking arrangements to the West Beach and Surf Club precinct.
Burnie Historical Society	<ul style="list-style-type: none"> In museum's best interest to relocate with Creative Paper and Visitor Centre Keep access at West Park from both ends Landuse the area can utilise more than one function No issues regarding the historical importance of the buildings 	<ul style="list-style-type: none"> Co-location of visitor centre /museum/Creative Paper is more important than that side Specifications for spaces No more duplication/triplications of open space Pedestrian access to cultural precinct 	<ul style="list-style-type: none"> Co-location of Creative Paper, Visitor Information Centre and Pioneer Village Museum is in best interests; Access is of concern for the successful operations of these facilities – preferable for 2-way access; Pedestrian access needs to be well-planned; No historical significance with regard to existing buildings.
Burnie Swimming Club	<ul style="list-style-type: none"> Accommodation should not go on West Park site 50m 8 lane pool (1) 25m 10 lane pool (2) Council will not do any more work on the current site Need a plan to replace the current pool Current pool has an uncertain life Swimming Club is the minority user Community is the major user 	<ul style="list-style-type: none"> Need clubroom/offices/storage Gym might be useful at the pool Pool needs to cater for a wide variety – cater for the whole family Need for a play centre at the pool eg Learn to Swim People travel to Ulverstone to swim in Winter Need a regional pool Talked to Burnie City Council 	<ul style="list-style-type: none"> Current swimming pool is inadequate to club needs; Majority of pool users are members of the community rather than club swimmers; Strong desire for new aquatic facilities for the town – uncertain of lifespan and council maintenance schedule for existing facility; Specific needs for new facility with regard to size/length of

Organisation	Strategic Direction	Future Requirements	Implications for West Park
		<p>previously</p> <ul style="list-style-type: none"> • 2 petitions support the new pool. 	<p>pool(s);</p> <ul style="list-style-type: none"> • Need for a year-round facility for the region • An aquatic facility should incorporate family facilities also, ie gym, play centre; • Aquatic Centre seen to play an important role in the community – lifestyle & social development; • Concerns over safety of access to facilities on the West Park site;
<p>Friends of Burnie Penguins & Penguin Monitoring Group</p>	<ul style="list-style-type: none"> • Encompass all Penguin areas, not just West Park eg; vegetation enhancement; rock builders; advice from PM re habitat; advice re zoning – options – higher conservation classification; area that is currently fenced off; ramifications re fencing; provide extra habitat for penguins 	<ul style="list-style-type: none"> • PMG will continue activities – tourist service • Improved penguin observation facility • Trying to keep people & penguins separate – people management, signage, fencing • Passive walking trail all way round to Burnie Park • Limited to types and number of buildings • Issues re buses/car park (one way traffic) • Match events with mating/nesting season etc for birds(Oct – March) • Birds are there all year round • Vegetation work in off-season • Implications for construction 	<ul style="list-style-type: none"> • Public and traffic access to the site needs to be managed well (considerate of penguins & other wildlife); • Any development needs to be considerate of the penguin habitat – ie limit on number, height, construction of buildings; • Event scheduling and management needs to consider seasonal behaviour of penguins and other wildlife; • Restrict access to current penguin colony to protect ie no pets on site; • Penguin rookery/visitor facility should remain where is – people management, access, construction and parking to be ‘managed’ around this.
<p>Burnie-Yeoman</p>	<ul style="list-style-type: none"> • Playing at West Park – outdoor and indoor wickets 	<ul style="list-style-type: none"> • Dockers Den, Skate Park, 	<ul style="list-style-type: none"> • Club preference for the site to

Organisation	Strategic Direction	Future Requirements	Implications for West Park
Cricket Club	<ul style="list-style-type: none"> • Work out club rooms with Burnie Dockers • Find space memorabilia • Training facility is a problem – where is it going to be • Most likely at Cooee end or beside existing car park 	<ul style="list-style-type: none"> • Sports Arena • Dockers Den, Surf Club, Cultural Precinct • Sports Precinct may be quicker 	<ul style="list-style-type: none"> • ‘remain’ a sporting precinct; • Issues around shortage of training & clubroom facilities at current West Park Oval – resource sharing (training times)
Burnie Dockers	<ul style="list-style-type: none"> • Significant changes in the past 2 years • Changed vision for the future • Signed off with BSE • Currently underutilized – needs considerable development • Never be an AFL game • Highest level may be a Devils game • Catering for local football • Current ground adequate for current football • Remove current Dockers Den and replace with a new benefit 	<ul style="list-style-type: none"> • Replace Dockers Den with new facilities • Different location but still on site – multi purpose functions • History/culture is an issue to be addressed – history needs to be maintained • Cricket, cycling, football, athletics multi purpose facility • Solutions may come from Fremantle (Claremont FC in WA) • 5 Year plan • Statewide competition – Burnie to play a significant role eg AFL office at West Park as with BSE • Dockers needs an office an FT General Manager • Substantial social facility (250-300) people • Important social role in Burnie 	<ul style="list-style-type: none"> • Club preference for the site to ‘remain’ a sporting precinct; • Unlikely that facility will host AFL games; • Expansion of junior teams planned; • New facilities required ie clubrooms; • Burnie Dockers seen to play an important social development role to Burnie
Skate Park Committee	<ul style="list-style-type: none"> • Major project – Launch and grant – Foundations for Young Australians • Two Heads crew • Community mapping stage (end of Nov) • Application to implement strategies from Stage One 		<ul style="list-style-type: none"> • The site is important to the youth of Burnie; • Any development on the site should consider its relevance to the current population of Burnie; • Community areas necessary for young people in Burnie, for

Organisation	Strategic Direction	Future Requirements	Implications for West Park
			physical expression and exercise, and to address issues such as inactivity, poor health and overuse of multi-media;
Creative Paper	<ul style="list-style-type: none"> • Thriving tourism centre • Proud handmaking paper? • Large amounts of paper for national and international history • Production process • Customer service • Firm environmental footing • Tasmanian tourism destination – iconic • Environmentally friendly <p>Access – bus services, disability access, prominence – easy to find.</p>	<ul style="list-style-type: none"> • Visual prominence • Innovative • Consistent with desired outcomes of Creative Paper • Access – traffic, bus, car parking, cater for 100,000 visitors pa, disability access • Creative Paper is hosting a conference in 2009. 	<ul style="list-style-type: none"> • Creative Paper needs a prominent site which will continue to promote and foster tourism in the Burnie; • Any development for Creative Paper will need to cater for expected visitor numbers (100,000 per year) and manage bus, car and pedestrian access; • Consideration should be given to preparations for Creative Paper's national conference in 2009.
TasPorts	<ul style="list-style-type: none"> • Need to ensure that any potential developments at WP does not impact upon Port • Complaints re lighting and noise buffer (Fremantle) • May impact upon the potential re-location decisions • Rail will be used if pulp mill goes ahead • Buck impact of use of port eg containers 		<ul style="list-style-type: none"> • TasPorts are concerned that potential any development on the site does not impact upon the Port and its normal operations.
Burnie Tourism Association	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Sweep the new waterfront boardwalk through Adult Ed, Arthur Support & Bowls Club to West Park to and from the city (and the oval); • Would like to see this area become a sports, community & tourism zone with mixed events such as sport & entertainment; • Any retail should be limited to 	<ul style="list-style-type: none"> • Precinct should be a sporting, entertainment, community and tourism (cultural) zone; • BTA has suggested potential 'precincts' on the site that would suit particular tourism uses; • Access is a major issue for the area – consideration of access through West Park Grove

Organisation	Strategic Direction	Future Requirements	Implications for West Park
		<p>tourism and community ie. souvenir shop, coffee, ice-cream, timber, arts etc.</p> <ul style="list-style-type: none"> • BTA sees the north-east corner of the site as an ideal location for the top-end tourist and business sector hotel with magic views looking along the waterfront to the surf club and city; • A deck or pontoon over rocks closest to West Beach would be a great photo location; • Access from Bass Highway need serious consideration and the BTA considers the best entry would be for the West Park Grove Junction to the entry point; • Design of buildings should where possible use a larger footprint rather than a small footprint and tall buildings should be limited to say 5 to 7 stories and possibly only one at this height – the rest 1,2,3,4. • Rail Tourism 	<p>continuation;</p> <ul style="list-style-type: none"> • Height restrictions should be imposed on buildings; • BTA sees potential of rail tourism in the precinct.
<p>Burnie Sports & Events</p>	<ul style="list-style-type: none"> • Likely to get maximum 5-6 events per year of about 5-6000 people • Issues re parking and access • Important for day to day function not isolated function • Importance of connectedness eg promenade from West Park to Burnie • Sustainability of sports at the site • Issue for sports administration 	<ul style="list-style-type: none"> • Public/private partnership between sports • Conference building at Civic Centre • Aquatic Centre at West Park • Sports Precinct – presidents, accommodation, positions move side West Park oval • Synergies re pool and other 	<ul style="list-style-type: none"> • Small number of large events held throughout the year at the site; • Any proposed development should consider the day-to-day function of the area ,not special events; • Concerns exist over the sustainability of sports currently

Organisation	Strategic Direction	Future Requirements	Implications for West Park
		<p>uses</p> <ul style="list-style-type: none"> • Events and concerts/bands • Temporary events • Important to get synergy between functions sharing facilities. 	<p>utilizing the facility;</p> <ul style="list-style-type: none"> • Connectedness of the site with the rest of the city if important; • Development at the site should include an aquatic centre; • Other sports should be retained at the site and synergies created between existing sports and the new facility; • Any development should not detract from 'conference' market currently utilizing Burnie Civic Centre
<p>City of Burnie Cycling Club</p>	<ul style="list-style-type: none"> • Merger with Coastal Seniors Cycling Club & able to offer an enhanced experience to a wider rider demographic • Increase of member to approx 100 riders. Our clubrooms & base to remain at West Park • 4-6 major cycling events with 3 of these track races at West Park • Ability to convince other clubs of the merits in merging • A strong community led BSE to oversee our growth. • Council & community awareness of the benefits of cycling. As more people take up cycling for recreation there should be a corresponding flow to racing. For cyclists, track riding is an avenue to compete without having to contend with the dangers of traffic. 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Cycling Club is looking at opportunities for growth through attraction of new members and club mergers; • Participation in cycling (non-club) is increasing and community needs to recognize this in considering new facilities etc (tracks).

Stakeholder Consultation – Summary Conclusions

1. Most of the sporting clubs consulted were of the opinion that they would require additional facilities in the short to medium term future. These ranged from additional training facilities (second oval), new clubrooms and premises, offices, press boxes, function centres, sponsor facilities etc.
2. None of the sporting organisations consulted with suggested any of their own financial contribution towards these facilities.
3. A strong sense of community attachment and belonging to the site.
4. A strong preference from community members that the area be retained for use by the community, not sold to private developers.
5. Little understanding on the part of the larger sporting clubs utilising the site – falling participation rates, changing demographics – that the site may not be able to support a second facility.
6. Synergies may exist between the services provided by an aquatic centre on the West Park site and the existing sports in the precinct.
7. Any proposed development should consider the day-to-day function of the area ,not special events;
8. Precincts should be made up of sporting, entertainment, community and tourism (culture) zones;
9. Most of those organisations currently, (or considering) using West Park precinct have concerns with respect to exit and entry access points, traffic flow according to usage and parking.

Public Forum - Summary Conclusions:

1. Public information session held on Wednesday December 12th at the Burnie Civic Centre. Despite the short notice and time of the year for the event, it was well attended with approximately 40 people registering. Attendees were provided with information about the project – rationale, methodology, and visions for the site.

2. After an explanation of the project process, the facilitator provided information of the work completed so far – including stakeholder analysis and desk research of existing reports and studies and documents containing information relevant to the West Park site. Members of the group were provided with an explanation of the 'Guiding Principles'. These were met with uncertainty by many members of the audience in terms of their function. Members of the audience made the following comments:
 - a. Audience members had varying questions relating to the types of developments/building that may be constructed on the site;
 - b. Audience members raised concerns over the loss of the use of the land to the general public;
 - c. Lessons should be learnt from places such as Geelong (waterfront).

3. The following conclusions can be made from the audience comments and completed survey forms members of the public:
 - a. Removal of portico remains is a contentious issue for those in attendance
 - b. The area should be respected and treated as a cultural and sporting/recreation precinct – equally.
 - c. A preference for the precinct to remain/become a place where families can use for outings, picnics, exercise and general relaxation;
 - d. Community concern that any residential development in the area will be more affluent and result in limited access by the general public;
 - e. Preservation of the coastline is of utmost importance;
 - f. Consideration should be given to the arts, drama and music in any planning or development, ie not just sporting activities;
 - g. A strong desire towards the site being retained by(ownership) the community, to be used for community leisure and cultural activities;
 - h. Consideration should be given to the size and aspect (outlook) of the Visitor Information Centre. During cruise ship visits, large numbers of visitors are catered for. Aspect of the Centre needs to allow for staff to direct (through pointing out windows, or from deck area) to sites around the area.

Scan of Major External Factors Likely to Impact the Development of West Park

The following table identifies and analyses the major external factors likely to affect the development at West Park both now and in the future. The scan includes the following broad areas and focuses on these factors at national, state and local levels.

Table Three

Factor	Characteristic	Conclusion	Implications for West Park
Political	Growing instability in the middle east and the rise of extremism	<ul style="list-style-type: none"> Australia seen as a safe and politically stable place to live 	<ul style="list-style-type: none"> Any development at West Park will need to address the needs of a wider range of people, not just those of the current Burnie population.
	Change in federal government	<ul style="list-style-type: none"> Potential for growth in public sector funding. Greater cooperation between state and federal governments 	<ul style="list-style-type: none"> The development of public facilities at West Park may have access to a wider range of funding sources that may be easier to attract than in the past.
	Growing popularity of surplus budgets	<ul style="list-style-type: none"> Reduced role for the public sector in the market economy 	<ul style="list-style-type: none"> The development at West Park is likely to need a combination of both public and private sector funding.
	More informed voter less inclined to vote in traditional patterns	<ul style="list-style-type: none"> Increasing propensity for 'pole driven' politics. Increasing focus on the short term and the 'issue' of the day 	<ul style="list-style-type: none"> Public funding for West Park may need to be seen as addressing current issues rather than those, just as important, but not in the public 'limelight'.
	Gradual rise of values-based politics relating to the environment, families, equity for minority groups	<ul style="list-style-type: none"> Change in political decisions from a focus on more measurable economic objectives to more subjective, less measurable social and 	<ul style="list-style-type: none"> Support for the development of West Park will need to address the issues of a much wider range of stakeholders – not just the current land users expressed in

Factor	Characteristic	Conclusion	Implications for West Park
		environmental objectives.	economic terms.
	Greater focus on political leaders rather than on political parties	<ul style="list-style-type: none"> Reduced influence of politicians at the local level. The need for political lobbying at a range of levels 	<ul style="list-style-type: none"> Achieving political support for the development of West Park will require lobbying at all levels within and between governments.
Economic	Rapid growth and influence of large developing economies particularly China and India	<ul style="list-style-type: none"> Sustained demand for commodities and affect on commodity prices particularly manufactured goods and minerals. Increasing prices for manufactured goods and raw materials in Australia. Increasing employment opportunities and rising affluence of Australians. 	<ul style="list-style-type: none"> The Burnie economy is expected to continue to grow largely as a result of the growth in demand for the output of the manufacturing and mining sectors. The demand for high quality, high level services at West Park that exceed current and future needs is expected to continue.
	Changing dependence from fiscal to monetary policy as the major strategy to manage the Australian economy.	<ul style="list-style-type: none"> Importance of the rate interest as a key factor influencing the Australian economy. Longer periods of economic stability through flatter peaks and troughs in the Australian economic cycle. Greater influence from the economies of Australia's major trading partners. 	<ul style="list-style-type: none"> The demand for high quality, high level services at West Park that exceed current and future needs is expected to continue for the foreseeable future.
	Increasing requirement for current and future generations to fund their own retirement.	<ul style="list-style-type: none"> Retirees will become a more powerful and demanding consumer group, particularly when compared with previous generations of retirees. 	<ul style="list-style-type: none"> Infrastructure and services at West Park will need to cater increasingly for older generations – particularly with regard to leisure/recreation and

Factor	Characteristic	Conclusion	Implications for West Park
			cultural activities.
	Greater propensity for the private and public sector to develop partnerships for the provision of public goods	<ul style="list-style-type: none"> • Increases the range and sources of funds available for the provision of public infrastructure and services. • Provides the opportunity to reduce the public sector exposure to the financial, market and commercial risks attached to the provision of significant public infrastructure. • Enhances the opportunity for the public sector to provide a better match between cash inflow and cash outflow. • Where appropriate, increases the opportunity to develop a market driven response to the provision of public infrastructure and services. • Widens the range of investment opportunities available to the private sector. 	<ul style="list-style-type: none"> • Developments at West Park is most likely to be as a result of partnerships, including commercial, between public and private sector organisations rather than either sector working in isolation of the other. • It is most likely that, as a result of public/private partnerships, that land uses at West Park will comprise a wider variety of not-for-profit and, for-profit activities. • The public sector (most likely Burnie City Council) will have a less dominant role in the provision and management of land uses at West Park.
Environment	Increasing awareness and understanding by the public for the need for environmental sustainability.	<ul style="list-style-type: none"> • Increases and widens the number and range of compliance criteria to be met by significant public and private sector infrastructure projects. • Increases the need for public consultation regarding major public and private sector investment projects. • Provides additional opportunities to develop sources of sustainable competitive 	<ul style="list-style-type: none"> • Land uses at West Park will need to address environmental issues including: • Conservation of natural resources; • Maintaining biodiversity; • Management of endangered and protected flora and fauna. • This will provide the need for a much greater profile and employment of principles and practice associated with

Factor	Characteristic	Conclusion	Implications for West Park
		<p>advantage in the provision of both private and public sector products and services.</p>	<p>Environmentally Sustainable Design.</p> <ul style="list-style-type: none"> The design and operation of land uses at West Park will also need to take account of community preferences regarding visual, noise and atmospheric pollution.
	<p>Growing awareness and importance of the need to carefully manage out natural resources, particularly water.</p>	<ul style="list-style-type: none"> Increases the time period over which we need to judge the sustainability of major public and private sector projects. Increases the range of opportunities to develop sources of sustainable competitive advantage through improved management and supply of natural resources. Identifies areas of comparative advantage that may provide significant benefit to the local community. 	<ul style="list-style-type: none"> West Park has the opportunity to develop a source of sustainable competitive advantage by utilising leading edge practices to manage and conserve natural resources.
	<p>Growing awareness, knowledge and implications of climate change.</p>	<ul style="list-style-type: none"> Changes the way we need to plan, assess and implement major land uses from both establishment and operational points of view. May limit or expand the size of the opportunity attached to individual development projects. 	<ul style="list-style-type: none"> The design, placement and construction of infrastructure at West Park will need to take into consideration the likely effects of climate change. This is likely to include the effects of rising sea levels, rising temperatures and changing rainfall patterns.
<p>Social</p>	<p>Increasing momentum of the sea/tree change trend within Australia</p>	<ul style="list-style-type: none"> Regional areas previously considered difficult to attract development have become more attractive to developers. 	<ul style="list-style-type: none"> The demand for high level, high quality leisure/recreation facilities and services, and, cultural activities within the Burnie

Factor	Characteristic	Conclusion	Implications for West Park
		<ul style="list-style-type: none"> • Potentially increasing demand on public infrastructure, amenities and services in regional areas of Australia. • Changing values, preferences and priorities of particular local communities. • Changing levels of economic activity in particular local communities. 	<p>community including West Park, is likely to continue.</p> <ul style="list-style-type: none"> • The infrastructure and services at West Park will need to cater for a wider range of community needs – not just an extension of existing infrastructure and services. • The degree of interest by developers in locations such as Burnie (and West Park) is likely to continue into the foreseeable future.
	Rapidly ageing population throughout Australia	<ul style="list-style-type: none"> • Older people (aged 50 and over) will become more adominant force in the demand for goods and services from the public, private and community sectors. • The provision of goods and services will need to take a greater note of the demands of older people. 	<ul style="list-style-type: none"> • Infrastructure and services provided at West Park will need to take into consideration the needs and preferences of older people. This applies particularly to leisure/recreation and cultural goods and services.
	Increasing attraction and value of waterfront locations as places to live and work.	<ul style="list-style-type: none"> • Waterfront locations previously unattractive to developers have now become more attractive. • Municipalities with waterfront locations are likely to require land use planning reviews to ensure the waterfront location is still able to meet public, private and community sector needs. 	<ul style="list-style-type: none"> • The interest in West Park by both members of the community (current and potential), and developers is likely to continue into the foreseeable future.
	Increased time spent undertaking income earning activities.	<ul style="list-style-type: none"> • Less time available for leisure and recreation activities. • Leisure and recreation activities are undertaken on an individual 	<ul style="list-style-type: none"> • Leisure/recreation land uses provided at West Park will need to reflect the change from organised/group based activities

Factor	Characteristic	Conclusion	Implications for West Park
		<p>basis rather than on a group basis.</p> <ul style="list-style-type: none"> • Greater capacity to engage in capital intensive leisure and recreation activities. • Greater propensity to engage in higher quality leisure and recreation activities. 	<p>to non-organised (not dis-organised)/individual based activities).</p>
	<p>Younger generations are well informed and socially aware.</p>	<ul style="list-style-type: none"> • Demand for high level goods and services at a younger age. • Demand by young people to be involved in the decision making process. • Young people place less importance on loyalty to others and more importance on loyalty to themselves. • Greater propensity for young people to demand goods and services in the short term than to wait for the medium to long term. • Greater importance of the group rather than the individual. 	<ul style="list-style-type: none"> • Land uses and associated activities at West Park will need to involve careful consultation with young people rather assuming the community knows their preferences and priorities.
	<p>Growing importance of the community sector as a provider of goods and services – particularly in regional areas.</p>	<ul style="list-style-type: none"> • Community organisations will need to be seen as provider of community infrastructure and services in alongside the public and private sectors. • Community sector organisations will need to establish their capacity (quantity, quality, reliability, cost) to deliver goods and services as a viable alternative to the private and public sectors. 	<ul style="list-style-type: none"> • Community sector involvement at West Park will need to demonstrate the capacity and capability to provide infrastructure and deliver services on a sustainable basis. • Relevant community sector organisations will need to be consulted when planning, establishing and delivering both leisure/recreation services and, cultural activities.

Factor	Characteristic	Conclusion	Implications for West Park
		<ul style="list-style-type: none"> Community sector organisations will need to be consulted as part of the decision making process with regard to larger projects relating to the provision of public sector goods and services. 	
Technological	Easier access to increasing quantity and quality of information and on a global basis.	<ul style="list-style-type: none"> Members of the public are more aware of the options available with regard to both public and private goods and services. Members of the public are prepared and able to procure goods and services outside their traditional market places. 	<ul style="list-style-type: none"> Members of the Burnie community are less likely to be satisfied with low quality, low level services at West Park. Members of the Burnie community are more likely to procure leisure/recreation and, cultural goods and services elsewhere if those provided at West Park do not meet their expectations.
	A greater range of materials, fittings and functionalities available with regard to the provision of infrastructure, goods and services.	<ul style="list-style-type: none"> Traditional methods, materials and outcomes may not satisfy the current and future needs particularly with regard to the establishment of public infrastructure and the provision of related services. The choice of materials, fittings and functionalities with regard to the provision of infrastructure, goods and services will need to satisfy not only economic but also environmental and social criteria. 	<ul style="list-style-type: none"> The opportunity exists to provide infrastructure at West Park efficiently and effectively by taking advantage of leading edge design, construction methods and materials. Leading edge design, construction methods and materials will need to be utilised at West Park to not only meet economic but also social and environmental criteria.
	Development and use of computerised technology affecting the capability, quality and volumes of output across primary, secondary and services	<ul style="list-style-type: none"> The local provision of goods and services considered to be commercially unviable 	<ul style="list-style-type: none"> The use of leading edge production technology throughout the Burnie region will

Factor	Characteristic	Conclusion	Implications for West Park
	industries.	<p>previously, may now be considered viable and able to be provided locally.</p> <ul style="list-style-type: none"> The demand for labour may change as a result of a reduction in the need for highly skilled technicians and an increase in the demand for semi-skilled operators. 	<p>lead to the continued growth and affluence of the Burnie population and the continued demand for high level, high quality infrastructure ad services at West Park.</p>
	The development and availability of improved medical technology.	<ul style="list-style-type: none"> Members of the community have increased life spans and improved quality of life for those who have access to the technology. May lead to a further stratification of the community differentiating those who have access to improved technology and those who do not. 	<ul style="list-style-type: none"> Infrastructure and services at West Park will need to cater increasingly for older generations – particularly with regard to leisure/recreation and cultural activities.

Key Trends Likely to Influence Development at West Park

The following areas are considered likely to have a significant influence on the future demand for land use at West Park, they include trends relating to:

1. Characteristics of the Burnie population;
2. The Burnie tourism industry;
3. Participation in Leisure, Sport and Recreation at West Park;
4. Community and cultural activities at West Park; and
5. The land use planning scheme as it applies to WestPark.

Table Four

Area	Key Trends	Conclusions	Implications for West Park
Population¹	<ul style="list-style-type: none"> Population growth in the Burnie economy has traditionally followed economic growth Population growth of 699 people from 2001 but still 439 less than in 1996 Population is aging; median age is 37 up from 33 in 1996 By 2026 almost half the Burnie population will be aged over 50, a total of 10,193 (4,413 more than 2006) Population expected to increase at 0.04% per annum² Population expected to be in the vicinity of 20,330 by 2025, an increase of 1,485³ By 2026, just over 20% of the Burnie population will be aged under 20, a total of 4,310 people (1,753 less than 2006) 	<ul style="list-style-type: none"> The land uses planned for the West Park Precinct will need to cater for a population that, in overall number, and over the next 15 – 20 years, is not significantly different to the current Burnie population. The Burnie population will continue to age with almost half the Burnie population expected to be over 50 years of age by 2026. Conversely the number of people under 20 years of age will be only one fifth of the total population. 	<ul style="list-style-type: none"> The land uses and facilities planned for West Park whilst not needing to deliver greater capacity, will need to cater more for older people. This has implications for: <ul style="list-style-type: none"> The range and size of facilities provided; Vehicular and pedestrian access to and from the site and, to and from facilities; The cost to access and use the facilities on the site.
Tourism⁴	<ul style="list-style-type: none"> The number of visitors passing through Burnie (not stopping) has increased by 3,400 people or 75% from 2004 – 2007 The number of visitors stopping at Burnie (but not staying) has fallen by 28,200 or 25.3% from 2004 – 2007 The number of visitors staying overnight in Burnie has fallen by 1,600 or 3.9% from 2004 – 2007 The number of visitor nights in Burnie has fallen by 9,500 or 8.3% from 2004 – 2007 Burnie’s share of the Tasmanian visitor market has consistently fallen across each measure including visitors passing through, visitors 	<ul style="list-style-type: none"> Visitor numbers to Burnie have fallen steadily over the past five years and, unless a significant attraction is developed in the near future, this trend is expected to continue. The potential development of the Tarkine Wilderness region may assist in this regard with the potential for Burnie to act as a significant gateway. The majority of this decrease has come from visitors to Burnie 	<ul style="list-style-type: none"> Visitor experiences at West Park should be developed to support the provision of the primary functions and land uses at West Park associated with sport and recreation and, cultural an community activities. Visitor experiences, services and infrastructure on the West Park site are unlikely to experience significant increased demand over the next 5- 10 years. If the Tarkine Wilderness region

¹ Census of Population and Housing 2006, Australian Bureau of Statistics

² Burnie Settlement and Investment Strategy, AEC, 2006

³ See attached tables, Appendix Three

⁴ Tasmanian Visitor Survey, June 2007, Tourism Tasmania

⁵ See attached tables

Area	Key Trends	Conclusions	Implications for West Park
	<p>stopping, visitors staying overnight and visitor nights</p> <ul style="list-style-type: none"> • So not only have visitor numbers to Burnie fallen but so has Burnie's share of the Tasmanian visitor market • Holiday visitors to Burnie have fallen by 24,000 people or 23% from 2004 – 2007 • People visiting friends and relations have fallen by 37,000 or 15.7% from 2004 – 2007 • People visiting for business / employment related purposes have fallen slightly by 1.2% from 2004 – 2007 • Visitors attending conferences in Burnie have almost halved during the period 2004 – 2007, this is from a very small base • Number of overnight visitors to Burnie dropped by 1,600 from 2003 – 2004 to 2006 – 2007 • The number of overnight holiday visitors dropped by 700 in the same period • However, the number of corporate visitors increased by 200 from 2003 – 2004 levels but decreased by 11 from 2005 – 2006 levels • Visitor nights in Burnie from 2003 – 2004 to 2006 – 2007 fell by 9,500, the majority of which, 7,400 came from holiday visitors • Corporate visitor nights increased by 3,200 from 2003 – 2004 to 2005 – 2006 but decreased by 4,600 from 2005 – 2006 levels • Using the proportion of both holiday and corporate visitors to Tasmania who stayed in 4 – 5 star accommodation as a guide, an estimate has been made of the potential demand for 4 – 5 star accommodation in Burnie⁵ • It is estimated that there are in the vicinity of 10,611 4 – 5 star visitors to Burnie spending in the vicinity of 11,561 nights in Burnie at 2006 – 2007 visitor levels to Burnie 	<p>on holiday. Corporate visitors have also fallen but by a much smaller proportion.</p> <ul style="list-style-type: none"> • Burnie has very little visitor accommodation in the 4/5 star category. This may provide an opportunity to continue to 'raise the bar' with regard to the visitor experience provide at Burnie. 	<p>is developed then this may provide an opportunity for additional high quality visitor services at West Park. However, if this occurs, it is not likely to eventuate until the medium to long term.</p> <ul style="list-style-type: none"> • Visitor services provided at West Park are likely to need to cater for corporate visitors as well as those visiting Burnie on holidays. • Visitor services and amenities should be aimed at increasing the range of quality rather than simply providing services and amenities that reflect current level provided in Burnie. • Visitor services and amenities at West Park should be provided at a level that continues to 'raise the bar' with regard to quality.

Area	Key Trends	Conclusions	Implications for West Park
	<ul style="list-style-type: none"> Using a similar methodology, estimates have been made for visitors using self contained / serviced apartments in Burnie It is estimated that in the vicinity of 8,646 visitors spending 15,765 visitor nights in self contained / serviced apartments will stay in Burnie using 2006 – 2007 visitor numbers to Burnie Putting these together, it is estimated that in the vicinity of 19,257 visitors to Burnie will use 4 – 5 star accommodation and self contained / serviced apartments using 2006 – 2007 Burnie visitor numbers Future visitor numbers and visitor nights in Burnie using 4 – 5 star hotel accommodation and self contained / serviced apartments are expected to be less than at 2006 – 2007 levels if the current decline in visitor numbers to Burnie continues It is expected that the successful operation of a major, high quality visitor attraction will be required to address this continued decline 		
Leisure, Sport and Recreation⁶	<ul style="list-style-type: none"> Sport and recreation activities in Burnie follow the national split involving organised and non organised sport. Organised sport is structured and is usually club based; whereas non organised sport is less structured, does not usually involve clubs and focuses on the individual rather than the club based group. In 2006, organised sport comprised 38% of physical sport / activity undertaken in Australia, 62% of sporting activities were not club based or organised Aerobics / fitness are undertaken by over 25% of 	<ul style="list-style-type: none"> Over the next 10 – 20 years, the changing participation from organised (often club based) to non-organised sport and recreation, is expected to continue with over 80% of Burnie residents expected to be participating in non-organised sport by 2026. The participation in non-organised activities focussing on walking, aerobics/fitness and swimming are expected to 	<ul style="list-style-type: none"> That the provision of sporting and recreation activities at West Park be planned in an holistic manner taking into consideration the abundance of sporting and recreation facilities provided elsewhere in the Burnie municipality in addition to West Park. That West Park be developed as a major sporting and recreation precinct in the Burnie Municipality. The continued provision of

⁶ Participation in Exercise, Sport and Recreation, Annual Report 2006, Australian Sports Commission, Australian Government

⁷ See attached tables

Area	Key Trends	Conclusions	Implications for West Park
	<p>all people in Australia who take part in organised sport</p> <ul style="list-style-type: none"> • Aerobics / fitness is also the second fastest growing sport over the period 2001 – 2006 • Cricket, football, lawn bowls and soccer also experienced increases in participation rates during the period 2001 – 2006 • The proportion of people participating in organised sport is expected to continue to decrease over the next 20 years, with the proportion of people participating in non organised sport expected to increase • By 2026, the proportion of people participating in organised sport is expected to fall below 20% of those people participating in sport • By 2026, the proportion of people participating in non organised sport is expected to increase to above 80% of those people participating in sport • For Burnie, by 2026 the number of people participating in organised sport is expected to fall from 3,711 to 2,010⁷ • In general, Burnie is considered to have sufficient areas of formal open space to conduct both organised and non organised sport • For sporting activity in general, (both organised and non organised), the top 10 activities changes considerably both organised and non organised sport • The top 3 activities are walking, aerobics / fitness and swimming • The fastest growing sporting activities during the period 2001 – 2006 are aerobics / fitness (61.2%), walking (37.9%) and soccer (26.5%) • Non organised swimming attracts significantly more people (12.1%) than organised swimming (1.9%) • 70% of participants only swim once per week 	<p>continue to increase.</p> <ul style="list-style-type: none"> • The trend towards participation in these activities has been compounded by the significant change in the age structure of the Burnie population. • The most popular organised sports are Aerobics/fitness, netball, soccer and lawn bowls in terms of participation levels. • Australian Rules Football is currently the eighth most popular organised sport but fails to make the top ten when both organised and non-organised sport and recreation activities are considered. • An issue to be addressed will be the changing role of organised sport and recreation particularly as it relates to West Park and how the current focus on organised sport, particularly Australian Rules Football will make the transition to cater for non-structured participation. 	<p>sporting and recreation facilities at West Park will need to address the significant and growing participation in non-organised sport and recreation activities and, the ignorantly smaller and falling participation in organised sport and recreation activities.</p> <ul style="list-style-type: none"> • The nature of sporting and recreation facilities at West Park will need to be multi-purpose and flexible use in design and operation to provide the maximum use from a relatively small population base with little prospects of significant growth. • The design and operation of sporting and recreation facilities at West Park will need to facilitate the growing trend away from participation in organised to non-organised sport and recreation activities. • That sporting and recreational activities need to establish the basis for long term sustainability (economic, social, and environmental); • The design and on going operation of sporting and recreation facilities at West Park will also need to provide for the long term sustainability of the infrastructure, administration and financial viability of these facilities.

Area	Key Trends	Conclusions	Implications for West Park
	<ul style="list-style-type: none"> • Younger people are involved with non organised sport (37% of 15 – 24 years old) whilst older people (65 – 70%) are engaged in non organised sport 		<ul style="list-style-type: none"> • The provision and development of sport and recreation activities and facilities at West Park is likely to focus more on non-structured activities including: <ul style="list-style-type: none"> ○ Walking; ○ Aerobics/fitness; ○ Swimming; and cycling; and, ○ less on structured competition based activities including: ○ Australian Rules Football; ○ Cricket; ○ Athletics; and ○ Cycling.
Community/Cultural	<ul style="list-style-type: none"> • Burnie is well endowed with no apparent gaps in community cultural facilities⁸ • Burnie has a well established civic precinct • Need for improved financial self sufficiency and operational performance • Increased role of the community sector as a deliverer of services in addition to the public and private sectors • Growing areas include: <ul style="list-style-type: none"> ○ Health ○ Education ○ Child care ○ Aged care ○ Accommodation ○ Youth services 	<ul style="list-style-type: none"> • The Burnie Settlement and Investment Strategy report identified no apparent gaps in services or facilities with regard to cultural and community activities. • The report also indicated that generally, cultural and community based activities in Burnie lacked financial self sufficiency at both operational and infrastructure levels – this view is supported with regard to community and cultural activities at West Park. 	<ul style="list-style-type: none"> • That a major land use at West Park is dedicated to a cultural precinct integrating a range of facilities and services including: • Visitor information; • Interpretation of regional and local heritage; • Community based commercial activities; and • Community based event/entertainment activities. • That community/cultural land uses at West Park be based on an holistic view that integrates with community/cultural land

⁸ Burnie Settlement and Investment Strategy, AEC, 2006

Area	Key Trends	Conclusions	Implications for West Park
	<ul style="list-style-type: none"> ○ Business services ○ Social services • Growing trend towards the increased professionalisation of community organisations • Increased use of volunteers and the capability of self funding particularly with an ageing population and early retirement • Increased recognition of the community sector by local, state and federal government as a bona fide provider of quality services • Growing importance of unique community culture as both reasons for living and visiting Burnie 	<ul style="list-style-type: none"> • The community and cultural activities at West Park will need to establish the means to secure financial sustainability without the need for chronic subsidisation by local government. • Cultural and community activities at West Park are likely to focus on: <ul style="list-style-type: none"> • Tourism and visitor information; • Heritage and historical interpretation; • Public open space with appropriate facilities; • Community based commercial enterprises; • Event/entertainment related amenities. 	<ul style="list-style-type: none"> • uses elsewhere in the Burnie municipality. • That community/cultural activities planned for West Park need to establish the basis for the activities' long term sustainability (economic, social, and environmental) with regard to core business, administration and stakeholders. • Community/cultural based activities should focus on establishing and delivering activities that promote Burnie's unique cultural identity rather than a generic focus.

West Park Precinct Land Use Considerations

The following outlines the implications of the current land use planning scheme as it applies to West Park. It also provides some view as to the likely future land use planning principles and controls required to facilitate future development at West Park.

Current Land Use Prescriptions

Burnie Planning Scheme 1995

1. The use and development of the land is governed by the *Burnie Planning Scheme 1995* which outlines the zoning and development controls that any use and development on the site must consider.
2. The majority of the site is currently zoned Open Space. The south eastern corner is zoned Community Purposes and there are some peripheral areas around the northern and western parts of the site which are unzoned. These peripheral unzoned areas abut the Open Space areas and are made up of land which was reclaimed some time ago.
3. A zoning map is attached for information.

Open Space Zone

4. The *Burnie Planning Scheme* outlines its intention for the Open Space Zone as being to provide land for open space purposes for recreation opportunities of both a passive and active nature. Objectives are established to achieve this intention and these relate to ensuring that the land designated for open space purposes is used for public and/or private recreation, in a way that maintains a suitable environmental quality for recreational purposes and that the development of buildings in the zone shall be ancillary or supportive to the recreational uses that locate there. Land designated for open space purposes does not necessarily mean that the land is publicly owned or earmarked for future public ownership and this zoning does not signify a right of public access.
5. The designation of land for open space zoning aims to encourage appropriate public use for recreational purposes and allows the development of both public and private land for open space purposes. It is also an important method of ensuring an adequate provision of open space throughout the City of Burnie and ensures that the valuable open space resources are protected.
6. The *Burnie Planning Scheme* includes development standards for the Open Space Zone, which provide guidance for any development in the zone. These are outlined in Section 3.9.2 of the Scheme and provide guidance for the development of buildings in the zone. All buildings shall be compatible with the siting provisions of the adjoining zones and located so as not to cause any nuisance, undue noise, loss of privacy, views or sunlight, or loss of amenity to any adjoining occupier of land. Buildings must be set back 10m from any watercourse and no greater than 6m in height. Council does have discretion to approve a greater height where it is satisfied that development will be in conformity with the intent of the zone and the tenor of the Scheme. Buildings must be designed so as to take account of the need to enhance any open space, recreational, landscape or environmental values. Development standards also refer

to the use of waterways and require the involvement of the Director of Environmental Management should they be incorporated into any development proposal.

7. Subdivision standards for the Open Space Zone are also outlined in the Scheme and no further subdivision shall be permitted unless the intention of the subdivision is strictly in accordance with the general requirements of Clause 3.9.1, which states the Zone intentions (as outlined above). Minor subdivisions may be considered however, for boundary adjustment purposes, provided no additional lots are created and it is consistent with the intent objectives and development standards for the zone.

Community Purposes Zone

8. A portion of the West Park site is zoned for Community Purposes. The general requirements of this zone outline its intentions as being to:
 9. identify land for the present or future public or institutional use;
 10. ensuring that development is in the public interest and takes account of future needs;
 11. ensuring that large scale public and institutional use of land is appropriately located and related to surrounding land uses;
 12. ensure that there is land allocated for specific public uses such as disposal areas, cemeteries, schools, crematoria and Council depots.

13. No subdivision will be permitted unless the intention of the subdivision is in accordance with the general requirements of the Zone's intent. Once again minor subdivision may be considered in specific circumstances, as outlined for the Open Space Zone.

Unzoned Reclaimed Land

14. Section 7 of the *Land Use Planning and Approvals Act 1993 (LUPAA)* provides a Council with the right to exercise powers in respect of accretions from the sea, whether natural or unnatural, adjoining its municipal area. This means that even though this area is unzoned, any proposal for its use or development would still require consideration under LUPAA and planning approval to be given.

15. The West Park Precinct strategic planning project should give consideration to any future use or development of these unzoned areas, with a view to clarifying the planning process for these areas. Essentially, they should be considered in a strategic land use sense and included in any future rezoning of the area. This will mean that they have a use status which is clear to anyone wishing to develop in the precinct in the future.

16. The *Burnie Planning Scheme 1995* outlines matters that will be given consideration when granting or refusing approval, and these are as follows:

- a. the provisions, intent and tenor of the Scheme;
- b. the intent and requirement of the relevant zone, any development plan affecting the land and any relevant development standard or other requirement of the Scheme;
- c. the amenity of the area;

- d. the visual impact of the development in relation to adjoining buildings and the streetscape, skyline and character of the area;
- e. parking access and vehicle manoeuvring requirements including sight distances available to and from the proposed point(s) of access;
- f. the effect on any building or area listed in Schedule B (heritage schedule);
- g. the effect of the development on any area of special interest referred to in the scheme;
- h. the availability of existing public utility services;
- i. the need for landscaping and site treatment;
- j. the position and scale of buildings on allotments in relation to boundaries or to other buildings, their density, character, height and harmony in design of facades;
- k. the existing character of the site and the buildings and vegetation on the site;
- l. the capacity of the existing streets and roads in the locality and the effect of the development on such locality;
- m. the probable appearance of the development when viewed from any public place, river, other waterway or foreshore;
- n. any representations made by the Crown or statutory authority in relation to the application or to development of the area in general;
- o. any representation made;
- p. any other provision under other legislation.

Other Land Use Issues

State Policies

1. The close proximity of the West Park Precinct to the coast means that the provisions of the State Coastal Policy and State Water Quality Management Policy will need to be referred to when planning and designing future developments. The *Burnie Planning Scheme 1995* invokes these provisions in Part A.

Sea Level Rise

2. The West Park site's close proximity to the coastline, with its northern boundary abutting Bass Strait, means issues of sea level rise must be taken into consideration when planning for future use and development of the site.
3. Section 4.9 of the *Burnie Planning Scheme 1995* outlines controls in relation to protection from sea level rises and states that all development on land, the natural surface of which is below 3m Australian Height Datum (A.H.D), shall be subject to the provisions of Clause 11.4, (Discretionary Developments). This means that any proposal for use or development on land such as this will be treated as a discretionary application process, with Council having power to refuse the development or approve the development with or without conditions. There are some limited exceptions to this prescription which in the main relate to buildings that do not require building, internal building alterations and demolitions. Subdivision restrictions for land (the surface level of which is below 3m AHD) shall be prohibited except for minor subdivision for boundary adjustment purposes as previously outlined.

Car Parking and Access

4. The planning scheme also contains provisions which cover arrangements for car parking and access across zones. Car parking provisions are contained in Part 8 of the Scheme and link the provision of a specified number of car parking spaces to particular uses. The Scheme gives Council some discretion to reduce the number of spaces required in particular circumstances.
5. Access arrangements for future entry and exit from the West Park Precinct will need to be premised on consultation not only with Council but also with the Department of Infrastructure, Energy and Resources due its current highway access points.

Building Siting

6. Part 9 of the *Burnie Planning Scheme 1995* outlines building siting requirements for various zones and these should be consulted when planning new development. Whilst these do seem to be fairly prescriptive, the scheme does provide Council with discretion to vary building setbacks in particular circumstances, should setbacks not be able to be met.

Signage

7. Signage provisions are also incorporated into the planning scheme in Part 10 and any future precinct plan should consider how future signage development will interact with the visual amenity of the precinct. Issues that will need to be considered in relation to future signage include its proximity to the Bass Highway and incursion of illuminated signage on port purposes.

Future Use and Development of the Precinct

8. The development of a Local Area Plan (LAP) for the Precinct is considered to be an appropriate way forward for Council to ensure the development of a clear and considered blueprint for the future development of the site. The subsequent adoption of this plan into the *Burnie Planning Scheme 1995* by way of an amendment to that scheme would allow Council to control the continued development of the site, whether it owned all the land in the precinct or not. A plan of this nature would also ensure that development of the site was carried out in an integrated and complementary fashion, thus ensuring that sustainable development objectives were met.
9. An amendment to the *Burnie Planning Scheme 1995* is considered to be an essential element of the way forward, given the proposals which are under consideration in the strategic planning process.
10. Local Area Planning is “*a contemporary approach to planning that concentrates on planning for a defined locality, rather than broad plans that cover the entire municipal area or plans based on individual issues*” (City of Stirling, 2007).
11. A Local Area Plan usually consists of written statements, maps, plans and drawings setting out objectives for the proper planning and sustainable development of a particular area. These objectives must be relevant to the local area under consideration and consistent with provisions of any existing strategic land use plan.
12. This process acknowledges that “*the municipal area is not uniform in character and function and that community values and issues of concern can vary from place to place. A focus on smaller areas allows local issues and the uniqueness of the area to be explored in greater depth, in close consultation with local communities*” (City of Stirling, 2007).

13. A LAP takes a detailed look at a specific area, identifying and analysing the various issues of relevance, before establishing and setting out principles for the future development of the area. The process examines a wide range of topics and issues relevant to the local area, and concentrates on ensuring that the social, environmental and economic initiatives are integrated into a single plan that will guide the future direction of the area.
14. The process is carried out with the assistance and involvement of the local community, stakeholders and other interested parties. LAP's are most usually premised on considerable public consultation and the effort expended on consultation activities should assist in streamlining the amendment process, allowing issues to be dealt with prior to planning scheme amendment stage.
15. The adoption of an LAP through planning scheme amendment means that as a legal document, the planning authority must take into account the provisions of the plan when considering an application for planning permission for a use or development located within the area defined by the LAP.
16. The work carried out by Perry Lethlean forms the basis for developing the LAP and can be articulated into a set of intent statements, development standards and diagrammatic representations for future inclusion into the *Burnie Planning Scheme 1995*.
17. Whilst the plan that is adopted may be a significant departure from the current uses on the site, a sound strategic focus and community involvement, as well as the incorporation of sustainable land use and development principles, should greatly assist the LAP's progress through the Resource Planning and Development Commission.

References

1. Burnie Planning Scheme 1995, Burnie City Council
2. The West Park Precinct Project – Preparation of a Strategic Master Plan, Project Brief, Burnie City Council 2007
3. A Guide to Integrated Local Area Planning, Graham Sansom Pty Ltd on behalf of Australian Local Government Association, 1993
4. Local Area Planning - People, Planning, Places, City of Stirling, 2007
5. Tasmanian Land Use Planning and Approvals Act 1993, at www.thelaw.tas.gov.au

Appendix One

Review of Reports and Studies Relevant to West Park

WEST PARK PRECINCT PROJECT

Review of reports and studies

Following is a brief overview of several reports and studies carried out in recent years, which have implications for the future development of the West Park Precinct.

Burnie City Council

Burnie Strategic Plan

September 1995

1. The Burnie Strategic Plan outlined a vision the Burnie 'will offer a quality lifestyle to meet the needs of its residents, workers and visitors' and provide 'employment, infrastructure and services to meet the needs of the community'. A key programme identified as requiring action to achieve this vision is that of community services and facilities, the goal for which is 'to care for the community by providing access to a range of services and facilities for all, irrespective of age, ability and socio-economic capacity'. This programme includes leisure and recreation, which were noted as having 'important social, physical and economic implications and value for individuals and communities'.
2. The strategic plan noted that current trends indicate a move toward a diversity of recreational experience, a higher standard of facilities, with an emphasis on passive and non-structured activity across a broader time spectrum. Consideration was given to rationalisation of facilities, encouragement of multi-use arrangements, and co-ordination of programmes. It was recognised that a

need exists for Council 'to develop a co-ordinated recreation plan for the city to ensure resources are best directed to meet priority needs and achieve long term benefit'. Objectives of a recreation plan included retention by Council to direct involvement in the provision of recreation facilities, permitting appropriate development of recreation facilities, and to encourage the rationalisation and integration of leisure and recreation facilities.

Recreation Plan and Aquatic Centre Feasibility Study

March 2003

Introduction

1. This report 'presents the findings and recommendations of the Burnie City Council Recreation Projects'. It is the product of review and debate within Council and the Burnie community regarding the role of leisure and recreation in Burnie. The report sought to 'identify ways by which existing and future initiatives might be more efficiently and appropriately provided and targeted so the community gains the most effective, enjoyable and beneficial outcomes'. It supports a net benefits approach to recreation provision due to its synergy with the concerns for social, economic and environmental outcomes attributed to 'triple bottom line' accounting. This approach was a key element in the development of the Recreation Planning Policy.
2. The report is divided into 3 sections which are detailed below. The first document provided an overview of issues impacting on the provision of recreation in Burnie and established principals and directions for decisions on recreation initiatives. The second document reviewed current thinking on major recreation asset development and provided a framework and parameters for evaluating

the feasibility of developing an indoor aquatic centre. The third document gives full considerations to the principles and directions established in Part 1.

Part 1 – Leisure and Research Findings

1. The comprehensive overview of recreation provided by this document included an analysis of the influences on leisure provision, past recreation research and planning, recreation policies and management in Council, the views of the community regarding recreation in Burnie, and an inventory of the current leisure and recreation facilities, programs and services provided by Council. It noted that Burnie has a wide diversity of resources and that some types of facility provision are over-supplied, though opportunities existed for new provision with 'the key items being a new aquatic leisure centre, a multi-user arts precinct, a new coastal park at Cooee Point and additional linear trails'.
2. The inventory of current facilities included a comprehensive outline of the major issues which impact upon West Park, responses to these issues and also recommendations for the future development of West Park Precinct. The issues and responses are summarised below.
 - a. Constraints on further development due to the size of the site, current use of the site by unrelated organisations, and the impact of the railway line. Consideration was given to the relocation of existing uses, the removal of surplus facilities and a realignment of the railway line adjacent to the coastal reserve to the north of the site, though this could well result in negative impacts on the adjacent penguin rookery and reduce public access to the foreshore.

- b. The impact of Bass Highway on safe pedestrian and vehicular access to the site with the requirement for a major restructuring of traffic management to cater for increased usage.
- c. The impact of the railway line on future development and for approved travel across the line. Operators may impose conditions were the line to re-open and the volume of traffic over rail crossings increased due to development of the site.
- d. The proposal for a new aquatic centre at West Park was not considered to be feasible. A detailed analysis was provided by the Aquatic Centre Feasibility Study.
- e. Proposals to establish a Burnie Sports Authority at West Park were rejected in Part 3 of this report in favour of a Council based approach to recreation management in Burnie.
- f. The irregular shape, shallow soils and winter drainage problems of the playing field would require considerable work to enable it to cater for elite grade sports.
- g. Low levels of summer use requires extensive research to identify other users and to develop an appropriate program. It was noted that one regular club would make a limited contribution to usage and that less frequent event focused uses such as the Burnie 10 and associated cycling events could be more important than regular team use.
- h. Proposals to relocate the Burnie Bowls Club to the Burnie Tennis Club were considered to be inappropriate due to site constraints and traffic management.
- i. The proposal to develop West Park as the premier regional sports ground would be assisted by improving its viability through greater summer use and the possible closure of Les Clark Oval at Cooe. Consideration was given to the implications of this proposal with respect to the relocation of Yeoman Cricket Club to West Park and the current use of Les Clark Oval by football clubs, Burnie High School, and the local community.
- j. Constraints imposed on future development to the north of the railway line due to the entire site being landfill, the need to protect penguin habitat and the impact of the coastal environment on buildings and vegetation.

- k. The conditions of the band halls, which require repair and extension and their inappropriate location given the initiatives regarding penguin habitat and future site development.
3. It was recommended that Council defers relocations of Yeoman Cricket Club and closure of Les Clark Oval until a full assessment of the implications of such a move is carried out, initiates negotiations between Burnie and South Burnie Bowls Clubs with a view to providing upgraded and shared facilities, and relocated the band halls as site development proceeds. Planning assessment 'should include the preparation of a comprehensive and costed master development design, a development plan and a management, use / scheduling and marketing plan'.

Part 2 – Aquatic Centre Feasibility Study

1. This study was intended 'to provide Council with a preferred strategy for replacing the City's ageing outdoor heated pool complex with a modern indoor venue'.
2. Research undertaken included a review of conditions at the existing pool complex and current patterns of use, an evaluation of the implications of current industry practice in relation to aquatic recreation facilities, a review of the findings of regional aquatics research, assessment of aquatic market implications for Council and the regional community, community aquatic and related recreation needs, optional development sites and models or provision, and a detailed financial analysis and business plan for the proposed development.

3. An overview of the key demographic characteristics of Burnie and the regional community and trends in leisure participation and aquatic leisure centre development indicated that a new aquatic centre would 'need to be attractive, diverse and modern in both the facilities and programs it runs' and will need to cater for the needs of Burnie and the regional community.
4. A review of two key studies confirmed their endorsement of the need for a new aquatic facility in Burnie which contained multiple pools and associated wet and dry facilities, and also the need to establish programming which covered all aspects of the identified aquatic markets. The review included a range of implications resulting from these studies.
5. A program of the community consultations identified an extensive range of information relating to the aquatic aspirations of Burnie residents, with over 71% of random survey respondents supporting the provision of a new indoor, all-year aquatic and leisure complex. Key findings from the consultations were classified with respect to facilities, programming, siting and funding. Council argued that a new aquatic centre 'must be seen as a board community development venue which offers a wide range of opportunities, including a pool, which adds to community well-being, economic investment and development and enhances employment'.
6. The research and reviews undertaken provided a basis for given consideration to the facilities, which would warrant inclusion in a new, indoor aquatic leisure centre as well as facilities to be excluded. It was recognised that the provision of facilities alone would be insufficient to ensure the ongoing viability of the aquatic centre and that marketing, information services and targeted programming were critical components of a management plan.

7. A range of potential sites for a new aquatic centre were assessed using a set of criteria specifically designed for the purpose. These covered issues such as site size, location, services, opportunities for linked initiatives, surrounding land uses and ownership which were considered to be the key elements used in assessing the optimal location for community recreation facilities.
8. Twenty nine assessment criteria were grouped under five headings, these being strategic location, site attributes, access, services, opportunities, benefits and disbenefits. The former hospital site achieved the highest rating (50 / 87) based upon these assessment criteria. West Park achieved a rating (16 / 87) at the lower end of the scale. It was noted that West Park has significant attractions due to the major users already located at this site but is hampered by the proximity of Bass Highway and the railway line with resulting impacts on access and traffic management, the space requirements of existing uses, adjoining educational venues, the landfill nature of the land to the north of the railway line, and the recent penguin habitat initiatives.
9. An overview of the site assessments concluded that 'the former hospital site, Wilmot Street and West Park are the most central and conceptually, the most attractive sites. They offer the opportunity for a creative, attractive and regionally important response to the needs which have been identified and an opportunity for Burnie to become a state leader in the provision of aquatic leisure facilities'. It was indicated that West Park suffered from defects of a scale and nature which would exclude it from consideration unless other uses are relocated, the impact of the highway and railway line are eliminated, and related traffic management issues are resolved.
10. Concept designs were prepared for each of the assessed sites to further test their suitability. It was stressed that the design 'were conceptual models only, to show possible relationships between a new aquatic leisure centre, the site and existing uses or facilities'. The design parameters and ideas generated sought to create an aquatic facility which is more than a municipal swimming pool, and

that would function as a community venue and destination. It was noted that the development options presented were an initial response to Council and community input and would require further design development to fully explore the potential of each site.

11. The concept design for West Park located the Aquatic Centre at the rear of the social clubrooms and required relocation of the Burnie Bowls Club. Concerns regarding this location included the limited space available and difficulties regarding access from Bass Highway. The study recommended that the former hospital site be adopted as the preferred site for a new aquatic leisure centre with Burnie High School / Les Clark Oval being an alternate site for further consideration if the hospital site were not available. It also recommended that the future of Healthglo or similar businesses be given consideration with respect to aquatic leisure developments in Burnie as 'the dry Health and fitness and therapy-related opportunities which are provided by Healthglo' would be essential to a successful venue.
12. A business plan for a integrated indoor aquatic, health and fitness venue in Burnie was presented but precluded a business case for other potential elements including retail, tourism and non-leisure initiatives. The recommended development would provide the following facilities.
 - a. 25 metre 8 lane lap, competition, training and program pool
 - b. small program pool
 - c. indoor and outdoor interactive water play areas
 - d. spectator facilities
 - e. café / food outlets and socialising / drop in / eating areas
 - f. health and fitness area

- g. facilities for dry activities including multi-purpose meeting, activity and teaching spaces, children's activity space and entertainment areas.
- h. outdoor lawn, areas for socialising, water play, picnic and barbeque facilities.

13. The proposed development was projected to serve a total catchment population of 36,000 people. Pool usage rates for catchment sub-populations were weighted to account for research indicating the impact of distance on pool use and the experience of similar facilities. A SWOT analysis provided a positive assessment of the proposed development though the identified threats were potentially significant, requiring action to counter these in order to attain and retain financial and operational viability.

14. The business plan outlined a range of funding strategies available to Council for the development of new aquatic and dry fitness facilities. It also reviewed various management models and recommended that the decision-making process should include discussions for the purpose of defining the most effective management and development arrangements, and suggested that professional assistance may be required to undertake this task.

15. The analysis undertaken by the business plan concluded that 'the proposed indoor aquatic leisure centre will be financially viable and feasible, but that the core elements alone are unlikely to generate significant profits ... the capital investment in the project will not be recuperated from operational surpluses'. It recommended that Council proceeds with the appropriate planning to realise the project, noting that the core facilities would make a major contribution to the recreation opportunities available to Burnie and the district community and that the programmes supported by the venue would be expected to 'contribute significantly to the health and well-being of the City'.

Part 3 – The Recreation Planning Policy

1. This policy provides a framework and recommendations to deliver the tools for dynamic action and establish processes which ensure the integrated planning, development, maintenance and improvement of leisure and recreation facilities.
2. The policy framework links four components (recreation planning principles, policy positions, key decision areas, and strategic actions and action plan) under a vision proposed for Council for ‘sustainable and life-long participation in leisure and recreation on the part of all members of the Burnie community’.
3. Recreation planning principles guide Council and the community in planning and decisions related to leisure and recreation. They included a preference for ‘initiative which avoid the duplication of facilities, which are designed to facilitate and encourage multi-use, and which help to achieve a co-ordinated and holistic approach to leisure and recreation’.
4. Policy positions guide Council in developing an action plan for leisure and recreation that enables it to further the planning principles. They support the view that Council only provide new facilities, programmes and services that reflect identified community needs and which broaden the base for participation in all forms of recreational activity. They also state that Council ‘will encourage and facilitate development and transition to a shared or multiple occupation of existing grounds, facilities, clubrooms and social facilities’.
5. Key decision areas consist of ‘the board areas of Council operations relating to leisure and recreation outcomes and which are to be guided by the Recreation Plan’. Relevant issues were included in the following key decision areas.

- a. Access and implement opportunities to improve access and participation at the Burnie Skate Park.
 - b. Prepare comprehensive master plans and cost-benefit analysis for significant recreational facilities, included the West Park and Les Clark Oval precincts ... in order to determine the most effective uses of these venues, the opportunities and capacities for redevelopment and the implications of relocating various uses on and off each venue
 - c. Maximise opportunities to develop an integrated, off-road cycling and walking trail along the City's coastline
 - d. Develop two 'district' scale playgrounds in the city, one close to the CBD ... and the other at a larger accessible reserve in an urban area
 - e. Explore and implement opportunities for provision of a new multi-purpose indoor aquatic leisure centre.
 - f. Strengthen the relationship between local recreation and leisure opportunities and tourism and visitor attractions.
6. Strategic actions are those specific actions to be taken in each key decision area in order to achieve the broad outcomes. The key decision area 2.3, 2.6 and 6.1 were identified as priorities for strategic action. The policy noted that the allocation of priorities, responses and implementation were a matter for the discretion of Council.

Burnie City Council

Strategic Plan

May 2006

1. This abridged strategic plan outlined a vision for ‘working together making Burnie a progressive and vibrant community’. A stated goal for Council was the role of Burnie as a progressive regional centre and included the marketing and promotion of tourism products within both state and regional contexts, and the development of partnerships between Council and private enterprise.
2. A further objective was to ‘maintain and enhance sustainable open space and recreation facilities to meet community needs for active and passive recreation’. This would include implementing an Integrated Recreation Strategy and the Waterfront Master Plan, undertaking projects to enhance the use of beaches, waterways and the coastline, and researching the feasibility and viability of an indoor District Aquatic Centre.
3. The goal of managing natural resources and infrastructure to ensure a healthy and sustainable environment would require a co-ordinated and well-planned transport network for vehicles and pedestrians, which include the linking of pathways for pedestrians and cyclists within Burnie and adjoining areas.

**Burnie Aquatic Centre
Feasibility Study Review
July 2006**

1. This paper 'provides a review of the financial projections provided in the previous feasibility study (2003) for the Burnie Aquatic Centre (BAC)'. It notes significant differences in the projections compared to the previous study and indicates that such estimates assume a 'well managed' transition of members from the Health Glo Fitness Centre to the new BAC'. A discussion paper outlines options for managing this transition and provided examples from similar interstate facilities.
2. The financial forecasts are dependent on accurate usage estimates and these are similar in total (234,000) to the previous study (245,000) but differ significantly for the various programme areas. Trends in the provision of such facilities and ongoing participation are outlined which provide an important basis for further discussion with respect to the design of an aquatic centre, the various components of use which determine the participation rates, and the financial projections resulting from this level of participation.

**Preliminary Geotechnical Investigation
Proposed Aquatic Centre
August 2006**

1. This investigation was intended to determine likely founding conditions, the presence of fill and pavement design parameters at the site of the proposed aquatic centre at West Park. This site is located to the north and west of the oval, between the railway line and the

beach. The development of residential units and car parking was also considered by this investigation. Test pits excavated to various depths encountered a variety of fill materials with only 2 of 10 test pits penetrating through the fill. The main fill constituents were clays, gravels and boulders, with concrete and building rubble being secondary components. The average fill thickness was expected to exceed 2.3 metres.

2. It was concluded that 'the ground conditions at the proposed aquatic centre and residential units are judged to be capable of supporting the proposed development, provided that structures are detailed to accommodate differential settlement'. Recommendations were included with respect to bearing capacities, compaction of engineered fill and excavations for the pools. It was also concluded that the fill is suitable for the support of a pavement for car parking with design recommendations for a subgrade CBR, the compaction of the subgrade and structural fill, and the placement and compaction of pavement materials.

Environmental Site Assessment

Proposed Aquatic Centre

August 2006

1. This assessment was carried out in conjunction with a preliminary geotechnical investigation at the site of the proposed aquatic centre at West Park. Test pits were excavated to depths up to 3.7 m below ground level for samples taken at differing depths for environmental soil testing. Shallow test pits were excavated to 0.3m below ground level for surface soil sampling. Assessment was based on a comparison of the soil analytical results with the 'Health-Based Investigation Levels' published in Schedule B of the

National Environmental Protection Measure 1999. TPH soil investigation results were compared to the threshold levels published in DPIWE information Bulletin no. 109 (September 2002).

2. The extent and depth of landfill on this site was identified as 'an activity that could lead to the introduction of contamination at the site'. The depth of the fill and the observed variability resulted in the conclusion that the sampling programme conducted was not adequate to characterise the fill for residential use. It was recommended that further sampling be conducted in uncovered areas once development plans have been finalised. The assessment concluded that from a contamination perspective the fill at the site would not preclude recreational use. It was indicated that further characterisation, and potentially remediation would be required to allow an assessment of the limitations on residential development. The investigation did not assess natural soil or groundwater contamination.

A Settlement and Investment Strategy

For Burnie to 2026

June 2007

1. This strategy is 'intended to guide development and decisions in Burnie' and 'represents an integrated approach to future land use planning, urban development and investment'. The objectives were to analyse trends, predictions, drivers and forces which have an influence on the future of Burnie, assess local capacity and potential for change, growth and development, and develop a settlement and investment strategy to guide planning policy.

2. The strategy outlines the extensive areas of open space within Burnie, which utilise the region's natural features and provide a major community asset. It indicates the planning challenge, which exists to create a network of walking trails using the open space zone and the opportunities for open space provided by the waterfront and the potential for a rail reserve. Reference is made to West Park as being the site of recreation facilities maintained by Council and that 'it represents an ideal location to further develop a sport and recreation precinct, complementary to the Waterfront development'. It also notes with respect to tourism development that tourism product 'should promote the natural assets of the region' and 'be located close to visitor amenities and services in locations such as the CBD and the Waterfront'.

3. A key finding was the need for urban design guidelines to establish high standards of functional and aesthetic performance. Issues to be addressed by such guidelines included historical, architectural and cultural heritage conservation, the protection and enhancement of natural environmental values and threats, landscape and scenic protection and the definition of precinct character and function. The strategy highlights the waterfront 'as one of the key development opportunities for Burnie in terms of enhancing the amenity for residents and visitors'. The suggestion that the Waterfront Master Plan be extended to encompass the entire Waterfront Precinct has implications for the further development of the West Park Precinct, which connects with and overlaps the Waterfront Precinct.

Traffic Access Study

Proposed Redevelopment

West Park Burnie

July 2007

1. This report 'outlines the types of land use activities that are under consideration for the West Park areas and the traffic activity that is expected to be generated by the development'. It also details preferred road access locations and types of traffic management measures required to ensure that traffic operates in an efficient manner. Tables are provided which indicate the overall vehicle volumes and peak hour traffic movements that each proposed development would generate and the assumptions made in order to develop the traffic generation model for each land use activity. The Feasibility Study Review (July 2006) was used to determine the traffic generated by the expected participation rates for activities available at the aquatic centre.
2. Reference is made to the February 2005 Traffic Assessment Report which concluded that there were only two viable access points to West Park from Bass Highway to service the traffic demand generated by development of the West Park Precinct. These are the two existing access points at the eastern and western ends of West Park. The report included a SIDRA analysis of the operational traffic efficiency of these two access points with the traffic loading generated by the proposed development.
3. Three recommendations regarding traffic control on the Bass Highway were made on the basis of the SIDRA analysis. These were to downgrade the eastern access to West Park by preventing right turn movement from the access road, installing traffic signal control at the Western access to West Park, and constructing an internal road within West Park to link the two access points. It was noted that vehicle access to Burnie Park adjacent to the western access to West Park would also require appropriate control.

Ecological Assessment and Management:

Rezoning of Burnie West Park

August 2007

1. This assessment was intended 'to inform an application for rezoning and develop an ecological strategy for development'. It notes that West Park is 'of local and possibly regional importance for breeding little penguins but is otherwise poor in terms of biodiversity'. Areas of value are confined to a 20 metre wide coastal strip and are currently separate from the built environment.
2. This separation should be maintained and enhanced in accordance with biodiversity objectives.
3. The assessment states that rezoning 'is unlikely to have significant impact on the site' but that development 'is likely to increase the cumulative risk of impacts on penguins'. As such consideration needs to be given to the residual impacts of development due to the effects of light, surface water run-off, noise, human disturbance and the attraction of domestic animals and pests. The management plan enables consideration to be given to the effects of development both during the construction phase and over the longer term. It employs a three step approach to ecological impact assessment of avoid-minimise-offset and notes that 'the avoidance of impacts is to a great extent achieved at the Master Plan level'.

Appendix Two

Stakeholder Interview Questionnaire

Name: _____

Organisation: _____

Position within the Organisation: _____

Role of Organisation: _____

Number of members/participants: _____

Location of Organisation within the West Park Precinct (or current location if outside the West Park Precinct:

Interest in the West Park Precinct:

Question 3a:

Listed below are some of the criteria that may be included in the development assessment process for West Park Precinct. Please mark the box that best describes the importance or relevance of each.

Criteria	Vitaly important	Worth Considering	Not important
1 Encourages and maintains public access			
2 Consistent with the Strategic Plan for Burnie City Council			
3 Places a focus on the continued development of the Burnie region			
4 Maintains Burnie as a major port, service centre & coastal location			
5 Places the City of Burnie as its focus			
6 Underpinned by relevant studies, information and data			
7 Improves linkages with other relevant sections of the Burnie municipality			
8 Provides for public and private investment with a public benefit			
9 Places realistic development timeframes			
10 Places an acceptable scale of investment and risk			
11 Develops sustainable competitive advantages			
12 Delivers economic advantages			
13 Delivers sustainable environmental benefits			

Appendix Three

Data Supporting Key Population, Leisure and Recreation and, Tourism Trends

Table One
Burnie Population Projections
Age Group

Year	Total Popn	Years	Number	%
1996	19283	0 - 20	6063	31.44
		21 - 49	8255	42.81
		50 -	4965	25.75
2001	18145	0 - 20	5468	30.14
		21 - 49	7347	40.49
		50 -	5330	29.37
2006	18844	0 - 20	5392	28.61
		21 - 49	7402	39.29
		50 -	6050	32.1
2011	19225	0 - 20	5167	26.88
		21 - 49	7166	37.27
		50 -	6892	35.85
2016	19613	0 - 20	4905	25.01
		21 - 49	6848	34.91
		50 -	7860	40.08
2021	20008	0 - 20	4621	23.1
		21 - 49	6440	32.18
		50 -	8947	44.72
2026	20411	0 - 20	4310	21.12
		21 - 49	5908	28.94
		50 -	10193	49.94

Population increase based on a projected increase of 0.4% annually
 (Burnie Settlement and Investment Strategy, AEC, 2006)

Table Two					
Year	Total Population Burnie	Burnie Population Over 15 Years	Total Participating in Sport and	Total in Organised Sport	Total in Non- Organised Sport
2006	18845	14796	9765	3711	6055
2007	18920	14855	9804	3628	6177
2008	18996	14915	9844	3544	6300
2009	19072	14974	9883	3459	6424
2010	19148	15034	9923	3374	6549
2011	19225	15094	9962	3288	6675
2012	19302	15155	10002	3201	6801
2013	19379	15215	10042	3113	6929
2014	19457	15276	10082	3025	7058
2015	19534	15337	10123	2936	7187
2016	19613	15399	10163	2846	7317
2017	19691	15460	10204	2755	7449
2018	19770	15522	10245	2664	7581
2019	19849	15584	10286	2571	7714
2020	19928	15646	10327	2478	7848
2021	20008	15709	10368	2385	7983
2022	20088	15772	10409	2290	8119
2023	20168	15835	10451	2195	8256
2024	20249	15898	10493	2099	8394
2025	20330	15962	10535	2002	8533
2026	20411	16026	10577	2010	8567

Table Three
Participation in Organised Sport (Australia)

Sport	Participants (‘000)	% of Total	% Change 2001 - 2006
Aerobics/ Fitness	1319.5	25.8%	36.5%
Golf	628.5	12.3%	-4.1%
Netball	516.1	10.1%	-3.2%
tennis	446.1	8.7%	-18.7%
Soccer	442.7	8.6%	15.9%
Cricket	395.9	7.7%	41.7%
Basketball	379.5	7.4%	4.2%
Football	347.2	6.8%	27.4%
Lawn Bowls	326.9	6.4%	18.5%
Touch Football	316.8	6.2%	-7.0%
Total	5119.2	100.0%	

Table Four
Leisure, Sport and Recreation (Australia)
(Organised and Non organised)

Sporting Activity	2006		% Change 2001 - 2006
	Participants (‘000)	% of Total	
Walking	6001.7	32.2%	37.9%
Aerobics/ fitness	3161.3	16.9%	61.2%
Swimming	2256.9	12.1%	-6.6%
Cycling	1682.8	9.0%	17.0%
Running	1224.1	6.6%	12.9%
Golf	1132	6.1%	-8.7%
Tennis	1130.7	6.1%	-18.2%
Bushwalking	774	4.1%	-2.6%
Soccer	697.4	3.7%	26.5%
Netball	593.9	3.2%	-3.0%
Total	18654.8	100.0%	

Estimated Market Potential for 4/5 Star Hotel/Serviced Apartments in Burnie

(Source: Tasmanian Visitor Survey, June 2007, Tourism Tasmania)

Table One

4/ 5 Star Hotel - Number of Visitors - Tasmania

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Visitors	179000	230600	215400	220900
% of Total	24%	30%	27%	27%
Holiday Visitors	108300	125500	123000	121700
% of Total	15%	17%	15%	15%
Corporate Visitors	40100	56600	49900	50700
% of Total	5%	7%	6%	6%

Table Two

4/ 5 Star Hotel - Number of Visitors Nights - Tasmania

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Visitor Nights	560800	739200	663200	738300
% of Total	9%	11%	11%	11%
Holiday Visitor Nights	350900	434400	404900	437300
% of Total	5%	7%	7%	6%
Corporate Visitors	110200	152800	135700	150100
% of Total	2%	2%	2%	2%

Table Three**Self Contained/ Serviced Apartments - Number of Visitors - Tasmania**

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Visitors	146800	167700	164900	184900
% of Total	20%	22%	20%	22%
Holiday Visitors	107700	117700	122600	124400
% of Total	15%	16%	15%	15%
Corporate Visitors	13100	17200	9700	18100
% of Total	2%	2%	1%	2%

Table Four**Self Contained/ Serviced Apartments - Visitor Nights - Tasmania**

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Visitor Nights	665600	854900	763500	1031400
% of Total	10%	13%	12%	15%
Holiday Visitor Nights	462200	540300	522200	657500
% of Total	7%	8%	8%	9%
Corporate Visitors	96000	142500	95000	192000
% of Total	1%	2%	2%	3%

Table Five

Visitors Who Stopped Overnight in Burnie - Number of Visitors

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
Total Burnie Visitors	197800	180200	179000	171500
All Overnight Visitors	40900	38700	39800	39300
% of Total	21%	21%	22%	23%
Holiday Visitors	24500	25100	21800	23800
% of Total	12%	14%	12%	14%
Corporate visitors	6300	5500	7600	6500
% of Total	3%	3%	4%	4%

Table Six

Visitors Who Stopped Overnight in Burnie - Visitors Nights

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
Total Burnie Visitor Nights	114600	100600	113600	105100
Holiday Visitors	56500	51300	36300	49100
% of Total	49%	51%	32%	47%
Corporate Visitors	19500	14700	27300	22700
% of Total	17%	15%	24%	22%

Table Seven

4/ 5 Star Hotel - Number of Visitors - Burnie

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Overnight Visitors	40900	38700	39800	39300
% of Total - 4/ 5 star	24%	30%	27%	27%
Total 4/ 5 star visitors	9816	11610	10746	10611
Holiday 4/ 5 Star %	15%	17%	15%	15%
Holiday 4/ 5 star visitors	6135	6579	5970	5895
Corporate 4/ 5 Star %	5%	7%	6%	6%
Holiday 4/ 5 star visitors	2045	2709	2388	2358

Table Eight

Self Contained/ Serviced Apartments - Number of Visitors - Burnie

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Visitors	40900	38700	39800	39300
% of Total - SC/ SA	20%	22%	20%	22%
Total SC/ SA Visitors	8180	8514	7960	8646
Holiday SC/ SA visitors %	15%	16%	15%	15%
Holiday SC/ SA visitors	6135	6192	5970	5895
Corporate SC/ SA %	2%	2%	1%	2%
Corporate SC/ SA Visitors	818	774	398	786

Table Nine

4/5 Star Hotel - Number of Visitor Nights - Burnie

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Overnight Visitor Nights	114600	100600	113600	105100
% of Total - 4/5 star	9%	11%	11%	11%
Total 4/5 star visitor nights	10314	11066	12496	11561
Holiday 4/5 Star %	5%	7%	7%	6%
Holiday 4/5 star visitor nights	5730	7042	7952	6306
Corporate 4/5 Star %	2%	2%	2%	2%
Corporate 4/5 star visitor nights	2292	2012	2272	2102

Table Ten

Self-Contained/ Services Apartments - Number of Visitor Nights - Burnie

	2003/ 2004	2004/ 2005	2005/ 2006	2006/ 2007
All Overnight Visitors	114600	100600	113600	105100
% of Total - SC/ SA	10%	13%	12%	15%
Total SC/ SA visitors	11460	13078	13632	15765
Holiday SC/ SA %	7%	8%	8%	9%
Holiday SC/ SA visitors	8022	8048	9088	9459
Corporate SC/ SA %	1%	2%	2%	3%
Corporate SC/ SA visitors	1146	2012	2272	3153

Appendix Four

Community Forum Presentation