

FINAL

Community Facilities Plan

Shire of Augusta Margaret River

April 2008

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Executive Summary

RECOMMENDATIONS

Recommendation 1

The Shire develops a policy on the provision of community infrastructure which outlines the Council's principles for the acquisition and management of facilities.

Recommendation 2

That all proposals for the provision or funding of new community facilities, and significant upgrades or redevelopment of existing facilities, should be subject to a feasibility assessment.

Recommendation 3

That the Shire incorporates estimated capital and operational costs for future community facilities as identified in Recommendation 1 in its five year financial management plan.

Introduction

The Shire of Augusta Margaret River is characterised by areas of significant cultural and heritage value. In addition, it has landscapes, both natural and created, that are unique. The area is internationally renown for the quality of its produce (particularly wines) and for its surfing beaches. In addition to its environment, the community has a strong tradition of helping itself, and this self reliance is reflected in the wide range of community activities that are undertaken within the District. It is important that these elements are recognised by the Shire when it plans for the provision of community facilities.

Background

The Shire of Augusta Margaret River has grown in population from around 6,200 residents in 1991 to over 10,350 residents in 2006. Over the next 15 years the Shire's population is expected to continue growing. The majority of this growth is likely to be in the two principal centres of Margaret River and Augusta. There is the potential for further growth around Cowaramup. In addition to the sea change phenomenon; population growth will also be driven by:

- Demand for second and holiday homes, principally from people in the Perth metro area, but with some demand from elsewhere; and
- Labour demand, particularly for the principal economic drivers for the region of tourism and agriculture and to service the two groups above.

The challenge for the Shire is to meet the community infrastructure needs of its existing residents whilst planning for a population of anywhere between 16,650 and 27,500 residents by 2026.

Strategic Framework

In its Plan for the Future 2007 – 2011 the Council identifies the following Vision for the Shire:

"...a world class lifestyle community which is recognised for

- *The high quality of life that can be enjoyed by our residents and visitors who value the unique and beautiful environment;*
- *A successful and prosperous community with diversity in opportunity offered for people to live, learn, work and relax;*
- *The value placed on diversity and safety within our community; and*
- *A well managed responsive and adaptive local government which provides strong, visionary and demographic leadership."*

The provision of appropriately planned community infrastructure assists the Shire with achieving its Vision. Goal 4 provides the strategic framework for the Shire's approach to the provision of community infrastructure with its emphasis on planning, implementing, maintaining and enhancing assets with a view to their long term sustainability.

Population Distribution

The distribution of the Shire's population between two principal centres (Margaret River and Augusta), a number of villages (such as Cowaramup and Witchcliffe), coastal nodal settlements (such as Gracetown and Prevelly) presents the Shire with the need to make decisions about the manner in which it plans for the provision of community facilities. The Shire may choose to provide facilities throughout the district; and/or concentrate facilities provision in and around the major settlement areas, building on its existing facilities.

It is important to recognise that over one quarter of the Shire's population does not live in the major localities but reside in rural areas. This presents the Shire with an addition level of complexity to providing facilities that are in easy accessed by residents.

Demographic Characteristics

The Shire shows an ageing trend that is consistent with many local governments throughout Australia. This trend is coupled with the loss of young adults in the 15-29 year age groups. This has been a consistent trend since 1996.

In 2006, the age profile of the Shire was generally consistent with that of Western Australia as a whole with two areas of significant difference – the proportionately fewer young adults and the proportionately higher levels of people in the 40 – 54 year age groups. As a consequence, the Shire should to consider how its community facilities can cater for the changes in the age profile of the Shire.

Within the Shire there is a significantly greater population of older residents in Planning Unit F (Augusta) where nearly half of the resident population is over the age of 55. There is proportionately more younger people under the age of 15 in Planning Unit A (Cowaramup) and Planning Unit B (Margaret River). Facilities provided in specific locations need to have the capacity to meet the requirements of current and future generations.

Current Facilities

The Shire provides a wide range of community facilities throughout its area. Nearly one quarter of these facilities are for general community use (such as local halls, libraries etc). Some 23% are public amenities (toilets) and a further 18% are foreshore infrastructure (boat ramps and jetties).

In general, the Shire has assessed these facilities as being in better than average condition. However, 16.3% of the facilities were assessed as in poor condition. The facilities that were most likely to be in poor condition were public amenities with 40% being assessed as poor. Some 15% of the general community use facilities were seen as in poor condition.

The Shire has advised that it intends maintain its facilities, based on its asset management plan, to ensure they are fit for purpose.

Community Facility Requirements

Based on derived benchmarks, the Shire has an adequate level of community facilities. There are two areas where there is an over provision of facilities – community halls and sporting clubs.

The need for new facilities over the short to medium term until 2016 include:

- Subdistrict level playing fields;
- A child care/ after school care; and
- Local community centres

Other facilities issues that were identified by the community included:

- Need to consider the long term future of both Gloucester Park and the Cultural Centre;
- Expansion of the Margaret River Library;
- Surf Club;
- More intimate performance (theatre) space;
- Additional capacity for the Margaret River library;
- Extension of walkways;
- Additional public amenities; and
- Cultural and Municipal Precinct.

Planning is required to consider how facilities for seniors, youth and community health are delivered.

Framework

There is the opportunity for the Shire to establish a clear framework for the provision of future community facilities. Some of key elements of a framework are outlined below.

Policy

The Shire should establish a series of principles under which it delivers community facilities. These principles could include a general statement:

All community facilities provided or supported by the Council should:

- *Provide value for money throughout their life cycle;*
- *Have the widest possible range of uses and be adaptable to changes in use and users;*
- *Meet environmental, health and building standards;*
- *Remain sustainable in the long term.*

Recommendation 1

The Shire develops a policy on the provision of community infrastructure which outlines the Council's principles for the acquisition and management of community facilities.

Feasibility Assessment

It is essential that the provision of new facilities and the upgrade and redevelopment of existing facilities be subjected to a detailed assessment. This should include three basis steps:

1. Preliminary identification of need. The Community Facilities Plan represents an initial needs assessment;
2. Assessment on the extent of need; and
3. Assessment of the ways of meeting the need (including estimates of associated costs).

Recommendation 2

That all proposals for the provision or funding of new community facilities, and significant upgrades or redevelopment of existing facilities, should be subject to a feasibility assessment.

Funding Sources

There are a number of sources of funding for the provision of facilities. Funding for capital acquisition include:

1. Federal and State Government Grants;
2. Sponsorship and naming rights;
3. LotteryWest funding; and
4. Development contributions.

Development contributions for community infrastructure is a new form of funding and will rely on the Western Australian Planning Commission (WAPC) approval of a State Planning Policy (SPP) to provide a head of power for local government to impose development contributions for community infrastructure. This SPP has been approved by the Western Australian Planning Commission for advertising.

Local governments need to establish a clear strategic framework for applying for development contributions for community infrastructure. The framework should be supported by:

1. **A community infrastructure plan** for the area, identifying the services and facilities required over the next 5 to 10 years (supported by demand analysis and identification of service catchments). This should be supported by projected growth figures including the number of new dwellings to be created at catchment level (suburb or district);
2. **A capital expenditure plan (with at least 5 out years)** which identifies the capital costs of facilities and the revenue sources (including capital grants) and programs for provision;
3. **A methodology** for determining the proportion of costs of community infrastructure to be attributed to growth and the proportion to be attributed to existing areas. This

will need to include a mechanism for escalating costs; and

4. **Local Planning Scheme Amendments** which identify development contribution areas as special control areas, and include schedules which provide community infrastructure development contribution plans for these areas and identifying the levies associated with each of these plans.

This community infrastructure plan represents the first phase of preparing the Shire to be able to charge development contributions.

The Shire will need to ensure that its long term financial management plan identifies the capital and operational expenditure associated with community facilities.

Recommendation 3

That the Shire incorporates estimated capital and operational costs for future community facilities as identified in Recommendation 1 in its five year financial management plan.

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1. Introduction

Planning effectively for the provision of community infrastructure represents a significant challenge for local government. Unlike other forms of infrastructure where there are clear and specific standards (eg road and drainage), the extent to which a local government provides community infrastructure, and the type of infrastructure that is provided, is at the discretion of the local government.

Recently there has been a greater emphasis on creating communities that are sustainable in the long term – that is there is an expectation that areas will have the structures and services that create a sense of community and support and encourage community activity. Local government areas which are experiencing continuous growth, such as the Shire of Augusta Margaret River, are subject to increased pressure to provide community facilities.

1.1 Background

The Shire of Augusta Margaret River has consistently grown at a rate that is greater than the State's overall growth rate. From 1991 to 2006 the population of the Shire of Augusta-Margaret River grew from 6,200 to 10,350¹. This represented an average annual growth rate of 3.48%. However, this growth rate has slowed over the last five years (2001 – 2006) to be just over 1% per annum.

Population growth within the Shire is driven by three main factors:

- Migration of people in retirement age to the region, principally the cohort of baby boomers about to enter retirement age (the sea change phenomena);
- Demand for second and holiday homes, principally from people in the Perth metropolitan area, but with some demand from elsewhere; and
- Labour demand, particularly for the principal economic drivers for the region of tourism and agriculture and to service the two groups above.

These factors are all quite volatile and, as a consequence, the Shire will experience fluctuating growth rates over the next 10 to 15 years. The Shire's growth rate may escalate if:

- The State's economy continues to grow, strongly. At this stage the best estimate is that the large increase in resources-related economic activity will continue for some time;
- The State's population generally continues to grow. A large proportion of the growth is net international migration and their location preferences are not well known; and/or
- Climate change makes the south-west region relatively more attractive for a range of activities.

There are two sets of population forecasts for the Shire:

1. Shire forecasts that reflect its Local Planning Strategy; and
2. Western Australian Planning Commission (WAPC) WA Tomorrow series.

Both of these forecasts were prepared prior to the release of the ABS 2006 Census and are consistent with the previous ABS Estimated Resident Population series, which

¹ ABS, Census, Usual Place of Residence

indicated a total Shire population of over 12,000 by 2006. The availability of the 2006 Census figures allows us to modify the two previous forecasts to reflect the actual figures for 2006². The differences between the two forecasts can be seen in Figure 1. The forecasts, adjusted for 2006 Census results, show a Shire population of between 16,650 and 27,500 by 2026.

The lower rate is consistent with overall population expectations undertaken at State level by the WAPC and must be regarded as the most likely, although there are factors in play which may serve to increase that number. This will have consequences for growth management and the extent and staging of new development.

The challenge for the Shire is to meet the community infrastructure needs of its existing residents whilst planning for a population of anywhere between 16,650 and 27,500 residents by 2026.

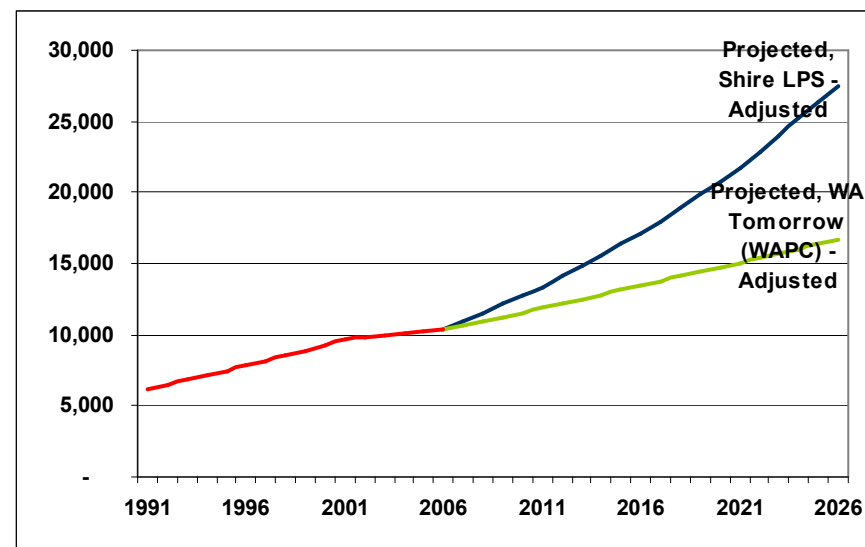


Figure 1 Population Forecasts for the Shire of Augusta Margaret River

² Forecasts are adjusted by subtracting the difference between 2006 Census data and the previous estimate at 2006 and applying it to forecast periods. The WA Tomorrow series is extended from 2021 to 2026 by applying previous growth rates in the series.

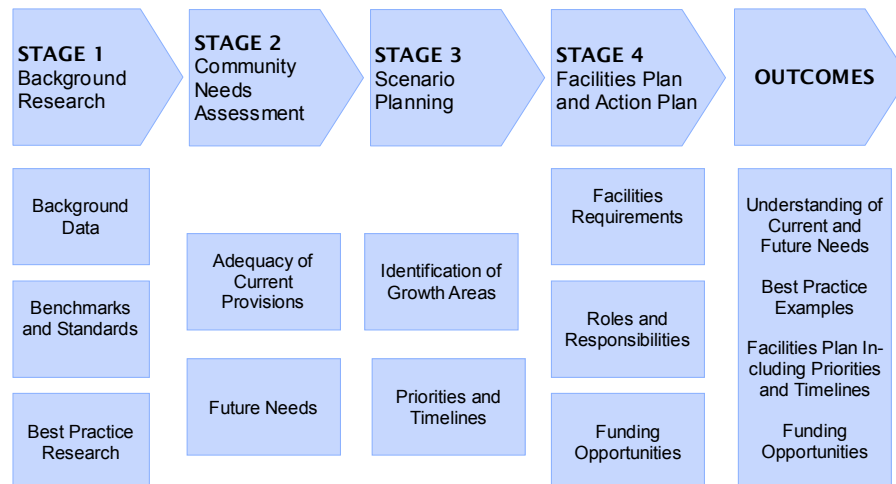
1.2 Approach

Unlike many other forms of infrastructure and service provision, there are no minimum requirements for community facilities. Some local governments focus on the provision of recreations facilities whilst others may see arts and culture as the focus for their community facilities. Some local governments may believe they have little or no responsibility in this area.

Effective planning for community infrastructure needs requires a detailed understanding of the current facilities requirements, how these match with the existing infrastructure and what infrastructure will be required to meet future requirements. As with any planning exercise, the needs of the community must be balanced with the Shire's capacity to meet the current and future needs. The Shire's policies and priorities for providing community infrastructure and services form the basis for any consideration of facilities provisions.

This study adopts a four stage approach to developing a Community Facilities Plan for the Shire of Augusta Margaret River. This approach is shown in Figure 2.

Figure 2 Approach to Developing the Community Infrastructure Plan



1.3 Structure of the Report

This report contains the following key sections:

1. An assessment of current and future demographic trends to identify key characteristics that will impact on the type of community facilities that the Shire will require;
2. An assessment of current community facilities;
3. Identification of current and future requirements;
4. Approaches to facilities provision; and
5. Framework and recommendations for the Shire to consider.

The outcomes of this report will form the basis of a development contribution model for community facilities.

Data Sources

Demographic Data

- Australian Bureau of Statistics Census 2006

Population Forecasts

- Western Australian Planning Commission *WA Tomorrow*
- Shire of Augusta Margaret River Planning Department

Facilities information including location, Condition and Expenditure

- Shire of Augusta Margaret River

1.4 Strategic Framework

In its Plan for the Future 2007 – 2011 the Council identifies the following Vision for the Shire:

“...a world class lifestyle community which is recognised for

- The high quality of life that can be enjoyed by our residents and visitors who value the unique and beautiful environment;
- A successful and prosperous community with diversity in opportunity offered for people to live, learn, work and relax;
- The value placed on diversity and safety within our community; and
- A well managed responsive and adaptive local government which provides strong, visionary and demographic leadership.”

The Shire has identified six goals to support this Vision.

- Goal 1 **Leadership** Provide good governance by demonstrating integrity through responsive leadership whilst acting ethically and responsibly.
- Goal 2 **Community and customer focus** Provide open and inclusive processes which engage the community and deliver responsive and timely customer service.
- Goal 3 **Responsible delivery of sustainable services Monitor** and respond to the needs and aspirations of the community through the provision of quality, cost effective, equitable and accessible services, managing the Shire responsibly for long-term financial viability.
- Goal 4 **Infrastructure** Ensure that local government infrastructure required for the community is responsibly and sustainably planned, implemented, enhanced and maintained.
- Goal 5 **Sustainable development** Provide a planning framework based on the triple bottom line, in which a diverse and growing economy is supported, community cohesiveness and safety is respected and promoted, and the natural and the built environment is valued and protected.
- Goal 6 **Organizational excellence** Pursue continuous improvement in the pursuit of organizational excellence in a supportive environment in which people are valued and respected.

The provision of appropriately planned community infrastructure assists the Shire with achieving its Vision. Goal 4 provides the strategic framework for the Shire’s approach to the provision of community infrastructure with its emphasis on planning, implementing, maintaining and enhancing assets with a view to their long term sustainability (Figure 3).

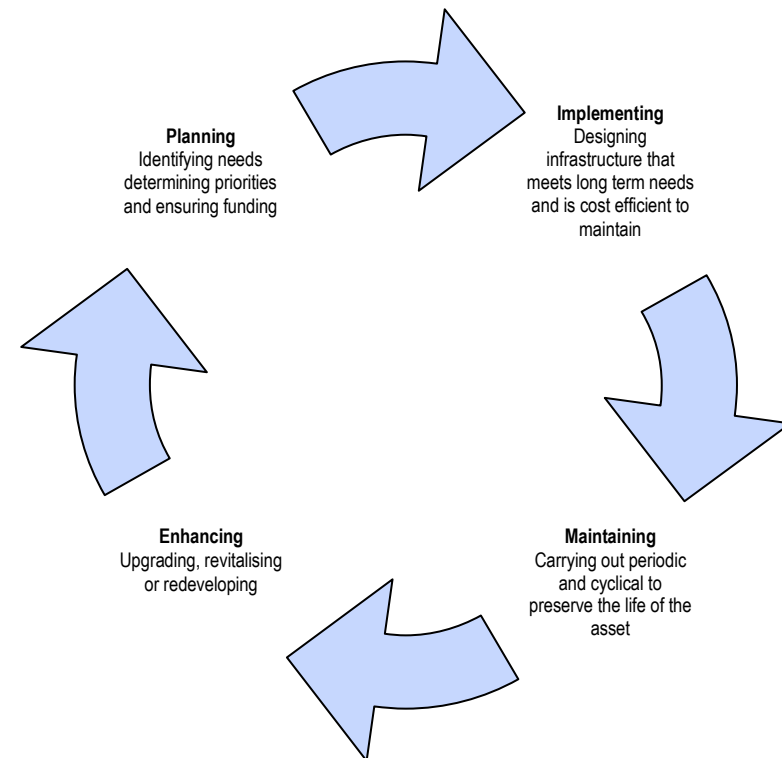


Figure 3 Community Facilities Planning Cycle

2. Context

To plan effectively for the provision of community infrastructure, it is important to understand the characteristics of the population that is being planned for. In particular it is important to understand:

- Population growth;
- Age distribution;
- Household structure; and
- Characteristics of specific needs groups such as people with disabilities, young people, long term unemployed people, people from different cultural backgrounds and single parent families.

2.1 Population Distribution and Growth

Based on the 2006 Census, the Shire of Augusta Margaret River has a population of 10,354 residents. There are slightly more males than females living in the district (50.4%). The Shire has increased its population by over 4,000 people between 1991 and 2006. This represents an average of around 3.47% per annum. It should be noted that the rate of growth for the Shire has decreased over the past 5 years.

The Shire's population is distributed throughout its 2,370 km². Over half of the Shire's population can be found in the Margaret River. Augusta is the next most populous area with 1,350 residents (Figure 4).

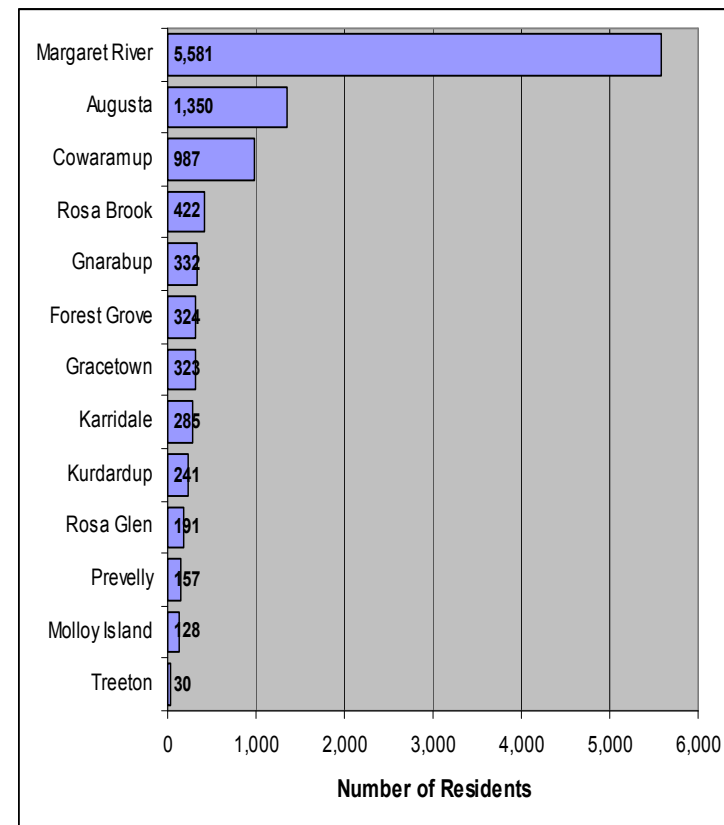


Figure 4 Distribution of Population 2006

There is a significant rural population distribution the Shire, particularly around the fringe of the four urban localities (Figure 5).

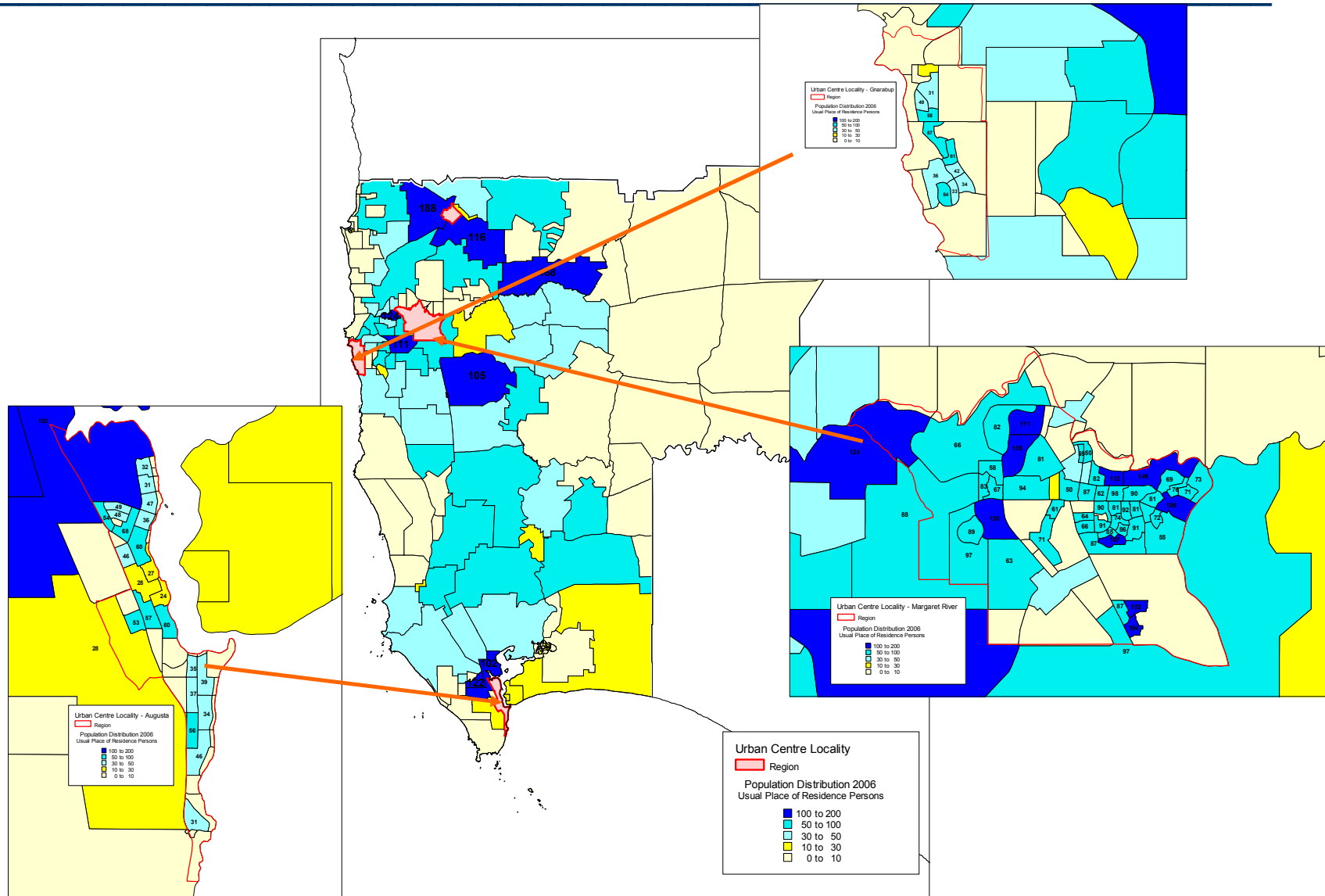


Figure 5 Distribution of 2006 Population Throughout the Shire

The distribution of the 2026 population in various settlements in the Shire is outlined in the Local Planning Strategy. Using forecast figures adjusted for 2006 Census data, the forecast settlement sizes are shown in Table 1.

Table 1 Current and Potential Populations in Localities and Settlements Throughout the Shire

Location	ABS Category	2001*	2006**	Actual or Estimated	Adjusted 2026 Forecasts	
					WA Tomorrow	Shire LPS (modified)
Margaret River	UCL	3,629	4,415	actual	7,000	13,000
Augusta	UCL	1,097	1,068	actual	1,500	3,550
Cowaramup	UCL	371	569	actual	1,000	2,000
Witchcliffe	Sml Town	379	379	est	1,000	2,000
Molloy Island	Suburb	200	128	actual	200	200
Karridale	Settlement	177	30	est	200	500
Kudardup	Settlement	50	20	est	100	500
Rosa Brook	Settlement	50	20	est	50	150
Old Karridale		50	20	est	50	50
Gracetown	Sml Town	200	200	est	500	500
Prevelly	Suburb	300	157	actual	500	500
Gnarabup	Suburb	300	332	actual	500	500
Hamlin Bay	Small Town		50	est	50	50
Farms	Remainder	3,017	2,964	est	4,000	4,000
TOTAL		9,820	10,352	actual	16,650	27,500

*2001 Data from Augusta Margaret River Local Planning Strategy - 4 Strategic Framework page 52

**2006 Data actual from ABS Census 2006 and estimated for settlements and Small Towns based on cadastre information

Beyond the distribution of population within the Shire, it is important to consider the regional context for the Shire. Margaret River is located 50km from Busselton. The Shire of Busselton has a current residential population of 25,354, more than double that of the Shire of Augusta Margaret River (Table 2). It is important to ensure that the Shire does not duplicate community facilities that require regional populations to support them and that may be better located in either Busselton or Bunbury. This is not to say that the Shire should not consider being involved with facilities that are of regional significance, but that any such facilities should be associated with something that is unique to Shire rather than duplicating facilities that could be located anywhere and that people are willing to travel to.

Table 2 Current and Forecast Population Shires of Augusta Margaret River and Busselton

Local Government	2006	2011	2016	2021
Shire of Augusta Margaret River (WA Tomorrow)	10,351	13,716	14,996	16,602
Shire of Augusta Margaret River (Local Planning Strategy)	10,351	13,350	17,080	21,720
Shire of Busselton (WA Tomorrow)	25,354	30,746	33,301	36,503

2006 ABS Census

2011 – 2021 WA Tomorrow and Shire of Augusta Margaret River Local Planning Strategy

Key Findings

The distribution of the Shire's population between two principal centres (Margaret River and Augusta), a number of villages (such as Cowaramup and Witchcliffe), coastal nodal settlements (such as Gracetown and Prevelly) presents the Shire with the need to make decisions about the manner in which it plans for the provision of community facilities. The Shire may choose to provide facilities throughout the district; or concentrate facilities provision in and around the major settlement areas, building on its existing facilities.

It is important to recognise that a significant proportion of the Shire's population does not live in the major localities but live in rural areas. This provides an addition level of complexity to providing facilities that are easily accessed by residents.

2.2 Demographic Characteristics

2.2.1 Age Distribution

Like many areas throughout Australia, the Shire's population shows an aging trend. This can be seen in Figure 6. What is also significant is the loss of residents in the 15 to 29 year age groups and the moving peak of baby boomers.

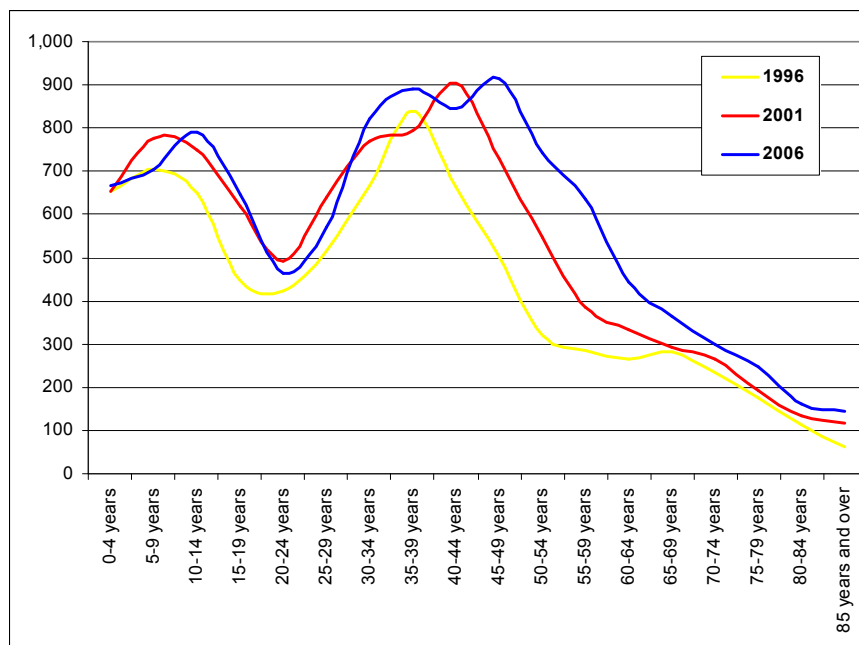
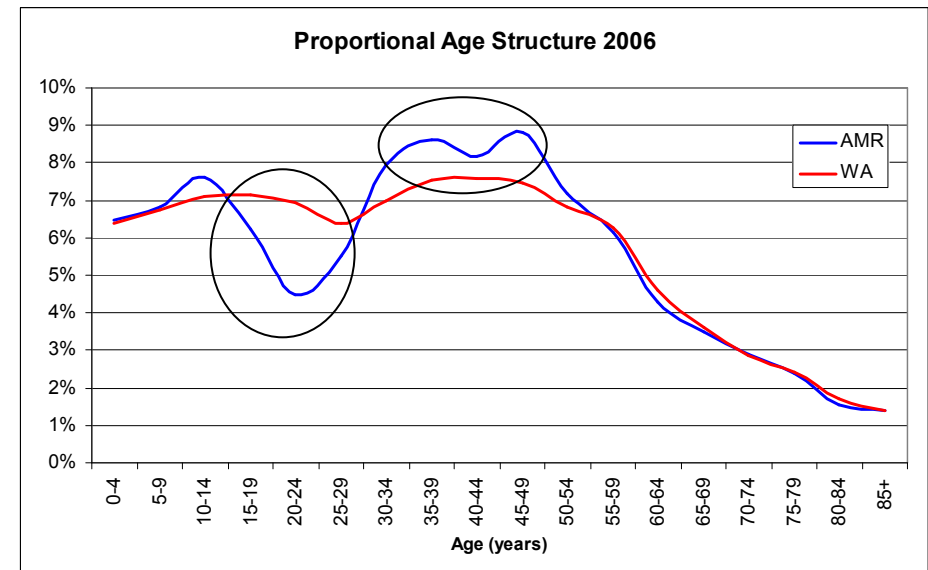


Figure 6 Age Structure Shire of Augusta Margaret River 1996 - 2006

It is also interesting to compare the Shire's current age distribution with that of that of Western Australia as a whole. The relative proportion of older residents in the Shire is basically the same as those in the State as a whole. However, the Shire has proportionately fewer young adults and proportionally more residents in the 35 – 54 age cohorts.



Comparison of Age Structure Shire of Augusta Margaret River and Western Australia 2006.

There are some significant differences in the age characteristics of people in different areas of the Shire. For example, the Augusta area (Planning Unit F) has a significantly higher proportion of older people with nearly 50% of its population being 55 or more years of age. Planning Units A (based around Cowaramup) and B (based around Margaret River) have more residents who are under the age of 15, and the population of Planning Unit B is characterised by a higher proportion of young adults than other areas throughout the Shire.

2.3 Other Characteristics

The Shire has a number of Planning Units which form the basis of its Local Planning Strategy. These can be seen in Figure 7. These have been used as a basis for discussing demographic characteristics within the Shire.



Figure 7 Planning Units in the Shire Augusta Margaret River

2.3.1 Dwellings

The Shire has a high proportion of unoccupied private dwellings (30%). This is even higher in Planning Unit F (Augusta) with 45% of all private dwellings being unoccupied – that is not the usual place of residence of anyone. Planning Unit C had the lowest level of unoccupied dwellings with one in five dwelling not being a usual place of residence. The proportion of unoccupied dwelling for Western Australia as a whole is 17% (Table 3).

The high levels of unoccupied dwellings imply that the Shire's population is likely to fluctuate considerably throughout the year, particularly during holiday periods.

Table 3 Dwelling Characteristics for Planning Units and the Shire of Augusta Margaret River as a whole.

Dwellings	Planning Unit A	Planning Unit B	Planning Unit C	Planning Units D & E	Planning Unit F	AMR Shire
Occupied Private Dwellings	69.3%	75.4%	79.4%	73.0%	55.3%	69.9%
Unoccupied Private Dwellings	30.7%	24.6%	20.6%	27.0%	44.7%	30.1%
Total Private Dwellings	984	3,125	389	152	1,382	5,909
Separate House	91.6%	87.7%	95.8%	95.5%	83.4%	88.4%
Semi-detached, Row/Terrace, Townhouse	1.2%	4.7%	0.0%	0.0%	5.4%	3.7%
Flat, Unit or Apartment	1.3%	2.5%	0.0%	0.0%	2.6%	2.2%
Other Dwellings	5.9%	4.9%	4.2%	4.5%	8.5%	5.5%
Not Stated	0.0%	0.3%	0.0%	0.0%	0.0%	0.1%
Occupied Private Dwellings	682	2,357	309	111	764	4,129

The Shire's housing stock is predominantly made up of separate houses. The most diverse housing stock can be found in Planning Unit F (Augusta). This reflects both the age distribution and the significant number of lone person households (Table 4).

2.3.2 Households

Most of the households within the Shire fall into the category of family households (Table 4). Of these, there is a significant proportion of couples without children (41.9%). One and two parent families make up 57.2% of all families. Planning Unit B (Margaret River) has a higher proportion of families with children whilst Planning Unit F (Augusta) has a significantly larger proportion of both lone person household and couples without children.

Table 4 Household Composition for Planning Units and the Shire as a Whole

Households	Planning Unit A	Planning Unit B	Planning Unit C	Planning Units D & E	Planning Unit F	AMR Shire
Family Household	72.9%	71.6%	71.6%	79.1%	67.4%	71.9%
Lone Person Household	21.7%	21.3%	22.8%	20.9%	30.8%	23.0%
Group Household	5.4%	7.1%	5.5%	0.0%	1.8%	5.2%
Total Households	631	2,092	289	91	663	3,766
Couple Families with Children	47.4%	45.9%	44.9%	46.6%	25.2%	42.4%
Couple Families without Children	40.9%	34.5%	46.4%	42.5%	63.7%	41.9%
One Parent Families	11.7%	18.6%	6.8%	11.0%	10.4%	14.8%
Other Families	0.0%	0.9%	1.9%	0.0%	0.7%	1.0%
Total Families	460	2,092	233	73	479	3,337

Key Findings

The Shire shows an ageing trend that is consistent with many local governments throughout Australia. This trend is coupled with the loss of young adults in the 15-29 year age groups. This has been a consistent trend since 1996.

In 2006, the age profile of the Shire was generally consistent with that of Western Australia as a whole with two areas of significant difference – the proportionately fewer young adults and the proportionately higher levels of people in the 40 – 54 year age groups. As a consequence, the Shire needs to consider how its community facilities can cater for the changes in the age profile of the Shire.

Within the Shire there is a significantly greater population of older residents in Planning Unit F (Augusta) whilst there is proportionately more younger people under the age of 15 in Planning Unit A (Cowaramup) and Planning Unit B (Margaret River). Facilities provided in specific locations need to have the capacity to meet the needs of current and future generations.

In general, the Shire has a high level of unoccupied dwelling, particularly in Planning Unit F. This implies that the shire's population is likely to fluctuate considerably throughout the year. This presents a particular challenge for the Shire – to focus on the needs of its permanent residents and to cater for the needs of a seasonal population.

3. Current Facilities

3.1 Range of Facilities Provided by the Council

The Shire has a wide range of community facilities. These have been classified into the following categories and their location within the Shire's Planning Units is shown in Table 5.

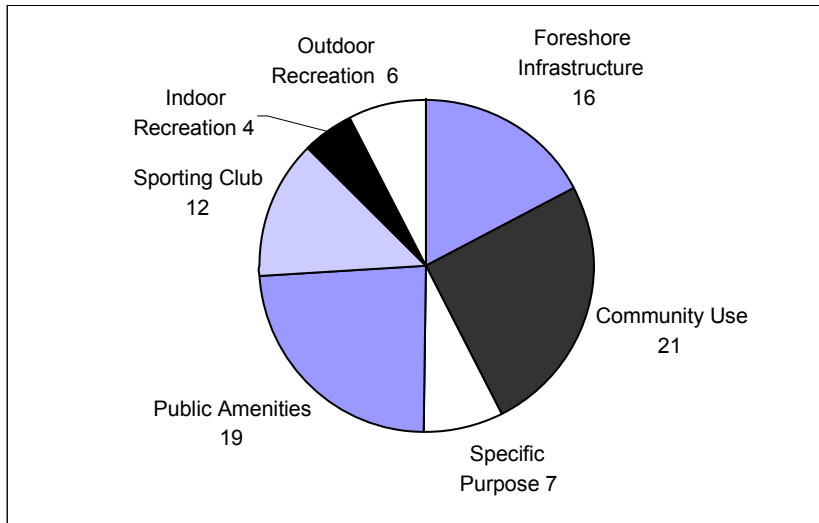
Table 5 Type and Location of Community Facilities

Infrastructure Type	Planning Units					Total
	A	B	C	D&E	F	
Foreshore Infrastructure						
Boat Ramps	1	1			5	7
Jetties	1	2			4	7
Platforms					1	1
Kiosk		1				1
Total	2	4			10	16
Community Use						
Community Halls	3	0	3	3	2	11
Community Centre	1					1
Cultural Centre		1				1
Library		1			1	2
Environment Centre/Discovery Centre		1			1	2
Museum		1			1	2
Telecentre					1	1
Pavilion		1				1
Total	4	5	3	3	6	21
Specific Purpose Facilities						
Seniors Facility		1				1
Infant health	1	1				2
Youth Facility		1				1
Preschool Centre		2			1	3
Total	1	5			1	7
Public Amenities						
Public Toilets	5	6	1	1	6	19

Infrastructure Type	Planning Units					Total
	A	B	C	D&E	F	
Active Recreation						
Outdoor						
Tennis Facility	1	1			2	4
<i>Number of Courts</i>						
Lawn Bowling Facility		1			1	2
<i>Number of rinks</i>						
Skate Park		1			1	2
Golf Course					1	1
BMX Tracks		1			1	2
Athletics (multi use, doubles as footy ovals)	1	1			1	3
AFL Football Oval						
<i>Senior</i>	1	1			1	3
<i>Junior</i>	1	1				2
Outdoor Basketball Courts/ Netball	1	1			1	3
Cricket (multi use, doubles as hockey and soccer ovals)	2	3			1	6
<i>Fields</i>						
<i>Practice nets(set)</i>	1	1			1	3
Croquet		1			1	2
Hockey field (multi-use)	1	2			1	4
Rugby oval		1				1
Polo Crosse field						
Football (Soccer)						
<i>Senior</i>	1	1			1	3
<i>Junior</i>						
Indoor						
Indoor Recreation Facility		1			1	2
Swimming pools		1			1	2
Clubrooms						0
Tennis	1	1			1	3
Bowling Club		1			1	2
AFL Football		1				1
Hockey/cricket		1				1
Karate		1				1

Infrastructure Type	Planning Units					Total
	A	B	C	D&E	F	
Polo Crosse clubroom		1				1
General Clubroom					1	1
Croquet Pavilion					1	1

Nearly one quarter of the Shire’s built community infrastructure falls into the category of community use which includes community halls and libraries. The next largest category is public amenities which accounts for almost another quarter. Foreshore (boat ramps and jetties) infrastructure is an important category of infrastructure, comprising 18% of the Shire’s community infrastructure, followed by sporting clubs (Figure 8).



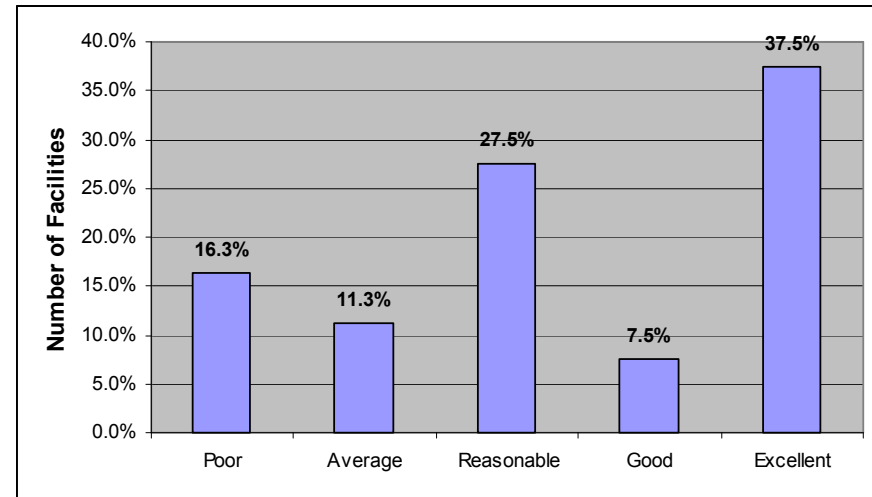
Source: Shire of Augusta Margaret River

Figure 8 Number of Community Facilities by Facilities Type

The location of facilities throughout the Shire is shown at Appendix A.

3.2 Condition of Facilities

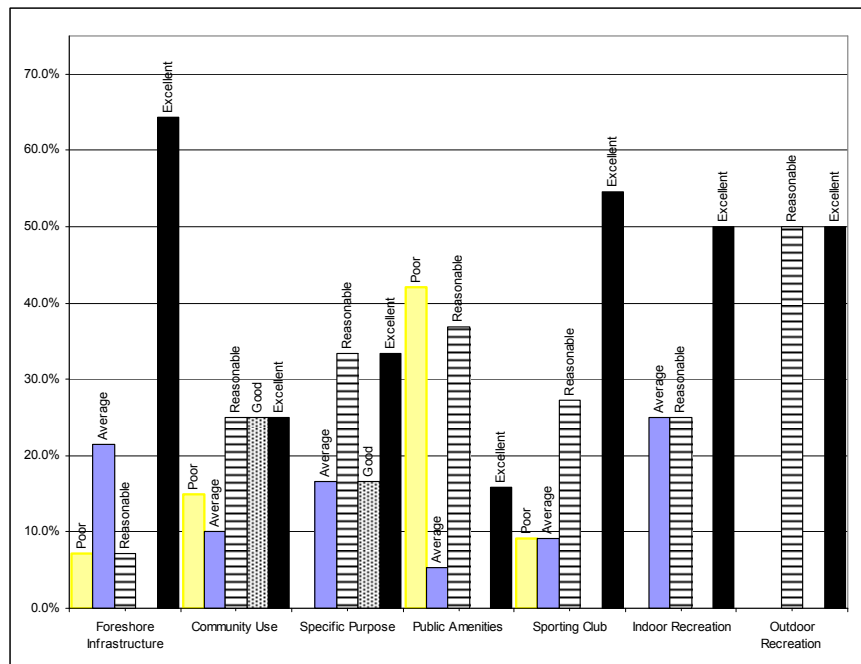
Based on data provided by the Shire of Augusta Margaret River, built facilities in the district are generally in better than average condition. However, 16.3% of the Shire’s facilities were assessed to be in poor condition (Figure 9).



Source: Shire of Augusta Margaret River

Figure 9 Condition of Facilities

Figure 10 shows condition of facilities by facilities type. Foreshore infrastructure was generally assessed as being in better than average condition with over 60% of the facilities being seen as in excellent condition. Whilst 75% of community use buildings were seen as being in reasonable or better condition, 15% of community use buildings were seen as being in poor condition. The facilities that were most likely to be in poor condition were public amenities (toilets) with the condition of over 40% of toilets being assessed as poor. No indoor or outdoor recreation facilities were assessed as poor.



Source: Shire of Augusta Margaret River

Figure 10 Condition of Facilities by Facilities Type

Key Findings

The Shire provides a wide range of community facilities throughout its area. Nearly one quarter of these facilities are for general community use (such as local halls, libraries etc). A further 23% are public amenities (toilets) and a further 18% are foreshore infrastructure (boat ramps and jetties).

In general, the Shire has assessed these facilities as being in better than average condition. However, 16.3% of the facilities were assessed as in poor condition. The facilities that were most likely to be in poor condition were public amenities with 40% being assessed as poor. Some 15% of the general community use facilities were seen as in poor condition.

4. Future Requirements

4.1 Infrastructure Benchmarks

One of the ways of considering what facilities should be provided in a local government is the use of ratios of facilities per head of population. These standards provide a crude estimate of potential needs. However, it should be noted that these can only provide indicators of need. Some commonly use infrastructure benchmarks can be seen in Table 6.

Table 6 Common Infrastructure Benchmarks

Facility	Ratio	Source
RECREATION		
Sporting Fields	1.7 - 2.0 ha per 1,000 people	NSW/Qld standard for LGA
Aquatic Centre	1: 120,000 people	Benchmark used by a number of LGAs in WA
District Playing Fields/Sporting Reserves (4-6 ovals)	1: 15,000 people Based on high school catchment of 15,000 people	Benchmark used by a number of LGAs in WA
Active Public open space/ovals	1:3,5000	Connell Wagner 2007
Local parks and playgrounds	1:2,000	Connell Wagner 2007
Sports Change rooms	1:5,000	Connell Wagner 2007
Public toilets	1 per local centre/park	Connell Wagner 2007
District Indoor Recreation Centre	1: 30,000-60,000 people	Benchmark used by a number of LGAs in WA
Golf Course	1: 30,000 people	Benchmark used by a number of LGAs in WA
Wheeled Sports Facilities	1: 8,500 people	Based on wheeled sports provision levels within the City of Wanneroo
Youth Sports (skate park/beach facilities etc)	1:5 – 10,000 people (depending on demography)	Connell Wagner 2007
Tennis courts	1:1,000	Connell Wagner 2007
Netball courts	1:1,000	Connell Wagner 2007
Basketball courts	1:1,000	Connell Wagner 2007
Soccer field	1:1,000	NSW Department Sport and Recreation
Cricket wicket	1:3,000	Connell Wagner 2007

Facility	Ratio	Source
SOCIAL/CULTURAL		
District Community Centre	1: 20,000 people	Benchmark used by a number of LGAs in WA
Local Community Centre	1: 10,000-15,000 people	Benchmark used by a number of LGAs in WA
Neighbourhood Centre		
Community Hall (Small)		
Community Hall (Large)		
Library	1: 15,000-20,000 people	Benchmark used by a number of LGAs in WA
• Branch		
• Central		
Youth Centre	1:10-15,000 people (subject to demography)	Connell Wagner 2007
Seniors Centre	1:10-15,000 people subject to demography	Connell Wagner 2007
Childcare Centre	1:4,000	Connell Wagner 2007
After school care	1:6,000	Connell Wagner 2007
HEALTH		
Community health clinic	1:10 – 12,000 people	

Care must be taken before the benchmarks are applied as part of the analysis of existing and future requirements. Some of the limitations that should be considered include:

- Benchmarks do not take into account the needs of specific groups who fall outside the social plan key target groups. Similarly they also ignore broader community needs such as cultural interests;
- Benchmarks reflect current values and community characteristics at a particular period of time and as these change over time, previously established benchmarks may be no longer appropriate;
- Prescriptive standards for facility provision do not recognise that settlement patterns of communities and characteristics of communities differ considerably both within and between local government areas. In addition to population size, factors such as isolation, proximity to other facilities, socio-economic status, ethnicity and population density need to be considered;
- Calculation of facility requirements based on benchmarks alone does not take into account current patterns of usage. For example, if there is a pattern of low usage,

then strategies other than providing more facilities are required to address the needs of the community;

- Benchmarks also focus on “bricks and mortar” and do not recognise that many services for key groups such as older people and youth can be provided through a range of means / venues; and
- Population changes and needs are a dynamic process and therefore flexibility in the design of a community facility would provide a more sustainable option.

Taking these limitations into account, a series of benchmarks have been derived for the Shire based on the unique population distribution throughout the Shire and the specific needs of areas. These benchmarks and their application to the Shire can be seen in Table 7.

Current requirements are based on the 2006 Census data and future requirements are based on the Local Planning Strategy forecasts that the Shire will reach a population of 17,080 residents by 2016.

Table 7 Facilities Standards for the Shire of Augusta Margaret River

FACILITY	LEVEL	DEFINITION	AMR FACILITY EXAMPLE	RATIO USED ELSEWHERE	AMR STANDARDS	Current Requirements 2006	Current Provision	Future Provisions 2016
RECREATION								17,080
General Standards								
Active Recreation Space		Includes all sporting fields (junior and senior), courts and greens available for public use.		1.7 - 2.0 ha per 1,000 people	2.0 ha	20,702		34,160
Active Recreation Space Standards								
Playing Fields	District	Senior sports grounds, change rooms, public toilets, clubrooms, practice nets, hard courts, play areas, play equipment, BBQ, water fountain, seating. Sporting Reserves (4-6 ovals)	Gloucester Park, Margaret River	1: 15,000 people Based on high school catchment of 15,000 people	1:10,000	1.34	1	1.45
Playing Fields	Sub-District	Senior/junior ovals, public toilets, change rooms, may include other sports fields e.g. tennis, netball	Civic Park, Augusta Cowaramup		1: 4,000	2.59	3 (including District)	7.24
Playing Fields	Local	Oval, public toilets	Forest Grove		1: 1,500	5.18		10.86
Aquatic Centre	District	A pool (maybe lap/hydrotherapy/aqua fitness), crèche and café?	Margaret River Aquatic Centre		1: 20,000	0.52	1	0.85
Indoor Recreation Centre	District	Multi purpose facility for indoor sports, fitness, leisure activities, incorporating crèche and café.	Margaret River Recreation Facility	1: 30,000-60,000 people	1:15,000	0.69	1	1.14
Indoor Recreation Centre	Sub-District		Augusta Recreation Centre		1: 7,000	2.07	2 (including District)	2.44

FACILITY	LEVEL	DEFINITION	AMR FACILITY EXAMPLE	RATIO USED ELSEWHERE	AMR STANDARDS	Current Requirements 2006	Current Provision	Future Provisions 2016
Active Public Open Space / Ovals	Sub-District	Grassed areas that support informal sporting activities, cycle ways, walkways and trails.		1:3,500	1:3,000	3.45		5.69
Passive Recreation Space Standards								
Local Parks and Playgrounds	Local	Local playgrounds and smaller intimate spaces which enhance pedestrian connectivity and create a sense of space. Design may support tree retention, respond to landscape features or promote public art. May include public toilets, depending on size and location		1:1,000	1:1,000	10.35		17.08
Other Standards								
Public Toilets	Local	Male/Female and one with disability access		1 per local centre/park			16	
Public Change Rooms (Beaches)		Change rooms, toilets and possibly outdoor shower						
Specific Standards								
Sports Change rooms	Sub-District	Sporting facilities including change rooms for 2 teams, umpire/referees change room, treatment room, storage space for 2 clubs, canteen/kiosk, public toilets, may also include clubrooms		1:5,000	1:4,000	2.59		4.27
Clubrooms	District/Sub district	Clubrooms for specific sporting activities	Cricket/Hockey Rooms		1:1,500	6.9	9	11.39
Golf Course	District			1: 30,000 people	1:25,000	0.41	1	0.68
Skate Park	Sub-District			1:5 – 10,000 people (depending on demography)	1:7,000	1.48	2	2.44
BMX Track	Sub-District			1: 8,500 people	1:7,000	1.48	2	2.24
Tennis Courts	Local			1:1,000	1:1,000	10.35		17.8
Netball Courts	Local			1:1,000	1:1,000	10.35		17.8
Basketball courts	Local			1:1,000	1:1,000	10.35		17.8
Soccer Field	Local			1:1,000	1:3,000	3.45	3 (+ cricket fields double as soccer pitches)	5.69
Cricket Wicket	Local			1:3,000	1:3,000	3.45	6 (double as soccer and	5.69

FACILITY	LEVEL	DEFINITION	AMR FACILITY EXAMPLE	RATIO USED ELSEWHERE	AMR STANDARDS	Current Requirements 2006	Current Provision	Future Provisions 2016
							hockey fields)	
Hockey Field	Local				1:3,000	3.45	4 (+ cricket fields double as hockey fields)	5.69
Rugby Field	Local				1:3,000	3.45	1	5.69
AFL Field	Local				1:3,000	3.45	3 Senior + 2 Junior	5.69
SOCIAL/CULTURAL								
District Community Centre	District	Multipurpose facility providing services for children and families. Offerings include playgroup, parenting courses, after school care, counseling, leisure and learning programs, health outreach services, crèche, meeting space for community groups, etc		1: 20,000 people	1:20,000	0.52	1	0.85
Local Community Centre/Neighborhood Centre	Sub-District	Smaller scale than community centre, providing meeting spaces for community groups, playground for children, public toilets, and informal office space (equivalent of the old local hall?)	Cowaramup	1:3,500 – 6,000 people	1:5,000	2.07	1 (community halls may provide alternatives)	3.42
Community Hall (Small)	Local	Area suitable for small informal gathering, dances and performances.	Witchcliffe, Alexandra Bridge		1:2,000	5.18	11	8.54
Community Hall (Large)	District	Town Hall public meetings, performances	Margaret River Cultural Centre	1:20,000	1:20,000	0.52	1	0.85
Library	District	Facility providing access to printed, audio and on-line information, resources. Flexible learning and activity spaces e.g. Book Clubs, Youth programs and Children's holiday activities.	Margaret River	1: 15,000-20,000 people	1: 12,000	0.86	1	1.42
Branch of Library	Sub-District	May be collocated with other council activities.	Augusta		1: 7,000	1.48	2 (including District)	2.29
Youth Centre	Sub-District	Space providing activities, personal support, health services and life skills specifically for young people.	Margaret River	1:10-15,000 people (subject to demography)	1: 10,000	1.04	1	1.71
Seniors Centre	Sub-District	Space providing activities, personal support, health services and specifically for older people.	Augusta	1:10-15,000 people subject to demography	1:10,000	1.04	1	1.71

FACILITY	LEVEL	DEFINITION	AMR FACILITY EXAMPLE	RATIO USED ELSEWHERE	AMR STANDARDS	Current Requirements 2006	Current Provision	Future Provisions 2016
Childcare Centre	Sub-District	Preventative health care for 0 - 5 year olds and their families		1:4,000	1: 5,000	2.07	3	3.42
After School Care	Sub-District	Providing after school and holiday care and activities		1:6,000	1: 5,000	2.07	3	3.42
HEALTH								
Community Health Clinic	Sub-District	Preventative health care for community		1:10 – 12,000 people	1:10,000	1.04	1	1.71

Based on the derived benchmarks, the Shire has an adequate level of community facilities. There are two areas where there is an over provision of facilities – community halls and sporting clubs.

The need for new facilities over the next eight years until 2016 include:

- Subdistrict level playing fields
- A child care/ after school care facility
- Local community centres

Planning is required to consider how facilities for seniors, youth and community health are delivered.

4.2 Comments from the Community

A series of nine interviews with community members were held over the 22nd and 23rd of November 2007 to discuss the current and future provision of community facilities within the Shire of Augusta Margaret River.

The community members interviewed were key users of various facilities throughout the Shire. Their comments are summarised below.

4.2.1 Recurring Comments

These comments were mentioned by multiple interviewees:

- The new Councillors at the Shire of Augusta Margaret River are more open to listening to community views;
- There is a large volunteer community in Augusta Margaret River;
- Generally community groups are willing to help themselves and are after support and/or approval from the Council. e.g upgrading/ maintenance of a facility;

- Where possible community groups are willing to share facilities with other groups;
- Participation in sporting clubs has increased over the past few years.

4.2.2 Existing Facilities

The following comments relate to specific facilities.

Gloucester Park

There were differing views on the future of Gloucester Park. It was recognised as a valuable asset and all users saw advantages of an integrated sports hub, catering for all activities. However, there was a difference of opinion as to whether such a facility needed to be located at Gloucester Park or whether it could be created in another location, freeing up prime land for housing. Those that supported the retention of Gloucester Park believed that it was a good central location, close to the schools and other town site facilities.

There was a strong sense of self help amongst the sporting groups. However, there was a feeling that only a few of their requests, through the Gloucester Park Recreation Committee, had been granted.

Margaret River Cultural Centre

As with the Gloucester Park Facility, there were differing views on the Margaret River Culture Centre. It was seen as a well utilised facility. However, there were concerns about the condition of the building and the cost of hiring it. There has been a poor level of maintenance on the Cultural Centre since it was built, and therefore certain areas need major work to ensure they function adequately, e.g the kitchen.

The use of the Cultural Centre had also been somewhat compromised by the construction of the Recreation Centre which can be noisy during a performance and which prevents the stage from being pushed out (as was originally envisaged).

Library Facilities

There is a feeling that the current library located in Margaret River is reaching maximum capacity. The facility is well located; particularly for older residents. There is the need to plan for an expansion of this facility. Again, there are two possible approaches:

- Expand existing facility or
- Mover the library to another location and ensure that the design can accommodated future expansion.

Public Amenities.

The condition and location of public amenities was an issue raised by some members of the community. Of particular concern was the loss of the public toilet near the Water Wheel at Cape Leeuwin. The Department of Environment and Conservation may be responsible for the construction of this facility.

Extension of Riverside Walkway

Residents of Augusta are keen to see this walkway extended between Ellis Street and the Colour Patch.

4.2.3 New Facilities

Alternative Performance Space

Some groups perceived that there was a need for a more intimate performance space to service the needs of some of the performing arts groups. There were differing opinions about where this space should be located and what its relationship should be to the existing Cultural Centre. Discussions focused on the creation of a Straw Bale Theatre with a seating capacity of about 200. Some believed that the facility should be located adjacent to the Cultural Centre (creating a cultural precinct) whilst others felt consideration should be given to an alternative location. The groups who provided comments believed that they would be able to share this facility.

The concept of a straw bale theatre is also identified in the Shire's Five Year Cultural Plan.

Beach Facilities

It was noted that infrastructure along the coast was not keeping up with the increase in user numbers. Both the Surf Life Saving Club and the Margaret River Surf Rider Club identified the need for some form of facility on the coast. There was a feeling that a facility that could be shared by both groups could be located somewhere like the Rivermouth.

This could provide a base for beach, surfing, surf-lifesaving and educational programs. In addition, it would build on the notion of Margaret River as an international surfing destination.

Cultural and Municipal Precinct

There was a suggestion that the Shire should support the development of a cultural and municipal precinct in an area to the west of the Margaret River Townsite at the Margaret River Speedway and old tip site. This area could accommodate a 200+ convention centre, exhibition hall, theatre and performance venue, Shire Offices, library, etc. This area is currently a reserve. The site is significantly removed from the town centre and there would be issues relating to ease of access. Such a development would cost a significant amount of money and would require a comprehensive feasibility assessment and business case. The impact of such a development on other facilities in the Shire would also need to be assessed.

Key Findings

The need for new facilities over the next eight years includes:

- Subdistrict level playing fields
- A child care/ after school care facility
- Local community centres

Other facilities issues that were identified by the community included:

- Need to consider the long term future of both Gloucester Park and the Cultural Centre;
- Expansion of the Margaret River Library;
- Surf Club;
- Alternative performance space;
- Extension of walkways;
- Additional public amenities; and
- Cultural and Municipal Precinct.

Planning is required to consider how facilities for seniors, youth and community health are delivered.

4.2.4 Other Projects Outside of the Scope of the Study

There were some suggested projects that involve the Shire in a planning rather than in a facilities provision sense. These included:

- Eco-Resort, Abalone Farm and Eco-museum; and
- Boat Harbour at Flat Rock.

5. Framework

The Shire of Augusta Margaret River is characterised by areas of significant cultural and heritage value. In addition, it has landscapes, both natural and created, that are unique. The area is internationally renowned for the quality of its produce (particularly wines) and for its surfing beaches. In addition to its environment, the community has a strong tradition of helping itself, and this self-reliance is reflected in the wide range of community activities that are undertaken in the Shire. It is important that these elements are recognised by the Shire.

There is the opportunity for the Shire to establish a clear framework for the provision of future community facilities. Some of the key elements of a framework are outlined below.

5.1 Policy

In general, the Shire participates in the provision of community facilities in three ways:

1. Proposals for facilities where the Shire provides all of the funding;
2. Proposals for facilities where community based organisations seek external funding (e.g. grants from State Agencies) which are conditional on council support and a council contribution; and
3. Proposals for facilities where community based organisations seek council support and contributions.

The Shire should establish a series of principles under which it delivers community facilities. These principles could include a general statement:

All community facilities provided or supported by the Council should:

- *Provide value for money throughout their life cycle;*
- *Have the widest possible range of uses and be adaptable to changes in use and users;*
- *Meet environmental, health and building standards; and*
- *Remain sustainable in the long term.*

This statement should be supported by a series of specific principles which help to guide Council's decisions.

Planning

- Support for community facilities will be based on a demonstrated need for the facility;
- A feasibility assessment will be completed for all prospective facilities that are undertaken or funded by the Shire;

Design

- Where possible opportunities to consolidate community facilities should be a priority;
- Council prefers to support multipurpose facilities that accommodate a number of services and activities rather than single purpose facilities;

Delivery

- Council will seek opportunities to partner with funding providers to develop facilities that serve a wide range of needs. Where possible, it will seek to share facilities with other agencies such as the Department of Education and Training (e.g. ovals, change rooms etc);
- The Shire will seek to maximise contributions from other sources including sponsorship and development contributions towards the provision of community facilities where appropriate;

Management

- Clear guidelines on management responsibilities for all of its community facilities.

Recommendation 2

The Shire develops a policy on the provision of community infrastructure which outlines the Council's principles on the acquisition and management of community facilities.

5.2 Assessment of Projects

It is essential that the provision of new facilities and the upgrade and redevelopment of existing facilities are subject to a detailed assessment. This should include three basis steps:

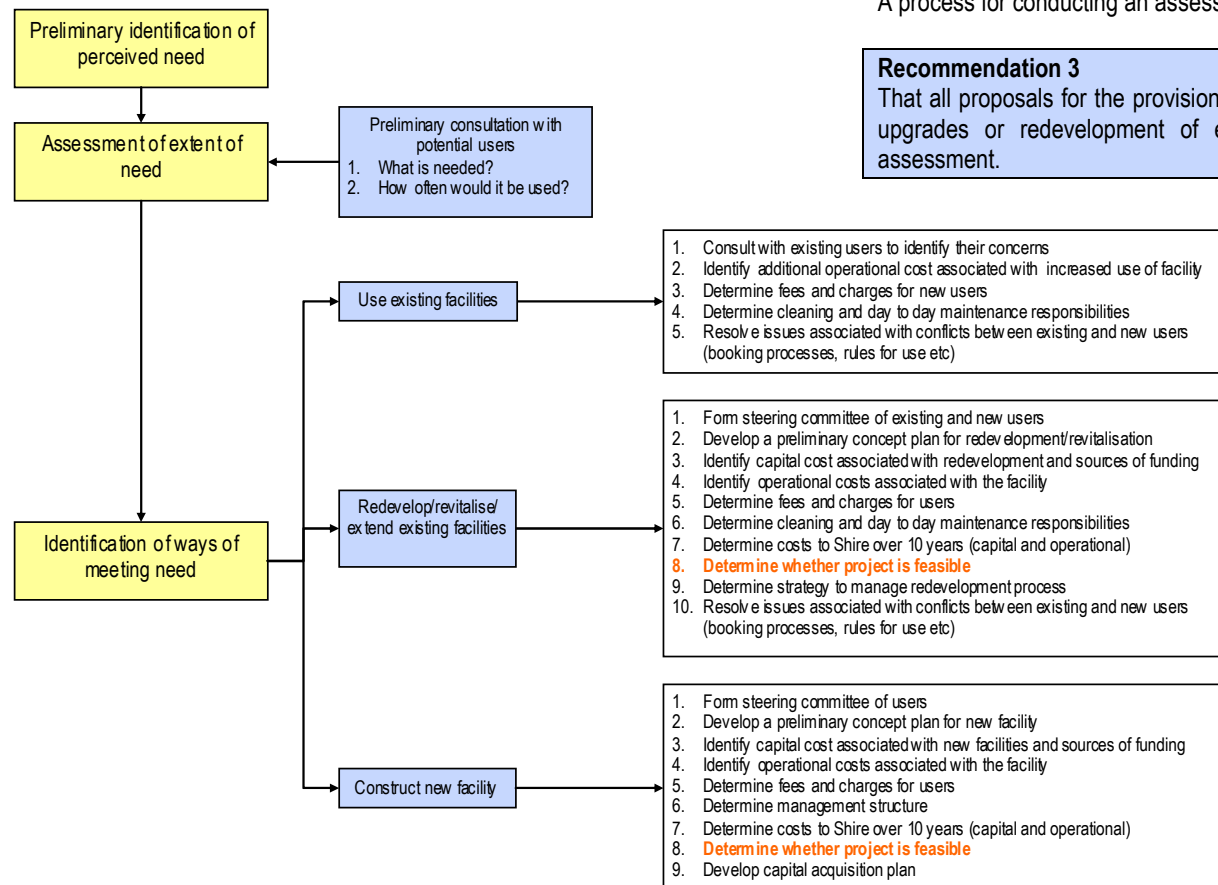
1. Preliminary identification of need. The Community Facilities Plan represents an initial needs assessment.
2. Assessment on the extent of need; and
3. Assessment of the ways of meeting the need (including estimates of associated costs).

A process for conducting an assessment of a proposal can be seen in Figure 11.

Recommendation 3

That all proposals for the provision or funding of new community facilities, and significant upgrades or redevelopment of existing facilities should be subject to a feasibility assessment.

Figure 11 Feasibility Assessment Process



5.3 Funding of Facilities

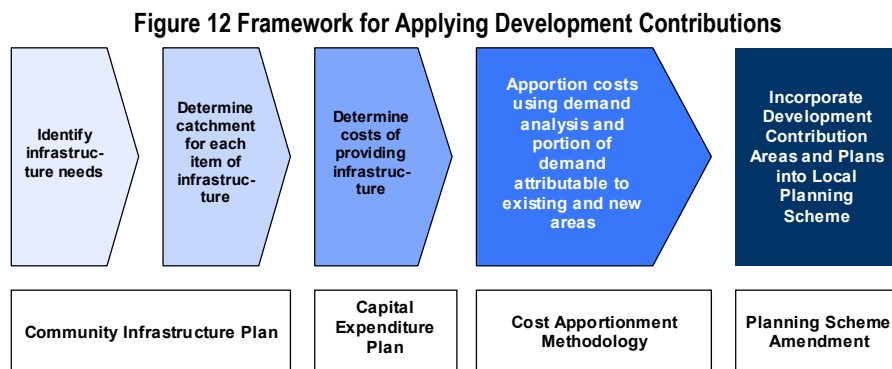
There are a number of sources of funding for the provision of facilities. Funding for capital acquisition include:

1. Federal and State Government Grants;
2. Sponsorship and naming rights;
3. LotteryWest funding; and
4. Development contributions.

Development contributions for community infrastructure is a new form of funding and will rely on the gazettal of a State Planning Policy (Spp) to provide a head of power for local government to impose development contributions for community infrastructure. This SPP has been approved by the Western Australian Planning Commission for advertising. Details of the process required to support development contributions are outlined below.

5.3.1 Development Contributions

Local governments need to establish a clear strategic framework for applying for development contributions for community infrastructure. This framework can be seen in Figure 12



The framework should be supported by:

1. **A community infrastructure plan** for the area, identifying the services and facilities required over the next 5 to 10 years (supported by demand analysis and identification of service catchments). This should be supported by projected growth figures including the number of new dwellings to be created at catchment level (suburb or district);
2. **A capital expenditure plan (with at least 5 out years)** which identifies the capital

costs of facilities and the revenue sources (including capital grants) and programs for provision;

3. **A methodology** for determining the proportion of costs of community infrastructure to be attributed to growth and the proportion to be attributed to existing areas. This will need to include a mechanism for escalating costs; and
4. **Local Planning Scheme Amendments** which identify development contribution areas as special control areas, and include schedules which provide community infrastructure development contribution plans for these areas and identifying the levies associated with each of these plans.

This community infrastructure plan represents the first phase of preparing the Shire to be able to charge development contributions.

The Shire will need to ensure that its long term financial management plan identifies the capital and operational expenditure associated with community facilities.

Recommendation 4
That the Shire incorporates estimated capital and operational costs for future community facilities as identified in Recommendation 1 in their 10 year financial management plan.

- **Community Infrastructure Development Contribution Plans**
The second phase of this consultancy is to develop Community Infrastructure Development Contribution Plans. Details of what must be contained in these plans are outlined below.

Development Contribution Plans (DCP) must specify:

- (a) The development contribution area that a plan applies to. This should be indicated on Scheme Map as a Development Contribution Area;
- (b) The infrastructure and administrative costs to be funded through the plan. Only community infrastructure that is identified in the local government's community infrastructure plan can be included in the DCP;
- (c) The methodology for determining the cost contribution of each owner towards the infrastructure to be funded through the plan;
- (d) The priority and timing for the provision of infrastructure; and
- (e) The period during which it is to operate

A DCP does not have effect until it has been incorporated into a Local Planning Scheme as a Schedule. DCPs must comply with the principles specified in *State Planning Policy No. XX - Development Contributions for Infrastructure*. This policy is currently in draft form and will be advertised for a two month public comment period at the end of April.

Appendix A

Details of demographic characteristics and facilities in Planning Units and for the Shire as a whole