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# West Park

## **Summary** of Strategic Plan Process and Outcomes

*Draft for Public Comment*

May 2008



# Introduction

In 2007, Moore Consulting were engaged to undertake a Strategic Planning process for the Burnie City Council, in relation to the West Park precinct.

This document is a summary of the results from each of the three stages of the Strategic Plan. As the full report is a lengthy and comprehensive document set out in three stages, the purpose of this summary is carry forward the key information to convey the process that has been taken, and the outcomes of each stage of the report.

The full report by Moore Consulting is available to the public from Burnie City Council.

This summary is designed to provide an easy-to-understand overview of the process and proposed principles and recommendations, for the purpose of community consultation and feedback. All recommendations and guiding principles have been included in full.

The Strategic Planning process involved three stages of work:

## **Stage One    Information Gathering**

The purpose of this stage was to review existing studies and reports, to undertake stakeholder and community consultation and to identify and review external data in order to shape the context for developing the Strategic Plan. This Report gathers relevant information as a reference point.

## **Stage Two    Information Analysis**

The purpose of this stage was to develop from the information gathered, a vision for the site and to determine the strategic issues which would need to be addressed in developing a plan for the precinct. This stage identified key recommendations concerning the site.

## **Stage Three    Plan Development**

Stage Three of the plan resulted in developing three layers of guiding principles that would serve to meet the strategic issues and key recommendations. Those layers of principles are:

- 1        Strategic Guiding Principles
- 2        Urban Design Principles
- 3        Planning Principles

## Summary Stage One: Information Gathering

The Stage One Process involved the following work:

- 1 Describing the current West Park precinct;
- 2 Reviewing relevant studies and reports relevant to West Park;
- 3 Undertaking stakeholder consultation including a public forum;
- 4 Preparing a scan of the major external factors likely to impact on the development of the West Park precinct;
- 5 Describing the key trends likely to affect the potential land uses at West Park; and
- 6 Reviewing the planning scheme currently controlling land use at West Park.

### 1.1 Description of the current West Park precinct

Stage One describes the West Park precinct as a major strategic site in the Burnie municipal area which contains important recreational and environmental assets for the city. 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.

Current uses of the site span a range of purposes, including significant recreational facilities and community use. The western rail line, although with currently limited use, is noted as a significant piece of regional infrastructure bisecting the site.

### 1.2 Reviewing relevant studies and reports relevant to West Park

The following reports were reviewed as potentially relevant to the development of the Strategic Plan in terms of local context and impacts.

- Burnie City Council Strategic Plan, 1995;
- Burnie City Council Strategic Plan, 2006;
- Recreation Plan and Aquatic Centre Feasibility Study, 2003;
- Burnie Aquatic Centre Feasibility Study Review, 2006;
- Preliminary Geotechnical Investigation Re the Proposed Aquatic Centre, 2006;
- Environmental Site Assessment re the Proposed Aquatic Centre, 2006;
- A Settlement and Investment Strategy for Burnie Tasmania Police 2026, 2007;
- Traffic Access Study re the Proposed Re-Development at West Park, 2007;
- Ecological Assessment and Management: Rezoning of Burnie West Park, 2007; and
- Burnie Tourism Development Plan, 2004.

The conclusions and implications for West Park from each of these reports are contained in the full Stage One Report.

## 1.3 Stakeholder and Community Consultation

### *Stakeholder Consultation*

A variety of stakeholder groups were consulted in relation to the strategic direction of West Park. Those stakeholder groups included:

- Burnie City Council;
- AFL Tasmania;
- Burnie Surf Life Saving Club;
- Burnie Historical Society;
- Burnie Swimming Club;
- Friends of Burnie Penguins and Penguin Monitoring Group;
- Burnie-Yeoman Cricket Club;
- Burnie Dockers Football Club;
- Burnie Skate Park Committee;
- Creative Paper Pty Ltd;
- TasPorts;
- Burnie Tourism Association;
- Burnie Sports and Events;
- City of Burnie Cycling Club;

A copy of the questionnaire, as well as the inputs received from each of the groups is contained in the full Stage One Report.

The summary conclusions from the Stakeholder Consultation were:

- 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.
- None of the sporting organisations consulted with suggested any of their own financial contribution towards these facilities.
- A strong sense of community attachment and belonging to the site.
- A strong preference from community members that the area be retained for use by the community, not sold to private developers.
- 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.
- Synergies may exist between the services provided by an aquatic centre on the West Park site and the existing sports in the precinct.
- Any proposed development should consider the day-to-day function of the area ,not special events;
- Precincts should be made up of sporting, entertainment, community and tourism (culture) zones;

- 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**

In addition, a public forum for Burnie residents was also held at the Civic Centre in December 2007 attended by approximately 50 residents. The public were also able to submit comments through a written survey form.

Attendees were provided with information about the project – rationale, methodology, and visions for the 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:

- Audience members had varying questions relating to the types of developments/building that may be constructed on the site;
- Audience members raised concerns over the loss of the use of the land to the general public;
- Lessons should be learnt from places such as Geelong (waterfront).

The following conclusions can be made from the audience comments and completed survey forms members of the public:

- Removal of portico remains is a contentious issue for those in attendance
- The area should be respected and treated as a cultural and sporting/recreation precinct – equally.
- A preference for the precinct to remain/become a place where families can use for outings, picnics, exercise and general relaxation;
- Community concern that any residential development in the area will be more affluent and result in limited access by the general public;
- Preservation of the coastline is of utmost importance;
- Consideration should be given to the arts, drama and music in any planning or development, ie not just sporting activities;
- A strong desire towards the site being retained by (ownership) the community, to be used for community leisure and cultural activities;
- 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.

## **1.4 Scan of Major External Factors likely to impact the Development of West Park**

The following external factors were considered in relation to their potential impact on the future of West Park. The full report of Stage One details the characteristics, conclusions and implications.

- Political
- Economic
- Environmental
- Social
- Technological

## **1.5 Key Trends likely to influence Development at West Park**

The following key areas were considered in relation to determining key trends that would have a significant influence on the future demand for land use at West Park:

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

## **1.6 West Park Precinct Land Use Considerations**

This section of the Stage One report examined the implications of the current land use planning scheme as it applies to West Park. Current zonings over the precinct include Open Space, Community Purposes and some unzoned areas.

Other Land Use issues are also identified as requiring consideration in future development, being:

- Relevant State Policies
- Sea Level Rise
- Car Parking and Access
- Building Siting
- Signage

Future Use and Development of the Precinct discussed in Stage One of the Report suggests that a Local Area Plan for the precinct would be an appropriate way forward for Council to ensure the development of a clear and considered blueprint for the future development of the site.

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)

Further advancement in the Strategic Planning process, in conjunction with consultation from the Council’s planning body, later identifies a Specified Departure as the best mechanism to create the specialized planning control for the area. This is identified in the Stage Two Report.

## **1.7 Summary Stage One**

Stage One of the Strategic Plan is an information gathering stage. Relevant reports, consultation and impacting factors are gathered and compiled in order to set the context for developing future direction.

## Summary Stage Two: Information Analysis

The Stage Two Process involved the following work:

- 1 Developing a vision for the West Park Precinct;
- 2 Identifying strategic issues to be addressed and objectives to be achieved during the development of the West Park Precinct;
- 3 Identifying strategy options and determining the preferred strategy ;
- 4 Undertaking an analysis of the strengths, weaknesses, opportunities and threats (SWOT) of the preferred strategy and preparing a plan to manage risks associated with the preferred strategy;
- 5 Identifying the main sources of sustainable competitive advantage and key performance indicators associated required to successfully implement the strategy; and
- 6 Preparing a broad schedule to implement the strategic plan for the West Park Precinct.

### 2.1 Vision

The West Park Precinct as an active and vibrant cornerstone of the Burnie municipality operating on a sustainable basis delivering social, environmental and economic benefits to the Burnie community through a focus on providing high quality open space, recreational opportunities and cultural pursuits.

### 2.2 Strategic Issues

To achieve this vision, the Burnie municipality will need to address the following issues:

#### ***Achieving a balance of land uses that contribute to the quality of life of Burnie residents***

The public consultation process identified a range of demands for the use of West Park Precinct including

- Public open space;
- Land for cultural purposes;
- Sport and recreation land uses; and,
- Some commercial land uses including tourism, retail and residential.

The challenge of this plan will be to satisfy these competing demands in a way that provides an opportunity for members of the Burnie community to:

- Continue to access safe, user-friendly open space in a prime waterfront location;
- Provide access to Burnie's cultural identity as well as general cultural pursuits;
- Provide access to high quality sport, leisure and recreational facilities on an organised and non-organised basis both now and into the future;
- Reap the benefits from a range of commercial activities (retail, tourism, residential) that also support the primary West Park land uses of:

- open space,
- cultural activities and,
- sport, leisure and recreation pursuits.

***Providing a mix of opportunities that enable the achievement of both public and private sector outcomes***

Following from the public consultation, the review of reports and studies relevant to West Park clearly indicated the lacking of financial sustainability for current land uses at West Park, particularly those associated with sport, leisure and recreational activities.

Burnie City Council, on its own, is clearly unable to be the sole funder of land uses at West Park, particularly as they relate to:

- Open space;
- Cultural activities; and,
- Sport, leisure and recreational pursuits.

As a result developers, in addition to Burnie City Council need to be sought and attracted to the West Park Precinct.

The second major challenge of this strategy is to identify opportunities that are attractive to both public and private sector developers. For example, a hotel developer may also see benefit in providing aquatic centre facilities to both hotel residents and the public or a visitor attraction developer may also be interested in providing visitor information and cultural interpretation facilities.

Thirdly, it may be a requirement of the planning controls that all development, public and private, establish and maintain minimum areas of public open space.

***Lack of a development process that provides opportunity for appropriate consultation and input***

The process of preparing a Strategic Plan for West Park highlighted a number of concerns. These include:

- Burnie residents have a passionate sense of ownership of West Park resulting in a strong desire to maintain a high level of public ownership of the site even though a considerable proportion of West Park has been for limited public use.
- At the same time, Burnie residents also demand a wide range of high level facilities that are clearly outside the funding limits of Burnie City Council;
- A lack of a clearly defined strategic planning process for iconic landmarks such as West Park. This also includes the lack of a clearly defined development assessment process, particularly as it applies to significant areas owned by local government.

As such, a process does not exist that provides for the appropriate consultation of relevant stakeholders on a timely basis. The lack of a suitable process may lead to disenchantment amongst major stakeholders including:

- Burnie residents;
- Developers;
- Burnie Aldermen and
- Burnie Council staff.

If a suitable development process is not implemented, the final outcome is lack of appropriate development (including 'patching up' the status quo) including:

- Lack of support from Burnie residents
- Poor decisions based on incomplete or inaccurate information;
- Failure to attract high quality developers due to:
  - o No leadership from Burnie City Council;
  - o Lack of certainty;
  - o Unclear process; and,
  - o Perceived lack of a 'level playing field'.

## **2.3 Maximisation of Resource Availability to Implement the West Park Precinct Strategic Plan**

### ***Land Use***

As discussed earlier there are four strategic land uses recommended for West Park:

- Open space;
- Sport, leisure and recreation;
- Cultural activities; and
- Commercial activities (retail, tourism and residential).

This report recommends the following allocations of each major land use as a proportion of the total land area of West Park.

- |                                 |     |
|---------------------------------|-----|
| - Public open space             | 30% |
| - Sport, leisure and recreation | 35% |
| - Cultural activities           | 20% |
| - Commercial activities         | 15% |

The following table provides a comparison of the current mix of land uses at West Park with the mix recommended by this strategy.

Land Use	Current %	Current Area m <sup>2</sup>	Future %	Future Area M <sup>2</sup>
Education	10.3%	11,908	0.0%	0
Sport, Leisure & Recreation	39.4%	45,553	35.0%	40,466
Skate Park	1.7%	1,965	1.7%	1,965
Car Parks	5.9%	6,821	?	?
Penguin Area	0.1%	116	0.1%	116
Undeveloped Open Space	42.6%	49,253	0.0%	0
Developed Open Space	0.0%	0	30.0%	34,685
Cultural	0.0%	0	18.2%	21,042
Commercial	0.0%	0	15.0%	17,342
Total	100.0%	115,616	100.0%	115,616

### ***Ownership and Management Options***

The report has identified three major options for ownership and management of the West Park Precinct:

- Public ownership and management;
- Private ownership and management and
- Public/private ownership and management

The advantages and disadvantages of each ownership and management option are listed below, followed by the Report's recommendation.

#### ***Public Ownership and Management***

The West Park site is currently owned by the public sector with Burnie City Council owning the vast majority of the site and the Tasmanian Government owning a small section associated with the railway line.

#### **Disadvantages**

- As outlined earlier, the Burnie City Council is unlikely to be able to allocate sufficient resources (mainly financial) to be able to both establish and maintain the West Park Precinct to the level that:
  - o Burnie residents expect;
  - o Responds to the clear trends in community participation in recreational and cultural activities and
  - o Positions Burnie as a leading regional centre

### Advantages

- Retaining West Park in public ownership and management does give the Burnie municipality total control (to the extent that funds allow) over the current and future land uses at West Park. This supports the clear view of the public consultation process that as much of West Park as possible remains in public hands.

### *Private Ownership and Management*

This option would involve the private sector purchasing some title to West Park for its own purposes. Future development at West Park would be at the discretion of private owners subject to the Burnie Planning Scheme 1995 and this Precinct plan.

### Advantages

- The Burnie City Council would receive a significant cash windfall able to be used for other development and core council activities.
- The private sector may be able to establish and maintain facilities to a higher standard than possible under Burnie City Council ownership. This is because the private sector may have access to other sources of funds including both equity and debt.
- Significant ongoing rate revenue for the long term

### Disadvantages

- It is most unlikely that the Burnie residents would accept full private ownership of West Park. This point of view was clearly expressed in the community consultation process.
- It is most likely that the mix of land uses (open space, cultural and recreation and commercial) would change significantly in proportion with open space land uses and cultural land uses suffering the most. A number of sources including:
  - o Community consultation;
  - o Recreation study;
  - o Settlement and investment strategy; and
  - o Urban design recommendations have recommended against the significant reduction in open space - At West Park in particular

In the case where a private sector operator provides a public good at West Park (eg; playing arena) and that private operator is no longer able to provide the service, then, the Burnie City Council may be forced to provide the service with all the current and contingent liabilities this entails.

### *Public and Private Ownership and Management*

Under this option, the Burnie City Council would enter into commercial arrangements with one or more private sector developers to establish and operate a number of services at West Park. The commercial arrangements could include:

- Sale of land;
- Long term lease of land;

- Lease and hand back to Burnie City Council;
- Turnkey and lease to Burnie City Council; and
- Subsidisation by Burnie City Council.

#### Advantages

- This option supplements Burnie City Council resources with resources from the private sector to achieve the strategic outcomes for West Park.
- It provides a mechanism for private sector involvement whilst still maintaining majority public ownership.
- It also provides the means by which the proportions of land use given to open space, cultural activities, recreation activities and some commercial pursuits can be maintained.
- Significant ongoing rate revenue for the long term

#### Disadvantages

- This option may mean a reduction in the level of public ownership of West Park particularly where Burnie City Council may be required to sell land in order to:
  - o Secure a preferred developer or
  - o Free up cash to be used for other council developments including the relocation of services.
- Control over private sector land use at West Park by the Burnie City Council is limited to:
  - o The terms and conditions of commercial arrangements
  - o Requirements of the Burnie Planning Scheme 1995 and this Precinct plan.
- Developments may involve a longer time frame due to the increased number of parties to the decision making process regarding developments at West Park.

#### *Recommendation*

This report recommends a mixture of public and private ownership and management structure for West Park, for the following reasons:

*A public ownership and management structure* does not provide the resources required to meet the development outcomes for West Park.

*A private ownership and management structure* fails to meet the community demand for majority public ownership, neither is it likely to maintain the desired proportionate mix of land uses at West Park comprising:

- o Open space;
- o Cultural activities;
- o Sport, leisure and recreation activities; and,
- o Commercial land uses.

## **2.4 Development Strategies**

The Stage Two Report analyses each of the four strategic issues, by developing proposed objectives, strategies, key performance indicators and key performance targets for each issue. These are contained for reference in the full Stage Two Report.

## **2.5 SWOT Analysis**

The above strategies (with objectives, key performance indicators and targets) are then analysed using a SWOT approach, to provide an overview of associated Strengths, Weaknesses, Opportunities and Threats. Implications for West Park on of each of these individual aspects are also detailed in the full Stage Two Report.

## **2.6 Risk Management**

Further to the SWOT analysis, the Stage Two Report then outlines the major risks to be managed in order to successfully develop the West Park precinct. These are detailed in the full Stage Two Report.

## **2.7 Key Success Factors**

Factors that are critical to the success of the strategy to develop the West Park precinct are identified as:

- The provision of public/private facilities that meet current and likely future demand in terms of lifestyle, access and amenity;
- The creation of an environment that attracts quality developers;
- Clearly delineated precincts focusing on the following primary land uses:
  - o Open space;
  - o Cultural activities; and
  - o Sport, leisure and recreation
  - o Commercial (tourism, retail and residential)
- Creating a balance of public and private sector activities in order to ensure long term sustainability.

## **2.8 Sustainable Competitive Advantage**

The development of a sustainable competitive advantage from this strategy centres on the creation of a public amenity supported by commercial development that is sustainable in the long term.

## 2.9 Implementation Schedule

A preliminary implementation schedule is contained in Stage Two Report. A revised version is included in the Stage Three Report and mentioned in the following section of this document.

## 2.10 Recommendations for the Development of the West Park precinct

Finally, the Stage Two Report puts forward a range of recommendations in relation to land uses at West Park. These recommendations are contained below in full:

### ***West Park Precinct as a Whole***

- 1 That the West Park Precinct is seen an iconic landscape:
  - a) That is held in passionate regard by the Burnie community;
  - b) Where appropriate development of the Precinct provides an opportunity to make a significant contribution to the quality of life of Burnie residents; and
  - c) That provides the City of Burnie as a whole with a model by which the rest of the municipality can grow and prosper.
  
- 2 That the development of the West Park Precinct should centre on the site being a high quality, park-like landscape with the primary land uses being:
  - a) Public and private open space (30% of the total site);
  - b) Community and cultural activities (20% of the total site)
  - c) Sport, leisure and recreation activities (35% of the total site)
  - d) Commercial activities (retail, tourism, residential) (15% of the total site)
  
- 3 That any commercial land uses will be complimentary to the primary land uses and will most likely include appropriate scale:
  - a) Retail;
  - b) Tourism; and
  - c) Residential land uses.
  - d) Commercial land uses are likely to comprise 15% of the total West Park Precinct.
  
- 4 That any development activities planned for the site should be demand driven both in terms of utilisation by Burnie residents and market forces. The focus on demand rather than infrastructure (build it and they will come) will ensure the long term sustainability of land uses planned for the West Park Precinct from both public and private funding points of view.
  
- 5 That any development at West Park should be planned in an holistic manner taking into consideration the Burnie municipality, not just West Park and, that the primary focus of any development at West Park should be the consolidation of existing land uses rather than the development of new ones.

- 6 That any development at the West Park Precinct be of the highest quality possible due to the fact that 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. For example, any visitor services developed on the Precinct should be at least 4 – 5 star, if not higher.
- 7 That any development at the West Park Precinct take into consideration the following demographic trends:
  - a) The population of Burnie is not expected to grow significantly over the next 20 years:
  - b) The population of Burnie will continue to age with a significant and growing proportion of the residents being aged over 50 years by 2026.

### ***Open Space***

1. That the landscape strategy developed for the site should focus on the creation of a park theme that reinforces the Precinct's name.
2. The focus of the precinct is a park landscape with built-form in response to the landscape – not the other way around.
3. That the development of open space at the West Park Precinct focus on a park landscape strategy incorporating park facilities such as pathways, furniture, signage and experiences.

### ***Community and Cultural Activities***

- 1 That a major land use at West Park is dedicated to a cultural precinct integrating a range of facilities and services including:
  - a) Visitor information;
  - b) Interpretation of regional and local heritage;
  - c) Community based commercial activities; and
  - d) Community based event/entertainment activities.
- 2 That community sector involvement at West Park demonstrate the capacity and capability to provide infrastructure and deliver services on a sustainable basis.
- 3 Community/cultural based activities should focus on establishing and delivering activities that promote Burnie's unique cultural identity rather than a generic focus.
- 4 Major development opportunities for community and cultural activities are likely to involve a cultural precinct including:
  - a) A visitor information centre;
  - b) Cultural and historical interpretation centre;
  - c) Auditorium;

- d) Artist in residence facility; and
- e) Creative Paper Pty Ltd

### ***Sport, Leisure and Recreation***

- 1 That West Park be developed as a major sporting and recreation precinct in the Burnie Municipality.
- 2 That the continued provision of sporting and recreation facilities at West Park address the significant and growing participation in non-organised sport and recreation activities and, the smaller and falling participation in organised sport and recreation activities with activities focusing more on non-structured activities including:
  - a) Walking;
  - b) Aerobics/fitness;
  - c) Swimming; and
  - d) cycling; and,
  - e) less on structured competition based activities including:
    - f) Australian Rules Football;
    - g) Cricket;
    - h) Athletics; and
    - i) Competitive cycling.
- 3 That 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.
- 4 That sporting and recreational activities need to establish the basis for long term sustainability (economic, social, and environmental).
- 5 That 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.
- 6 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.
- 7 Major developments relating to sport, leisure and recreation activities may include:
  - a) A multi purpose sporting arena with associated spectator, participant and administration facilities likely to cater for:
    - i) Football
    - ii) Athletics;
    - iii) Cycling;
    - iv) Cricket
    - v) Outside aerobics; and

- vi) Walking
- b) An aquatic centre including both wet and dry areas, gymnasium, group and individual recreation facilities.

### **Housing**

- 1 That any housing land use at the West Park Precinct will need to establish that:
  - a) The land use is directly supporting the primary land uses at West Park; or
  - b) That land use is required to maintain the viability of associated land uses at the West Park Precinct; or
  - c) That the land use contributes to the ongoing presence of vibrancy at the Precinct. This vibrancy can only be created through a permanent presence of people on the West Park site.
- 2 Housing as a land use at the West Park Precinct is expected to comprise 15% of land area allocated to commercial land uses.

### **Retail Activities**

- 1 That the retail land uses can be justified as a supportive function to the Precinct's primary land uses.
- 2 The major retail land use is likely to be associated with the establishment and operation of Creative Paper Pty Ltd.
- 3 Other retail activities are likely to be only associated with serving:
  - a) Sport, leisure and recreation activities at the Precinct;
  - b) Community and cultural activities;
  - c) Visitors to the Precinct; and
  - d) Local residents.

### **Tourism and Related Activities**

- 1 That visitor and related 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.
- 2 Any new tourism development at the West Park Precinct should meet the demand of at least 4-5 star level and compliment existing tourism infrastructure, services and experiences elsewhere in Burnie.
- 3 That any new tourism development at the West Park Precinct be in response to substantiated and verifiable demand.
- 4 The above includes any Council sponsored tourism related activities.

### **Commercial Office Space**

There is not expected to be any commercial office space (office space for lease/rent) at the West Park Precinct. This refers to office space that is built specifically for rent or lease. It does not include office space that is built a part of the administration function of other buildings.

### **Industrial Land Uses**

There is not expected to be any industrial land uses at he West Park Precinct.

### **Managing Environmental Issues**

- 1 That land uses at West Park address environmental issues including:
  - a) Conservation of natural resources;
  - b) Maintaining biodiversity; and
  - c) Management of endangered and protected flora and fauna.
  
- 2 That an ecological plan be developed to successfully manage the Little Penguin colony including:
  - a) Any development needs to be considerate of the penguin habitat – ie limit on number, height, construction of buildings;
  - b) The extent of human and other activity (including pets) near and around the colony should be minimised
  - c) Event scheduling and management needs to consider seasonal behaviour of penguins and other wildlife;
  - d) Penguin rookery/visitor facility should remain where is – people management, access, construction and parking to be ‘managed’ around this.

### **Vehicular and Pedestrian Circulation**

- 1 That the nature and location of access (entry and exit) at the West Park Precinct can only be determined after the major land use considerations have been finalized. It is strategically important that access is determined by the nature of pedestrian and vehicular traffic associated with potential land uses – not the other way around.
  
- 2 It is assumed that the railway corridor will remain in existence for at least the foreseeable future. The railway infrastructure bisects the Precinct creating an unnecessary barrier and noise levels. This plan supports the relocation of the railway corridor to the perimeters of the Precinct on one side or the other.
  
- 3 That there be a focus on delivering the following urban design outcomes:
  - a) Establishing strong connections to adjacent land uses via clear and legible path networks and well defined vehicle entry points;
  - b) Establishing a comprehensive pedestrian/bike network to and from the site;

- c) Accentuating the arrival and threshold experiences;
- d) Providing a clear and legible circulation strategy for the Precinct that establishes two main point of entry and which highlights the sense of arrival;
- e) Creating a singular access road to the site which connects future uses and locates car parking to clearly defined locations.

### ***Infrastructure and Built Form***

- 1 That the design, placement and construction of infrastructure at West Park will need to take into consideration:
  - a) The possible effects of climate change including rising sea levels, rising temperatures and changing rainfall patterns.
  - b) The wider range of community needs – not just an extension of existing infrastructure and services.
  - c) The needs and preferences of older people. This applies particularly to leisure/recreation and cultural goods and services.
  - d) The protection of local flora and fauna, particularly the resident Penguin colony.
  
- 2 That the built form should be consolidated to the eastern edge of the Precinct to connect thematically with the waterfront and retail core and, to provide an experiential contrast to the more open character of the western side of the Precinct.
  
- 3 That the built form should be linear in nature to reinforce the Precinct’s natural qualities and be generally of low scale.
  
- 4 That the built form comply with contemporary principles and practices of Environmentally Sustainable Design particularly regarding:
  - a) Energy conservation;
  - b) Water conservation;
  - c) Minimisation of fossil fuel usage associated with transport;
  - d) Preservation of the natural features of the West Park Precinct;
  - e) Waste minimization;
  - f) Enhancement of indoor environmental quality;
  - g) Appropriate landscaping;
  - h) Enhancing community life; and
  - i) Maintenance.

### ***Overall Management of the West Park Precinct***

- 1 That a public and private ownership and management structure be developed and implemented for the West Park Precinct.
  
- 2 That the development of the West Park Precinct will be the responsibility of the Burnie City Council working in partnership with private sector developers to deliver a range of social, environmental and economic outcomes for both the West Park Precinct and the

Burnie municipality. The Council working in partnership with private sector developers will ensure that resources available for the development of the West Park Precinct are maximised.

- 3 That the Burnie City Council will be assisted in the management of the site by an appropriately skilled and experienced advisory panel comprising members from both within and outside the Burnie municipality.
- 4 Develop a Local Area Plan (or equivalent) that clearly sets out the requirements of development projects to meet:
  - a) The development outcomes for the West Park Precinct; and
  - b) The requirements of the Burnie Planning Scheme

## **2.11 Summary Stage Two**

Stage Two of the Strategic Plan analysed the information gathered in Stage One, in order to prepare strategies to guide the development of West Park. It presented a range of recommendations concerning the site.

## Summary Stage Three: Plan Development

The Stage Three Process involved the following work:

- 1 Reviewing and documenting **strategic** guiding principles;
- 2 Reviewing and documenting **urban design** guiding principles ;
- 3 Reviewing and documenting **planning** guiding principles;
- 4 Reviewing the tasks to implement this Strategic Plan;

### 3.1 Strategic Guiding Principles

(The following guiding principles are shown below in full from the Stage Three report.)

The following strategic guiding principles reflect the long term, strategic nature of this plan to develop the West Park Precinct. The principles represent the first layer in the process to assess any developments (including public sector developments) proposed for the Precinct.

Any development at West Park should address the following strategic criteria:

#### ***Maintains and Encourages Public Access***

- 1 Preferred developments maintain and encourage access to the site and neighbouring sites. Public access is vital from both commercial sustainability and community benefit viewpoints. Proposals that discourage public access and limit the linkages with neighbouring sites are not preferred.
- 2 Developments should improve public amenity not restrict or diminish public amenity

#### ***Fits with the Strategic Plan of Burnie City Council***

- 1 Facilitate Community Development
- 2 Facilitate local investment and development
- 3 Identification and promotion of opportunity
- 4 Facilitate strategic industry/business sector development locally
- 5 Development of appropriate linkages
- 6 Identification and promotion of opportunity

#### ***Has a Focus on the Development of the Burnie Region***

- 1 Any proposed development should be aligned with the development of the City of Burnie and the surrounding areas.

- 2 The development of the region (rather than a focus on any development in particular) is expected to lead to:
  - a) higher rates of population growth;
  - b) increased market sizes; and
  - c) an increased capacity to develop the economic, social and natural environments in a way that leads to improved quality of life for the residents of Burnie and surrounding areas.
- 3 A focus on any development in particular only could severely limit the opportunities for growth by limiting market sizes, public funding bases and attractiveness for private investment.
- 4 A focus on any particular development without consideration of the wider region will fail to attract the range and quality of public and private investment that a focus on Burnie and surrounding areas as a whole would.

### ***Maintains Burnie as a Major Port, Service Centre and Coastal Location***

- 1 Development at the Precinct should enhance and compliment the values, attributes and characteristics that centre on Burnie as an important operational port and as a significant centre servicing the surrounding hinterland
- 2 These factors are valued by residents, visitors, businesses and industry of Burnie and form the attractiveness of the location as a place to live, work and invest.
- 3 Whilst some existing land uses in Burnie may diminish over time, this Strategic Plan provides the opportunity to develop other commercially viable and community acceptable land uses consistent with the overall activities of Burnie as a major port, service centre and coastal location

### ***Has the City of Burnie City as the Focus***

- 1 Any proposed development should focus on the City of Burnie. This has the propensity to increase economic activity in the city which flows on to surrounding areas
- 2 Focusing on the City of Burnie provides the opportunity to take advantage of infrastructure already established in the City of Burnie and reduces the chances of unnecessary duplication

***Are Underpinned by Relevant Studies, Information and Data*** that include:

- 1 Burnie City Council Strategic Plan, 2006;
- 2 Recreation Plan and Aquatic Centre Feasibility Study, 2003;
- 3 Burnie Aquatic Centre Feasibility Study Review, 2006;
- 4 Preliminary Geotechnical Investigation Re the Proposed Aquatic Centre, 2006;
- 5 Environmental Site Assessment re the Proposed Aquatic Centre, 2006;
- 6 A Settlement and Investment Strategy for Burnie 2007;
- 7 Traffic Access Study re the Proposed Re-Development at West Park, 2007;
- 8 Ecological Assessment and Management: Rezoning of Burnie West Park, 2007; and
- 9 Burnie Tourism Development Plan, 2004.

***Maintain and are Consistent with Burnie's Waterfront Theme***

Development at the site should:

- 1 Provide access to waterfront as a community benefit
- 2 Focus on the waterfront as a visitor attraction
- 3 Fit with Capacity and capability of Burnie
- 4 Form an integral part of the Burnie Waterfront plan

***Improve Linkages with Other Relevant Sections of the Burnie Municipality***

Preferred developments at the site should:

- 1 Enhance movement of traffic and pedestrians between sections
- 2 Not isolate sections of the city (visually, traffic/pedestrian flow, commercially)
- 3 Not weaken current linkages between sections of the City that are likely to increase the chance that residents, visitors and others may choose to spend their time in some areas more than others.
- 4 Aim to improve linkages between major Burnie destinations, not detract from them or even create new ones.

***Provide for Public and Private Investment with a Public Benefit***

- 1 Any public investment leverages private investment (eg seed funding)
- 2 Projects should be compared in terms of ROI to the Burnie Community
- 3 Any public investment has a demonstrable public benefit
- 4 Public benefit may be in the form of relevant information, clear, well-defined processes, access to key sites
- 5 Public funds should be expended in a way that compliment rather than compete with, or even operate independent of, private sector funds.

### ***Have Realistic Development Timeframes***

- 1 The shorter the development time the sooner benefits will be experienced by the Burnie Community
- 2 Longer timeframes are based on less reliable data
- 3 Longer timeframes are more difficult to establish commercial viability
- 4 Timeframes need to be established, realistic and agreed

### ***Have an Acceptable Scale of Investment and Risk***

- 1 The larger the investment required the greater the risk of both non completion and the development of commercial sustainability
- 2 Projects should clearly identify the risks including strategies to mitigate and manage the risks identified
- 3 Projects should be ranked according to risk

### ***Develops Sustainable Competitive Advantages***

- 1 We need a clear understanding as to what are Burnie's sustainable competitive advantages and how these relate to any particular project
- 2 Sustaining competitive advantage is achieved through delivering products and services that are:
  - a) Valuable – serve a useful purpose
  - b) Rare – not found anywhere else
  - c) Hard to copy – difficult for others to replicate elsewhere
  - d) Non-Substitutable – cannot be replicated by other products
- 3 Developments that are unable to clearly demonstrate sustainability reduce the attractiveness of Burnie and 'crowd out' developments that are more likely to be commercially sustainable.

### ***Delivers Economic Benefits*** with preferred developments options providing:

- 1 Higher levels of profitability for service providers
- 2 Employ more people over a longer period of time
- 3 Potential for further investment, growth and development

### ***Delivers Sustainable Environmental Benefits*** where development:

- 1 Does not create irreversible environmental damage
- 2 Supports the concept of intergenerational equity of environmental assets
- 3 Results in a non-declining natural wealth
- 4 Is consistent with ecological resilience

***Delivers Identifiable Social Benefits*** that:

- 1 Improve employment, incomes, government revenue
- 2 Provide equity of access and involvement
- 3 Improve public amenity
- 4 Maintain local character and identity

***Focus on Burnie's Existing Capability and Capacity to Deliver***

- 1 Projects that are based on and develop existing capability (skills and knowledge) and capacity (amount of work that can be undertaken locally) of Burnie are more likely to succeed than those that are entirely new.
- 2 This is due to the higher level of risk associated with projects where Burnie has little or no existing capability or capacity

***Build on Burnie's Existing Level of Infrastructure, Services and Products*** where:

- 1 Projects that build on and enhance existing infrastructure, products and services are more likely to succeed than those that are based on entirely new infrastructure, products and services to the region
- 2 Products and services that are entirely new to Burnie are more speculative, based on less robust local knowledge and are therefore represent a much higher level of risk

***Delivers Positive Effects on Existing Burnie Businesses***

- 1 Projects that demonstrate a net positive benefit to existing businesses are preferable than those that reduce the capacity of existing businesses to contribute to the Burnie economy. This does mean to say that competition is detrimental – quite the opposite
- 2 Competition may serve to improve the contribution of existing businesses by making it more difficult for those with low levels of competitive advantage to remain viable
- 3 Developments that require customers to choose between discrete locations should be subject to close scrutiny
- 4 Any development must be able to attract new businesses that are higher yielding and offer growth prospects
- 5 Developments that discourage further business (eg anti competitive, assume all of available market, create excess supply) are not likely to attract further business and should be discouraged.

## **3.2 Urban Design Guiding Principles**

The urban design principles outlined in the Stage Three Report form the second layer of principles guiding the future development of the West Park Precinct and provide overall guidance regarding the nature and land uses at the West Park Precinct

(The following guiding principles are shown below in full from the Stage Three report.)

Any development at West Park should address these Urban Design Principles:

### ***Connections and Arrivals***

- 1 Establish strong connections to adjoining land uses through clear and legible pathways and well defined vehicle entry points;
- 2 Establish a comprehensive pedestrian bike path network to the site; and
- 3 Accentuate the sense of arrival and destination experience

### ***Create a Visitor Destination***

Create a significant visitor focus to the site to reinforce this as a major public destination and ensure it becomes an integral part of The Burnie Waterfront.

### ***Provide a Strong Landscape Structure to the Site***

- 1 Create a park that reinforces the site's name.
- 2 Establish an overall landscape strategy that reinforces connections to Burnie Park and creates a strong indigenous fringe to the coastal edge.
- 3 The Landscape strategy should be comprehensive and be used to inform future development of the precinct, rather than conceived as an edge to any future built form
- 4 Provide appropriate public facilities to encourage use and foster enjoyment of the site such as furniture, shelter, signage and a variety of landscape experiences and functions.

### ***Public Use***

- 1 This site is an underutilized asset for the citizens of Burnie.
- 2 Continue to develop this precinct as primarily for public use.
- 3 Development should be selected on stringent criteria, such as its public use, community benefit, appropriate scale, quality of architectural form and its ability to create a site as a visitor focus.
- 4 Any private developments will be sympathetic to the public use in the precinct.

## ***Landmark Buildings***

In the same way that the former primary school site provided a landmark bookend to the Waterfront of Burnie, new developments should create the same iconic function. The location of landmark buildings will create a destination along the waterfront and connect the site back to the retail core.

## ***Car Parking and Vehicle Circulation***

- 1 Provide a clear and legible circulation strategy for the West Park precinct that establishes two main points of entry, which highlights a sense of arrival.
- 2 Create a singular access road to the site which connects to future uses and locates car parking to clearly defined locations.

## ***Capitalize on its Peninsular Qualities***

- 1 Ensure the sites particular qualities of peninsular and coastal edge are reinforced.
- 2 This will require the creation of a sense of distinctiveness from the adjacent residential land uses.
- 3 Continuing a public and community role.
- 4 Ensuring that any development is setback and primarily linear in arrangement to reinforce the linear coastal edge.
- 5 Development generally low scale to accentuate landform and flat peninsula versus elevated ridgeline behind.
- 6 Ensuring a generous public open space provision is developed for the entire coastal edge that is uninterrupted and accessible. This should significantly extend beyond the current fence line.

## ***Extend Burnie Park***

- 1 Extend Burnie Park to The West Park Precinct and continue a park edge along the coastal edge.
- 2 This concept should extend and enhance the indigenous flora and incorporate park facilities such as pathways, furniture and signage.
- 3 Use this landscape feature to enframe future car parking and development.

## ***Consolidation***

- 1 Consolidate future built form to the eastern edge of the peninsular to connect thematically to the waterfront and retail core, and provide an experiential contrast to the more open character to the west.
- 2 Ensure development is linear in nature to reinforce the sites quality and generally of low scale.

### ***Allow Access to the Edge***

- 1 Whilst ensuring landscape and habitat values are protected and enhanced, provide for some significant access to the coastal edge in defined locations.
- 2 This will provide a sense of real wild landscape experience otherwise lacking along Burnie's waterfront and thereby create a point of contrast and attraction.
- 3 This access should be appropriately sited, be well designed and provide important interpretive material.

### ***Bass Highway Frontage***

- 1 Future planning should ensure that there is a visual and physical access to the site along Bass Highway.
- 2 New improved edge conditions including generous landscaped frontages should be part of any new development.
- 3 Considerations should be given to how new edge conditions contribute to a sense of arrival and gateway experience.
- 4 New development or land use should address this site as the principal frontage to the Precinct.
- 5 Future master planning should consider the former site as an important public use site with strong iconic qualities.
- 6 Development at the West Park Precinct should create a significant visitor focus at the Precinct to reinforce the site as a major public destination and to ensure the Precinct becomes a major part of the Burnie Waterfront.

## **3.3 Planning Guiding Principles**

The planning guiding principles outlined in the Stage Three Report form the third layer of principles guiding the future development of the West Park Precinct and provide overall guidance with respect to infrastructure and design.

(The following guiding principles are shown below in full from the Stage Three report.)

Any development at West Park should address these Planning Guiding Principles:

### ***Requirements to Ensure Fit with Existing and Adjoining Land Uses***

- 1 West Park occupies a prominent location on a peninsula near the centre of Burnie, and in the hearts and minds of the Burnie community. It is necessary to ensure that development of the West Park precinct maintains the values and expectations that the community have of and for the precinct while maximizing opportunities for innovative and sustainable development.

- 2 To ensure West Park succeeds as a precinct vital to the lives and prosperity of the Burnie region, and is thought of as an integrated part of Burnie, rather than an exotic addition, development needs to acknowledge and respond to the various physical and intangible contexts with which the precinct is located. These contexts include:
- a) Physical, environmental, social and economic landscapes;
  - b) Local park, suburb and city centre;
  - c) Burnie metropolitan area;
  - d) North West Coast and Tasmania; and
  - e) Nationally and internationally.

### ***Requirements to Ensure Fit with Relevant Geographical and Geomorphological Parameters***

According to an existing geotechnical report<sup>1</sup>, the founding conditions for the majority of the West Park Precinct consist of fill of various types, including but not limited to clays, building rubble, concrete boulders, bricks, cobbles, and an old sea wall.

The report made recommendations that were relevant to one specific proposal. As such there is a risk that it may not be relevant to other potential future development proposals. It is recommended that appropriate site testing and analysis be undertaken to ensure the structure of any proposed development can be adequately designed to the satisfaction of the approving authority.

### ***Requirements to Ensure Fit with Existing Infrastructure and Services***

#### *Pedestrian*

A network of footpaths and walking tracks should be provided within the precinct. These should be designed for seamless integration with Burnie's existing network, especially Burnie park to the south, and the existing and proposed coastal paths, be unobtrusive and to allow for the effective design of other uses within the park (eg: parks). Internally, pedestrian access has number one priority in infrastructure terms. Apart from servicing, and goods delivery, public pedestrian access should be provided to all areas of the precinct, whether by footpath, track, paved areas, grass or other means. Opportunities for rest, seating and the like should be provided at appropriate locations throughout the network.

#### *Human Powered Vehicles (HPV)*

HPV's include bicycles, skateboards, scooters, roller blades and the like. Provision for a main cycleway, suitable for the use of all HPV's, linking the eastern side of the precinct with the west, at existing and proposed path points, is recommended. The route of the cycleway is to provide convenient access to all major land uses within the precinct. Appropriate facilities for the secure storage of HPV's is to be provided for all developments (bike racks, lockers, etc). The existing

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<sup>1</sup> Coffey Geotechnics. "Preliminary Geotechnical Investigation, Proposed Aquatic Centre" 2 August 2006

skate park is to be retained, as well as public access to it, within any future development of that area.

### *Private Motor Vehicle*

- 1 The private motor vehicle is the main form of transport in Burnie, as such needs to be accommodated within the precinct. To ensure public amenity is maintained, motor vehicle infrastructure is to be limited to the minimum required. Given both its adjacency to a major highway, and the public, park-like nature of the precinct, traffic access points will be required to be minimized. Appropriate traffic studies will need to demonstrate the effectiveness of any proposed solution. The impact of car parking should be minimized, with the development of underground parking facilities encouraged. Car parking should be located as close as practicable to the highway access. This is both to minimize the impact of road and parking infrastructure on the precinct as well as to encourage more healthy forms of transport such as walking. Where parking and access roads are located above ground, they are to be screened from public view with adequate and appropriate landscaping.
- 2 To encourage the use of more sustainable forms of transport, and to ensure the most efficient and inconspicuous provision of private motor vehicle infrastructure within the precinct, the development of such motor vehicle related infrastructure should be subject to discretionary approval.

### *Buses*

- 1 Provision is to be made for buses and other forms of public transport. To encourage use of public transport, and reduce dependency on motor vehicles, public transport infrastructure is to be designed to take priority over the private motor vehicle, in terms of location, quality and legibility.
- 2 Provision also needs to be made for tourist coaches, to maximize opportunities for visitors to Burnie to experience the West Park Precinct. If coaches require long term parking within the precinct, then it should be unobtrusive and located to minimize its impact and maximize opportunities for other land uses within the precinct – preferably underground. Long term coach parking should also be subject to discretionary approval.

### *Railway*

- 1 An existing railway corridor winds its way generally through the middle of the precinct. While it provides a physical demarcation line between high intensity and low intensity zones within the precinct, it also forms an extremely undesirable barrier between the zones. The railway corridor severely limits public access between the two zones. However, the railway corridor effectively isolates the two zones from each other without the provision of unsightly fencing and pedestrian and HPV infrastructure or significantly

engineered land bridges these would obstruct valuable views from within and around the precinct.

- 2 Such a situation conflicts with the values, objectives and expectations stated or implied elsewhere within this plan. It is highly recommended that the railway line be either demolished or relocated to maximize public access and amenity within the precinct.
- 3 Given the likely constraining requirement of the railway corridor to continue to be maintained and/or used, a contingency design for the rail use encompassing safe pedestrian crossing points within a transparent design should be provided for.

### *Telecommunications*

To maintain Burnie's competitive advantage in the "marketplace", provision is required for the latest communications technology infrastructure. Broadband internet, mobile telephone, satellite, digital television and other technologies, including those yet to be developed, need to be allowed for. However, given the highly conspicuous nature and location of West Park and any constituent development, such infrastructure (phone towers, dishes, and the like) is required to be concealed from public view.

### ***Requirements to Fit with the Principles of Environmentally Sustainable Design***

- 1 Given the:
  - a) High profile nature of site,
  - b) Its ecological sensitivity,
  - c) Its importance to the Burnie community and business,
  - d) Current and predicted climate change complete with a responsive legislative environment,
  - e) Increasing range of successful precedents,
  - f) Constantly changing availability of applicable technology,
- 2 It is important that development at West Park achieve certain environmental performance benchmarks. These benchmarks should aim to establish Burnie as a leader in sustainable architecture and construction and provide a model for other development in Burnie, across Tasmania and nationally.
- 3 Development should aim to achieve the highest possible order of environmental sustainability. In order to encourage this, it is suggested that proposed developments be assessed against an appropriate and acceptable quality rating system.
- 4 Development also needs to take into account the consequences of future climate change possibilities. Issues to be considered include rising sea levels, increasing frequency and intensity of weather events, warming temperatures. To mitigate the risk of rising sea levels, built form development should only be permitted on ground higher than or equal to 4.20m above Australian Height Datum.

- 5 Existing rocky peninsula landforms provide an important part of Burnie’s physical identity and must be preserved. Development that preserves and enhances the experience of West Park’s geology and wildlife should be encouraged.

### ***Water Conservation***

Opportunities exist for innovative use of water technologies including grey water recycling and rainwater harvesting. Use of such technologies that reduce load on existing infrastructure as well as minimize the ecological footprint of the development should be encouraged.

### ***Requirements to Ensure Support for the Maintenance of Local Flora, Fauna and Biodiversity***

- 1 Development must take into account existing and proposed flora and fauna biodiversity conditions, and be proceed in accordance with the Ecological Management Plan prepared by Applied Ecology Solutions Pty Ltd. Existing animal habitats especially, but not limited to, penguin colonies, are to be preserved or improved in accordance with the referred plan and associated report<sup>2</sup>.
- 2 To reinforce West Park’s integration into its physical context, as well as to encourage the reestablishment of indigenous fauna, indigenous flora should be reinstated. Plantings should include trees, shrubs and ground covers appropriately designed in accordance with the values and objectives of this plan and landscape design best practice. This applies both to proposed parklands and plantings associated within and without proposed buildings.

### ***Desirable Aspects of Building Design and Structural Requirements***

#### *Zones*

- 1 To maximize the opportunities for the development of innovative design solutions for the precinct, only a minimum of zones have been proposed simply to maintain control of the extent of built form development in the context of the park setting. Within each zone, it is anticipated that a variety of uses will be developed to create a sustainable, vibrant community atmosphere.
- 2 To ensure a clear demarcation between levels of intensity of uses, as well as ensuring a vibrant and sustainable consolidation of built forms, the west park precinct has been divided into two (2) zones:
  - a) Medium intensity
  - b) Low intensity

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<sup>2</sup> Applied Ecology Solutions Pty Ltd, “Ecological Assessment and Management: Rezoning of Burnie Westpark” 3 August, 2007.

- 3 The boundary between these two zones generally follows the centerline of the existing railway corridor. With Zone 1 located south of the railway and Zone 2 north of the railway. NOTE: Refer Floor Areas section below for maximum allowable built floor areas.

### Zone 1: Medium Intensity

#### Values/Objectives

- To be characterized by built forms & themes
- To provide an adequate density of buildings to create a vibrant urban precinct that responds to its waterfront context adjacent to the Burnie CBD and inner suburbs
- To provide a variety of community sporting, leisure and recreational experiences which reinforce this vibrancy
- Public access to be maintained where relevant and practical
- Development to contrast with the more open character of Zone 2

### Zone 2: Low Intensity

#### Values/Objectives

- To be characterized by park themes, forms and landscapes
- To be interpreted as a continuation of existing low intensity Burnie Park across the highway.
- To provide a variety of unstructured passive leisure and recreational experiences.
- Development to contrast with the more urban character of Zone 1
- Zone to contain not more than 10% of the maximum total permissible gross floor area.

### *Built Forms*

#### Values/Objectives

To encourage innovative, exceptional and sustainable design solutions, as appropriate for such a high profile site, minimal restrictions should be placed on the design of built forms, apart from the following:

- 1 Built forms are to be designed to achieve compliance with the values and objectives of this plan and to the maximum permitted floor areas outlined in this plan.
- 2 To provide an adequate and appropriate mixture of built forms and public open space.
- 3 Built forms must be designed and located to maintain solar access to public open spaces.
- 4 Given the high profile nature and location of the precinct, all buildings must be of the highest architectural merit, designed only by accredited architects and building designers, and subject to peer review.

- 5 Development of one or several landmark buildings must be encouraged, to cement West Parks place in the psyche of Burnie community and beyond.
- 6 Buildings of different functions, or parts thereof, are to be designed such that they reflect their use and be developed so as to be clearly articulated, delineated and legible in order to avoid the creation of featureless monolithic structures.
- 7 To facilitate the design of a variety of building forms and heights, no prescriptive restrictions on height, bulk, scale, or the like should be placed over the precinct. Building height, bulk and scale will, however, be controlled by maximum allowable floor areas and other restrictions outlined in this plan, and other external commercial constraints.
- 8 In light of the above, and to give the community “ownership” of the West Park precinct as desired, proposed developments should be subject to public commentary.
- 9 Buildings at West Park should be of a height that:
  - a) Addresses strategic, urban design and planning criteria as set out in the West Park Strategic Plan
  - b) Reflects the constraints imposed by the West Park Master Plan such as:
    - i) Boundary set backs
    - ii) Topography
    - iii) Shadowing
    - iv) Wind
    - v) Effect on existing and adjoining land uses

For example:

- Buildings on the western side of the West Park precinct are likely to be lower than those on the eastern side;
- Buildings located towards the centre of precinct may be higher than those closer to the coastline;
- Buildings on the southern side cannot obscure the view or shadow land uses in areas such as West Park Grove;
- From a visual point of view, buildings on the West Park precinct at a lower height above sea level may be higher than those at a higher level.

### *Primary Land Uses*

Development should complement rather than compete with (within reason) existing facilities within Burnie. Opportunities may exist for developments within West Park to replace existing developments elsewhere where they have been deemed inadequate or in need of replacement.

Note: Permitted uses – approval may be sought for uses other than those listed for each zone. Applicants must demonstrate how such proposed use meets or exceeds the values and objectives of that zone to the satisfaction of the approving authority and the intent of this plan.

## *Public Open Space*

### Values/Objectives:

- 1 Provide opportunities for passive informal play and unstructured recreation,
- 2 Provide an effective environmental buffer zone between built forms and sensitive ecologies and environments,
- 3 Reinststate sustainable indigenous ecologies,
- 4 Provide opportunities for water recycling, treatment, harvesting and other innovative sustainable environmental practices, associated with other development at West Park.
- 5 Provide “seamless” connection to existing adjacent parks and recreation areas.
- 6 Landscaping to be used to delineate a variety of distinct human scaled park areas, each with its own unique outlook, and provide appropriate wind and weather protection, and conceal associated car park areas.
- 7 Informal, quiet, natural design and “un-built” aspects provide a counterpoint to the hard landscaping and built forms elsewhere within the precinct, as well as reference the adjacent Burnie Park across the Bass Highway.
- 8 Maximize solar access to any adjacent buildings and allow views from such buildings to Bass Strait, City Centre, Round Hill, Table Cape, etc. as appropriate.
- 9 Designed to be used as overflow car parking when needed for significant events within the West Park Precinct. Consideration would need to be given to subsurface drainage of the parks to accommodate vehicular traffic in this regard.
- 10 Permitted uses:
  - a) Parkland
  - b) Footpath / Boardwalk
  - c) Cycleway
  - d) Toilet Block / Change rooms
  - e) Barbecue area / shelter
  - f) Picnic Tables
  - g) Play / exercise equipment
  - h) Sculpture garden
  - i) Wildlife viewing platform
  - j) Associated car parking
  - k) Mobile ice cream / snack food vendor

## *Sport, Leisure and Recreation*

### Values/Objectives

- 1 Facilitate the broadening of the focus of sporting, leisure and recreation activities from the current structured and organised activities to the less structured, informal and non-organised sporting, leisure and recreation activities.
- 2 Provide opportunities for structured sporting, leisure and recreational activities
- 3 Provide appropriate development to encourage users to maintain or enhance a healthy lifestyle
- 4 Retain the existing sports oval and velodrome. Opportunities exist to develop improved grandstand and seating areas, club facilities, amenities, etc.
- 5 To sustain its role as the primary sporting / recreational facility in the western North West Coast region, the eastern buildings of the sports oval should be redeveloped to incorporate modern football, cricket and other appropriate clubrooms and corporate suites that replace existing outdated facilities.
- 6 A new single access point to sports oval should be developed to replace the current inefficient multiple entry point system and encourage use of any proposed transport, car park and access systems.
- 7 Significant opportunities exist to develop elements of the sports oval to improve facilities and amenities for sports oval users and participants. For example provision of sun shading to currently un-shaded spectator seating.
- 8 Other sporting facilities should be developed to complement Burnie's existing facilities, fill any "gaps", and replace facilities that may be deemed inadequate elsewhere.
- 9 Facilities should be developed to allow both public accessibility and the hosting of organized sporting events.
- 10 Permitted uses:
  - a) Aquatic centre
  - b) Sports oval
  - c) Velodrome
  - d) Spectator viewing area
  - e) Grandstand
  - f) Sports Hall
  - g) Gymnasium
  - h) Squash courts
  - i) Associated amenities

- 11 Existing sports oval, velodrome and heritage grand stand are included in maximum total permissible gross floor areas.

### *Community & Cultural Activities*

#### Values/Objectives

- 1 Provide opportunities for the display, celebration, storage, restoration and management of Burnie's contemporary culture and cultural heritage
- 2 Provide opportunities for civic & community activities to take place in West Park Precinct
- 3 Provide opportunities for visitors to Burnie to learn about and be exposed to its history, heritage, creativity and culture.
- 4 To provide opportunities for the community to contribute to its own development and quality of life.
- 5 To express the best that Burnie and Tasmania can be and has to offer.
- 6 Aside from servicing and the movement of goods / supplies, developments should be fully accessible to the public and serve the community's interest.
- 7 Development should be designed so that it is flexible enough to accommodate changes in community needs & expectations and the ongoing development of Burnie's culture and history.
- 8 Permitted uses:
  - a) Facility to interpret Burnie's cultural heritage
  - b) Art gallery
  - c) Tourist information centre
  - d) Performance space – theatre / amphitheatre / etc.
  - e) Community hall
  - f) Sculpture garden
  - g) Associated amenities

### *Commercial*

#### Values/Objectives

- 1 Provide opportunities for income generating development
- 2 Provide nodes of ongoing employment, as well as providing maximum exposure to West Park and the City Centre for visitors to the city.
- 3 Developments should be designed to reference their contexts near City Centre to the east and within the greater Burnie and North West Coast context.

- 4 As such, developments should be located in closer proximity to the commercial heart of Burnie, the City Centre, and provide the opportunity to create a “storefront” for commercial development within the West Park Precinct.
- 5 Development of alfresco dining and other social opportunities that contribute to a vibrant precinct should be encouraged.
- 6 Permitted uses:
  - a) Hotel
  - b) Residential
  - c) Restaurant
  - d) Café / Takeaway
  - e) Associated retail
  - f) Associated amenities
  - g) Car park

### ***Requirements to Ensure Compliance with Relevant Legislation, Codes and Guidelines***

- 1 In addition to this plan, other legislation, codes & standards to which development in the precinct must comply with include but are not limited to:
  - a) Building Code of Australia
  - b) Australian Standards
  - c) Tasmanian Building Regulations
  - d) Burnie Planning Scheme
  - e) Green Building Council of Australia (recommended) or equivalent

### ***Desirable Aspects of Building Development Issues***

Development of the precinct should occur within time frames that meet or exceed council and community expectations and comply with any contractual agreements. If development is staged over time then it must be designed such that completed intermediate stages are perceived as complete development at all times. This could be achieved by such means as temporary landscaping and land form, and/or through particular attention to building design and planning.

## **3.4 Revised Implementation Schedule**

The full Stage Three Report contains a proposed Implementation Schedule that aims to have developments ready to commence by January 2010. This allows for relevant planning controls, traffic access plans, expressions of interest and submissions to be assessed against the guiding principles.

### 3.5 West Park Precinct Advisory Panel

Stage Three of the Strategic Plan recommends that a West Park Precinct Advisory Panel be established for the role of assessing potential developments and making recommendations to Council on the appropriateness of such developments against the principles outlined in the Strategic Plan.

#### ***West Park Advisory Panel***

- 1 The primary role of the West Park Precinct Advisory Panel is to make recommendations to the Burnie City Council regarding potential development at the West Park Precinct.
- 2 The major tasks will include:
  - a) Making recommendations to the Burnie City Council regarding the fit of development proposals with the West Park Precinct Strategic Plan using Guiding Principles established for the West Park Precinct.
  - b) Making recommendations to the Burnie City Council regarding existing and potential land uses at the West Park Precinct sponsored by the Burnie City Council.
  - c) Provide relevant information to potential developers regarding proposals relating to the West Park Precinct.
- 3 The Panel's operations will be governed by procedures established by the Burnie City Council and will report to the Council on a regular basis regarding developments and activities at the West Park Precinct.
- 4 The recommended number of Panel members is seven. This is to provide the level of expertise required to assess development proposals with regard to the West Park Precinct. The Panel is to consist of a mix of members comprising individuals representing the Burnie City Council and individuals independent of the Burnie City Council. The Panel may operate as an entire Panel or as individuals as determined by the requirements of the project.
- 5 The West Park Precinct Advisory Panel process does not replace any other assessment process required of the Burnie City Council under the Local Government Act.
- 6 The mix of skills, knowledge and qualifications required by Panel members will include those relating to:
  - a) Property development;
  - b) Engineering;
  - c) Town planning;
  - d) Financial analysis;
  - e) Community development;
  - f) Architecture and design;
  - g) Heritage and conservation; and

- h) Environmental issues.
- 7 Other issues to be managed as part of the establishment and operations of the Panel include:
- a) The ability of the Panel to relate to the broad issues including economic development, the environment and community development;
  - b) A balance of gender and age;
  - c) Ability of Panel members to provide advice that can assist the implementation of the West Park Precinct Strategic Plan;
  - d) The value of Panel members that are currently working in their field of expertise; and
  - e) The management of actual and perceived conflict of interest.
- 8 Whilst the Burnie City Council will be responsible for setting the rules of the Panel and funding its operations, the Burnie City Council should outsource the establishment of the panel itself including replacement of panel members when necessary.

### **3.6 Summary Stage Three**

The outcome of Stage Three was to present three layers of guiding principles that would serve to meet the recommendations identified in Stage Two. Those three layers are:

- 1 Strategic Guiding Principles
- 2 Urban Design Guiding Principles
- 3 Planning Guiding Principles

Stage Three also recommends the establishment of an Advisory Panel to undertake the role of assessing any development for West Park against the principles outlined above, and then making a recommendation to Council on that basis.

#### ***Report Consultation***

The report has been undertaken by Moore Consulting. The following organizations and individuals were also involved in the preparation of the Strategic Plan Report:

- Johnson Design Services Pty Ltd
- SCA Marketing Pty Ltd
- Taylor Cullity Lethlean
- Dr Tony McCall
- Merchant Creative
- Andrew Edwards
- Angela Castles