
THE WEST PARK PRECINCT PROJECT

Stage Two - Information analysis Draft Report

January 2008

Prepared for



By



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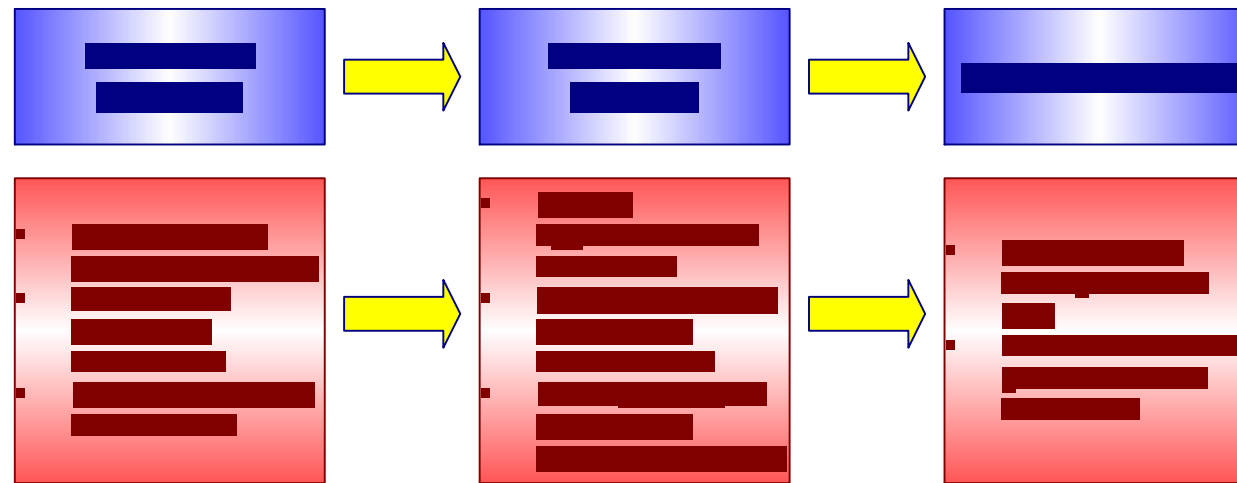


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Introduction

1. This report presents the analysis of information gathered from stage one and forms the second stage in the project to prepare a strategic plan for the West Park precinct. Stage three of the project prepares the documented strategic plan as represented in the following diagram.



2. The work undertaken during stage two has included:
 - a. Developing a vision for the West Park Precinct;
 - b. Identifying strategic issues to be addressed and objectives to be achieved during the development of the West Park Precinct;
 - c. Identifying strategy options and determining the preferred strategy ;
 - d. 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;

- e. Identifying the main sources of sustainable competitive advantage and key performance indicators associated required to successfully implement the strategy; and
 - f. Preparing a broad schedule to implement the strategic plan for the West Park Precinct..
3. This document goes on to provide details relating to each of the above.
4. The following organisations and individuals have been involved in the preparation of this stage one report:
- a. Moore Consulting;
 - b. Johnson Design Services Pty Ltd;
 - c. SCA Marketing Pty Ltd;
 - d. Taylor Cullity Lethlean;
 - e. Dr Tony McCall;
 - f. Andrew Edwards; and
 - g. Angela Castles.

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.

Strategic Issues

To achieve this vision, the Burnie municipality will need to address the following issues. These issues were identified from information gathered during stage one of this project

1. Achieving a balance of land uses that contribute to the quality of life of Burnie residents;
2. Providing a mix of opportunities that enable the achievement of both public and private sector outcomes;
3. Lack of a development process that provides opportunity for appropriate consultation and input; and,
4. Maximisation of Resource Availability to Implement the West Park Precinct Strategic Plan

Issue 1 - Achieving a Balance of Land Uses

1. The public consultation process identified a range of demands for the use of West Park Precinct including:
 - a. Public open space;
 - b. Land for cultural purposes;
 - c. Sport and recreation land uses; and,
 - d. Some commercial land uses including tourism, retail and residential.
2. 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:
 - a. Continue to access safe, user-friendly open space in a prime waterfront location;

- b. Provide access to Burnie's cultural identity as well as general cultural pursuits;
- c. Provide access to high quality sport, leisure and recreational facilities on an organised and non organised basis both now and into the future;
- d. Reap the benefits from a range of commercial activities (retail, tourism, residential) that also support the primary West Park land uses of:
 - i. open space,
 - ii. cultural activities and,
 - iii. sport, leisure and recreation pursuits.

Issue 2 - Providing a Mix of Opportunities

1. 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.
2. 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:
 - a. Open space;
 - b. Cultural activities; and,
 - c. 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.

3. The second major challenge of this strategy is to identify opportunities that are attractive to both public and private sector developers. For example, an 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.
4. 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.

Issue 3 - Lack of a Development Process that Provides the Opportunity for Appropriate Consultation and Input

1. The process of preparing a strategic plan for West Park highlighted a number of concerns. These include:
 - a. 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.
 - b. 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;
 - c. 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.

2. 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:
 - a. Burnie residents;
 - b. Developers;
 - c. Burnie Aldermen and
 - d. Burnie Council staff.

3. The final outcome is lack of appropriate development (including 'patching up' the status quo) including:
 - a. Lack of support from Burnie residents
 - b. Poor decisions based on incomplete or inaccurate information;
 - c. Failure to attract high quality developers due to:
 - i. No leadership from Burnie City Council;
 - ii. Lack of certainty;
 - iii. Unclear process; and,
 - iv. Perceived lack of a 'level playing field'.

Issue 4 – Maximisation of Resource Availability to Implement the West Park Precinct Strategic Plan

Development Options

1. In order to achieve the desired public outcomes for West Park on a sustainable basis, a range of partnership and management options are possible, these are outlined in following table.

Land Use

	Open Space	Sport and Recreation Land Use	Cultural Land Use	Commercial Land Use
Public Ownership & Management	Public Open Space	Public Sport and Recreation	Public Cultural Space	Retail Tourism Residential
Private Ownership & Management	Private Open Space	Private Sport and Recreation	Private Cultural Space	Retail Tourism Residential
Public/Private Ownership & Management	Public/Private Open Space	Public/Private Sport & Rec	Public/Private Cultural Activities	Retail Tourism Residential

2. As discussed earlier there are four strategic land uses recommended for West Park:
 - a. Open space;
 - b. Sport, leisure and recreation;
 - c. Cultural activities; and
 - d. Commercial activities (retail, tourism and residential).

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

- a. Public open space 30%
- b. Sport, leisure and recreation 35%
- c. Cultural activities 20%
- d. 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 ²	Future %	Future Area M ²
Education	10.3	11,908	0	0
S, L & R	39.4	45,553	35	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
Developed Open Space	0	0	30	34,685
Cultural	0	0	18.2	21,042
Commercial	0	0	15	17,342
Total	100	115,616	100	115,616

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

- a. Public ownership and management;
- b. Private ownership and management and
- c. Public/private ownership and management.

Public Ownership and Management

1. 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

2. 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:
 - a. Burnie residents expect;
 - b. Responds to the clear trends in community participation in recreational and cultural activities and
 - c. Positions Burnie as a leading regional centre

Advantages

3. 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

4. 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

5. The Burnie City Council would receive a significant cash windfall able to be used for other development and core council activities.
6. 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.

7. Significant ongoing rate revenue for the long term

Disadvantages

8. 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.

9. 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:

- a. Community consultation;
- b. Recreation study;
- c. Settlement and investment strategy; and
- d. Urban design recommendations have recommended against the significant reduction in open space - At West Park in particular

10. 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

11. 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:

- a. Sale of land;
- b. Long term lease of land;
- c. Lease and hand back to Burnie City Council;

- d. Turnkey and lease to Burnie City Council; and
- e. Subsidisation by Burnie City Council.

Advantages

- 12. This option supplements Burnie City Council resources with resources from the private sector to achieve the strategic outcomes for West Park.
- 13. It provides a mechanism for private sector involvement whilst still maintaining majority public ownership.
- 14. 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.
- 15. Significant ongoing rate revenue for the long term

Disadvantages

- 16. 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:
 - a. Secure a preferred developer or
 - b. Free up cash to be used for other council developments including the relocation of services.
- 17. Control over private sector land use at West Park by the Burnie City Council is limited to:
 - a. The terms and conditions of commercial arrangements
 - b. Requirements of the Burnie Planning Scheme 1995 and this Precinct plan.
- 18. 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

19. This report recommends a mixture of public and private ownership and management structure for West Park.

- a. A public ownership and management structure does not provide the resources required to meet the development outcomes for West Park.
- b. 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:
 - i. Open space;
 - ii. Cultural activities;
 - iii. Sport, leisure and recreation activities; and,
 - iv. Commercial land uses.

Development Strategies

The following table provides a summary of the strategies for the development of the West Park Precinct.

Issue	Objective	Strategy	Key Performance Indicator	Key Performance Target
<p>Balance of land uses at the West Park Precinct</p>	<ol style="list-style-type: none"> 1. Maintenance of significant proportions of space allocated to: <ol style="list-style-type: none"> a. open space, b. sport, leisure and recreation, and, c. cultural activities at the West Park Precinct. 2. Maintenance of an acceptable progress towards the implementation of the West Park Precinct Strategic Plan. 3. Infrastructure and services at the West Park Precinct positioned to meet relevant future trends. 	<ol style="list-style-type: none"> 1. Develop a Local Area Plan (or equivalent) that clearly sets out the requirements of development projects to meet: <ol style="list-style-type: none"> a. The development outcomes for the West Park Precinct; and b. The requirements of the Burnie Planning Scheme. 2. The amount of space allocated to each major land use category is expressed as a percentage of the total space at the precinct. This is to be reviewed regularly. 3. That development projects at the West Park Precinct is assessed against criteria regarding the development timescale. 4. The management of 	<p>Completion of the planning scheme amendment document (LAP or other) and approval from the Burnie City Council and the RPDC.</p> <p>Percentage of total area at plan completion.</p> <p>Time period from project commencement to project completion.</p>	<p>Completion of the planning scheme amendment document (LAP or other) and approval from the Burnie City Council and the RPDC. prior to advertising of Expressions of Interest for proposals for major projects at the West Park Precinct.</p> <ol style="list-style-type: none"> 1. Open space (30%) 2. S, L & R (35%) 3. Cultural (20%) 4. Commercial (15%) <p>Where two competing proposals address assessment criteria to similar levels, then the proposal with the shortest time period will be given preference by the Burnie City Council. The West Park Precinct Advisory Group is</p>

Issue	Objective	Strategy	Key Performance Indicator	Key Performance Target
		<p>the West Park Precinct is required to report on a formal and regular basis to the Burnie City Council.</p> <p>5. Trends in major external factors affecting the usage and functions at the West Park Precinct are reviewed regularly.</p> <p>6. That all development proposals should indicate the proponent's awareness of the relevant trends and how the proposal intends to address the trends.</p>	<p>1. Establishment of West Park Precinct Advisory Group.</p> <p>2. Development of reporting framework.</p> <p>The completion of the report outlining movement in major trends relevant to the West Park Precinct.</p> <p>Presence of relevant statements in development proposals.</p>	<p>established within the first six months of commencing the West Park Precinct Strategic Plan.</p> <p>A reporting framework is established within three months of the establishment of the West Park Precinct Advisory Group.</p> <p>The report reviewing major trends relevant to the West Park Precinct is completed annually by the West Park Precinct Advisory Group.</p> <p>Development proposals not referring to the awareness and response to relevant trends will not be considered.</p>
<p>Provision of a mix of development opportunities to achieve development outcomes at the West Park Precinct.</p>	<p>1. Develop the capacity and capability to ensure projects achieve development outcomes.</p> <p>2. Ensure that the Burnie City Council has access to sufficient resources to ensure the delivery of the project outcomes.</p>	<p>1. Establish the West Park Precinct Advisory Group¹ to advise the Burnie City Council regarding the achievement of development outcomes for the West Park Precinct. The Group should be resourced by the Burnie City Council</p>	<p>1. Establishment of West Park Precinct Advisory Group.</p> <p>2. Development of reporting framework.</p>	<p>The West Park Precinct Advisory Group is established within the first six months of commencing the West Park Precinct Strategic Plan.</p> <p>A reporting framework is established within three months of the establishment of the West Park Precinct Advisory Group.</p>

¹ See Appendix A
27/05/2008

Issue	Objective	Strategy	Key Performance Indicator	Key Performance Target
		<p>and include a wide range of relevant skills and experience and, membership from within and outside the Burnie municipality</p> <p>2. The establishment of formal line items in the Burnie City Council budget to fund:</p> <p>a. The Advisory Group and any other work required to facilitate the implementation of the West Park Precinct Strategic Plan.</p>	<p>Inclusion of the West Park Precinct as a formal component of the Burnie City Council annual budget.</p>	<p>The budget component for the West Park Precinct is established within one month of the Burnie City Council formally accepting the West Park Precinct Strategic Plan.</p>
<p>Lack of a formal process to provide appropriate consultation and input with regard to the development of the West Park Precinct.</p>	<p>Ensure all relevant shareholders have access to information and opportunity for meaningful input with regard to the development of the West Park Precinct.</p>	<p>a. Establishment of an independent group to make recommendations to Burnie City Council regarding ongoing development options at West Park.</p>	<p>Development, documentation and acceptance by the Burnie City Council of a formal development assessment and approval process for projects involving Council-owned land.</p>	<p>Development assessment and approval process with regard to the West Park Precinct completed and accepted by the Burnie City Council prior to lodgement of LAP/Specified Departure with the RPDC.</p>
<p>Maximisation of Resource Availability to Implement the West Park Precinct</p>	<p>1. Establish a structure to manage the development and</p>	<p>1. Establish the West Park Precinct Advisory Panel to advise the</p>	<p>Establishment of West Park Precinct Advisory Group.</p>	<p>The West Park Precinct Advisory Group is established within the first six</p>

Issue	Objective	Strategy	Key Performance Indicator	Key Performance Target
<p>Strategic Plan</p>	<p>operation of the West Park Precinct.</p> <p>2. That the Burnie City Council has a clear understanding of the resources required to develop and operate the West Park Precinct.</p> <p>3. That the Burnie City Council has a clear understanding of the range of funding sources relevant to the development of the West Park Precinct.</p> <p>4. Ensure that the development of the West Park Precinct fits within the broader Burnie Planning Scheme as well as supports the development outcomes for the Precinct.</p>	<p>Burnie City Council regarding the achievement of development outcomes for the West Park Precinct. The Panel should be resourced by the Burnie City Council and include a wide range of relevant skills and experience and, membership from within and outside the Burnie municipality.</p> <p>2. Identify the nature and range of funding sources relevant to the West Park Precinct including:</p> <ul style="list-style-type: none"> a. Public sector funding (all levels of government); b. Private sector funding; c. Combinations of private/public sector funding; and d. Income from the operation of activities at the West Park Precinct. <p>3. Develop a Local Area Plan (or equivalent)</p>	<p>Completion of forward development plans of major projects relevant to the development of the West Park Precinct.</p> <p>Completion of register of funding sources relevant to the development of the West Park Precinct.</p> <p>Completion of the planning scheme amendment document (LAP or other) and approval from the Burnie City Council and the RPDC.</p>	<p>months of commencing the West Park Precinct Strategic Plan.</p> <p>Completion of forward development plans completed prior to advertising of Expressions of Interest for proposals for major projects at the West Park Precinct.</p> <p>Completion of register of funding sources completed prior to advertising of Expressions of Interest for proposals for major projects at the West Park Precinct.</p> <p>Completion of the planning scheme amendment document (LAP or other) and approval from the Burnie City Council and the RPDC. prior to advertising of Expressions of Interest for proposals for major projects at the West Park Precinct.</p>

Issue	Objective	Strategy	Key Performance Indicator	Key Performance Target
		<p>that clearly sets out the requirements of development projects to meet:</p> <ul style="list-style-type: none"> a. The development outcomes for the West Park Precinct; and b. The requirements of the Burnie Planning Scheme. 		

SWOT Analysis

The following table provides an analysis of the strengths, weaknesses, opportunities and threats associated with the strategies to develop the West Park Precinct.

Factor	Description	Implications for the West Park Precinct
Strengths	<ol style="list-style-type: none"> 1. The strategy builds on the pattern of existing land uses at the West Park Precinct. 2. The strategy enhances products and services at the West Park Precinct that, generally, support rather than compete with products and services provided elsewhere in the Burnie municipality. 3. The strategy provides for an improvement in the quality of products, services and experiences provided at the Precinct. 4. The strategy supports land uses that clearly demonstrate long term sustainability. 5. The strategy provides a process that can be used in the development of other areas of council owned land. 6. The strategy is built on robust data, recent and relevant reports and studies and, community consultation. 7. Position the City of Burnie with a structure and process that will enable the Burnie City Council to lead the City into a new era of growth and quality of life. 	<ol style="list-style-type: none"> 1. The strategy is more likely to retain the support of the municipality through building on existing land uses rather than a strategy that promotes radical changes to land uses at West Park. 2. The strategy is likely to retain the support of Burnie business operators than a strategy that competes openly with existing Burnie businesses. 3. Burnie is more likely to attract visitors (temporary and permanent) that purchase at higher price points and therefore make a greater contribution to the profitability of Burnie businesses in general. 4. Land uses at West Park will add to the ongoing day to day vibrancy of the Park through the continued occupancy of land uses that are continually developed and maintained. 5. The development of other, council owned sites can be undertaken in a more efficient and effective manner. 6. The strategy is more likely to reflect reality with recommendations and strategies that are defensible resulting in the attraction of higher levels of resourcing and community support than strategies developed on a more

Factor	Description	Implications for the West Park Precinct
		subjective basis.
Weaknesses	<ol style="list-style-type: none"> 1. Lack of funding and appropriate resources for the Burnie City Council to implement the strategic plan on its own. 2. Reliance on external funding may dilute the ownership and control the Burnie City Council has over land uses at the West Park Precinct. 3. The utilisation of a new process to plan and assess development proposals may not enjoy the support of some stakeholders. 4. A change in key elected representatives and Burnie City Council staff may limit the achievement of development outcomes recommended in this strategic plan. 	<ol style="list-style-type: none"> 1. The development of the West Park Precinct as planned, may not eventuate. 2. The development of land uses planned for the West Park Precinct may not achieve the development outcomes indicated in this strategic plan. 3. West Park may be seen as a site unattractive to high quality developers due to lack of leadership by the Burnie City Council; a perception of uncertainty by developers and an 'uneven playing field'. 4. A reliance on key Aldermen and council; staff who then decide to move on, may lead to a failure to achieve the development outcomes for West Park resulting in a reduction in the net social, environmental and economic benefits potentially achievable through this strategy.
Opportunities	<ol style="list-style-type: none"> 1. The strategy provides a significant opportunity for land uses at West Park to satisfy current demand and future trends in the utilisation of: <ol style="list-style-type: none"> a. Open space; b. Sport, leisure and recreation; and, c. Community and cultural land uses at West Park. 2. To strategically position the City of Burnie to take advantage of opportunities for growth and to improve the quality of life of residents. 3. The strategy clearly identifies the roles and functions of external parties so as to improve decision making and, maximise funding levels for the implementation of this development strategy. 	<ol style="list-style-type: none"> 1. The strategy will increase the attractiveness of Burnie as a place to live, work, invest and visit. 2. Increases the potential for Burnie to maximise the net social, environmental and economic benefits from the successful implementation of this strategic plan. 3. A greater number of Burnie residents will have the financial capacity to consume the products and services available from the West Park Precinct.

Factor	Description	Implications for the West Park Precinct
	<ul style="list-style-type: none"> 4. The strategy develops a process that will attract high quality developers by providing leadership, certainty, comprehensive data and a 'level playing field'. 5. Continued growth in the economy of north west Tasmania, the Burnie municipality in particular. 6. The potential development of a large scale visitor attraction in the Tarkine Wilderness region. 	<ul style="list-style-type: none"> 4. Service providers at the West Park Precinct have a greater capacity to invest in high level infrastructure delivering higher quality products and services to both residents of and, visitors to, Burnie. 5. The strategy provides service providers at the Precinct to adopt a niche pricing strategy enabling them to develop higher levels of profitability over the long term.
Threats	<ul style="list-style-type: none"> 1. A declining visitor market may reduce the viability of tourism related land uses at the West Park Precinct. 2. A downturn in the buoyant commodity market, particularly those relating to minerals and agricultural products. 3. Failure to gain support for the strategy from Burnie residents leading to a lack of patronage and even opposition to developments at West Park. 4. Failure to create an investment environment with regard to the West Park Precinct that is attractive to high quality developers. 	<ul style="list-style-type: none"> 1. Tourism related land uses may not develop financial sustainability and therefore fail to provide the support required for the primary land uses at West Park. 2. Service providers at West Park are unable to invest in infrastructure to a high enough level to provide for long term commercial viability. 3. Opposition to development at West Park increases uncertainty for developers and therefore reduces the attractiveness of the West Park Precinct as a place to invest. 4. Failure to attract quality developers limits the extent to which development outcomes for the West Park Precinct are able to be achieved.

Risk Management Plan

The following table outlines the major risks to be managed to successfully develop the West Park Precinct.

Risk to be Managed	Likely Impact of Risk	Risk Management Strategy
<p>Lack of funding and appropriate resources for the Burnie City Council to implement the strategic plan on its own.</p>	<p>The development of the West Park Precinct, as planned, may not eventuate.</p>	<p>The Burnie City Council will attract as wide a range of funding sources as possible by:</p> <ol style="list-style-type: none"> 1. Identifying and applying for funding at Tasmanian and Australian government levels. 2. Providing a mix of development opportunities to attract private sector developers. 3. Identifying sources of funds from within Burnie City Council to be included in the Burnie City Council annual budget and ear marked for the West Park Precinct.
<p>Reliance on external funding may dilute the ownership and control the Burnie City Council has over land uses at the West Park Precinct.</p>	<p>The development of land uses planned for the West Park Precinct may not achieve the development outcomes indicated in this strategic plan.</p>	<p>Burnie City Council will limit the downside affects of external funding by:</p> <ol style="list-style-type: none"> 1. Implementing a well documented development assessment process that includes clearly articulated assessment criteria. 2. Developing and implementing a land use planning scheme for the West Park Precinct that focuses on achieving the development outcomes for the Precinct.

Risk to be Managed	Likely Impact of Risk	Risk Management Strategy
		<ol style="list-style-type: none"> 3. Balancing the amount of land at West Park that is sold to private developers with the availability of publicly owned land. 4. Balancing the amount of land at West Park that is made available to developers through leasing and other similar commercial agreements.
<p>The utilisation of a new process to plan and assess development proposals may not enjoy the support of some stakeholders..</p>	<p>West Park may be seen as a site unattractive to high quality developers due to lack of leadership by the Burnie City Council; a perception of uncertainty by developers and an 'uneven playing field'.</p>	<p>Relevant Burnie City Council staff and stakeholders will be provided the opportunity to be briefed regarding this process. This will require the preparation of a detailed implementation manual. Similar processes implemented elsewhere (eg South Australia) may be used for guidance.</p>
<p>A change in key elected representatives and Burnie City Council staff may limit the achievement of development outcomes recommended in this strategic plan.</p>	<p>A reliance on key Aldermen and council staff who then decide to move on, may lead to a failure to achieve the development outcomes for West Park resulting in a reduction in the net social, environmental and economic benefits potentially achievable through this strategy.</p>	<ol style="list-style-type: none"> 1. The West Park Precinct Strategic Plan will need to be fully documented to the extent that it forms a working plan formally adopted by the Burnie City Council together with appropriately resourced implementation plans. 2. Documented systems and processes will allow the project to continue despite a succession of key individuals through the Burnie City Council.
<p>A declining visitor market may reduce the viability of tourism related land uses at the West Park Precinct.</p>	<p>Tourism related land uses may not develop financial sustainability and therefore fail to provide the support required for the primary land uses at West Park.</p>	<ol style="list-style-type: none"> 1. Tourism related land uses at the West Park Precinct will need to establish the basis for sustainable commercial viability as part of the development assessment process.

Risk to be Managed	Likely Impact of Risk	Risk Management Strategy
		<ol style="list-style-type: none"> 2. Burnie City Council should give preference to those proposals that are based on current, verifiable data and proposals that employ a niche (low volume, high margin) pricing strategy.
<p>A downturn in the buoyant commodity market, particularly those relating to minerals and agricultural products.</p>	<p>Service providers at West Park are unable to invest in infrastructure to a high enough level to provide for long term commercial viability.</p>	<p>Land use developments planned for West Park will need to establish the basis for sustainable viability for at least the short – medium term. This will include the basis for revenue assumptions, underlying data and, the impact of any relevant trends.</p>
<p>Failure to gain support for the strategy from Burnie residents leading to a lack of patronage and even opposition to developments at West Park.</p>	<p>Opposition to development at West Park increases uncertainty for developers and therefore reduces the attractiveness of the West Park Precinct as a place to invest</p>	<ol style="list-style-type: none"> 1. Ownership of and support for the strategy will require extensive consultation at each stage of the strategy implementation process with the Burnie community and relevant stakeholders. 2. Consultation at each stage of the development process is preferable to consultation at the end of the strategy development process.
<p>Failure to create an investment environment with regard to the West Park Precinct that is attractive to high quality developers.</p>	<p>Failure to attract quality developers limits the extent to which development outcomes for the West Park Precinct are able to be achieved.</p>	<p>This strategy recommends that the Burnie City Council:</p> <ol style="list-style-type: none"> 1. Establish a West Park Development Advisory Panel comprising experts to assist the Council create a positive investment climate with regard to the West Park Precinct. This panel will also have an active role in the development assessment process. 2. Engage the services of relevant

Risk to be Managed	Likely Impact of Risk	Risk Management Strategy
		<p>expertise where necessary at each stage of the strategy implementation process.</p> <ol style="list-style-type: none"> 3. Develop a clearly documented development assessment process where the assessment requirements are stated 'up front'. 4. The focus of these activities is for the Burnie City Council to provide: <ol style="list-style-type: none"> a. Leadership; b. Certainty; and c. A 'level playing field", with regard to the development of the West Park Precinct.

Key Success Factors

The success of this strategy to develop the West Park Precinct centres on:

1. The provision of public/private facilities that meet current and likely future demand in terms of lifestyle, access and amenity;
2. The creation of an environment that attracts quality developers;
3. Clearly delineated precincts focussing on the following primary land uses:
 - a. Open space;
 - b. Cultural activities; and
 - c. Sport, leisure and recreation.
4. Creating a balance of public and private sector activities in order to ensure long term sustainability.

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.

Implementation Schedule

The following table outlines the major tasks associated with the implementation of this strategic plan for the development of the West Park Precinct. *(Note – This schedule is revised in the Stage Three Report)*

Task	Description	Start	Finish	Comments
1	Draft strategy reviewed by Burnie City Council	March 2008	March 2008	
2	Draft strategy modified to produce final draft	March 2008	March 2008	
3	Final draft strategy available for public comment	April 2008	April 2008	
4	Final strategy accepted by Burnie City Council	May 2008	May 2008	
5	Submission of vehicular access plan to DIER for approval after the final strategy is accepted by the Burnie City Council.	June 2008	?	
6	Review and adoption of the Specified Departure from the Burnie Planning Scheme with regard to the West Park Precinct Development Strategy by the Burnie City Council.	June 2008	June 2008	
7	Preparation of Draft Memorandum of Information inviting Expressions of Interest from potential developers.	June 2008	July 2008	
8	Approval of the Specified Departure from the Burnie Planning Scheme from the RPDC.	July 2008	December 2008	

Task	Description	Start	Finish	Comments
9	Review and adoption of the Draft MOI by the Burnie City Council.	January 2009	January 2009	
10	Commence invitation to developers to submit Expressions of Interest in submitting proposals for the West Park Precinct.	January 2009	January 2009	
11	Establishment of the West Park Precinct development Advisory Panel.	February 2009	February 2009	
12	Assessment of Expressions of Interest	March 2009	March 2009	
13	Development of a schedule of individual development projects together with likely developers (eg, Burnie City Council, private developers)	April 2009	April 2009	
14	Review short list with Burnie City Council	April 2009	April 2009	
15	Invite detailed submissions from short listed developers.	May 2009	June 2009	
16	Complete project and contractual documentation	July 2009	August 2009	
17	Commence developments	September 2009	Ongoing	

Recommendations for the Development of the West Park Precinct

The following provides a range of recommendations regarding land uses at the West Park Precinct. Recommendations address the following areas:

1. The West Park Precinct as a whole.
2. Public open space
3. Community and cultural activities
4. Sport, Leisure and Recreation activities
5. Housing
6. Retail activities
7. Tourism and related activities
8. Commercial office space
9. Industrial land uses
10. Environmental issues
11. Vehicular and pedestrian circulation
12. Infrastructure and built form
13. Overall management of the Precinct

West Park Precinct as a Whole

1. That the West Park Precinct is seen as 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.

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 (built 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 wholistic 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 – no 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,less on structured competition based activities including:
 - e. Australian Rules Football;
 - f. Cricket;
 - g. Athletics; and
 - h. 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.

Where to from Here

Stage one of this project gathered information relevant to the development of the West Park Precinct. This stage, stage two of the project analysed the information from stage one to prepare strategies to guide the development of the West Park Precinct. Stage three of this project, the final stage will prepare the West Park Precinct Strategic Plan. This document will include:

1. Urban design principles;
2. Design analysis;
3. Planning principles;
4. Management structure; and
5. Major compliance requirements.

Appendix A

West Park Precinct Advisory Panel Draft Overview of Operations and Structure

West Park Precinct Advisory Panel

Draft Overview of Operations and Structure

(Note – This outline is significantly revised in the Stage Three Report)

February 2008

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. The Panel may be requested by the Burnie City Council to operate as a group or on an individual basis according to the task to be undertaken.
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 assessment process may be undertaken by the full Panel or as individuals as requested by the Burnie City Council.
5. The Panel operates independently of the Burnie City Council and should be established along lines similar to the South Australian Council Development Assessment panels 2006. Whilst the Panel operates independently of the Council, this does not preclude Aldermen from being members. The extent of Aldermen as members should not be to the extent that the independence of the Panel is threatened.
6. The major difference between these Development Assessment Panels and the West Park Precinct Advisory Panel, is that, whereas the South Australian panels are able to make legally binding decisions regarding development assessments, the West Park Precinct panel will make recommendations to the Burnie City Council regarding development assessments at the West Park Precinct and the Burnie City Council will make the final decision regarding any development proposed for the Precinct.
7. 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.

8. The mix of skills, knowledge and qualifications required by Panel members will include those relating to:
 - a. The Burnie region, its issues and opportunities.
 - b. Property development;
 - c. Engineering;
 - d. Town planning;
 - e. Financial analysis;
 - f. Community development;
 - g. Architecture and design;
 - h. Heritage and conservation; and
 - i. Environmental issues.

9. 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.

10. 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.

(Note – This outline is significantly revised in the Stage Three Report)