

# CITY OF ARMADALE

## MINUTES

OF COMMUNITY SERVICES COMMITTEE HELD IN THE FUNCTION ROOM,  
ADMINISTRATION CENTRE, 7 ORCHARD AVENUE, ARMADALE ON TUESDAY, 8  
NOVEMBER 2022 AT 7.00PM.

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**PRESENT:** Cr M Silver (Chair)  
Cr M S Northcott (Deputy Chair)  
Cr K Busby  
Cr E J Flynn  
Cr J Keogh  
Cr S Peter JP (Deputy for Cr Kamdar)

**APOLOGIES:** Cr K Kamdar

**OBSERVERS:** Cr R Butterfield (Mayor)  
Cr S J Mosey (*via Teams*)  
Cr G J Smith

**IN ATTENDANCE:** Ms J Abbiss Chief Executive Officer  
Mrs S van Aswegen Executive Director Community Services  
Ms J Cranston Executive Assistant Community Services  
Mr N Kegie Executive Manager Community Services  
Mr G Dixon Manager Libraries and Heritage (*via Teams*)  
Mr C Halpin Manager Recreation Services  
Ms R Milnes Manager Community Development  
Mr R Porter Manager Ranger & Emergency Services  
Mrs C Whittington Manager Community Planning

**PUBLIC:** Nil

*“For details of Councillor Membership on this Committee, please refer to the City’s website  
– [www.armadale.wa.gov.au/your council/councillors](http://www.armadale.wa.gov.au/your_council/councillors).”*

**DISCLAIMER**

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The Disclaimer for protecting Councillors and staff from liability of information and advice given at Committee meetings was not read as there were no members of the public present.

**DECLARATION OF MEMBERS' INTERESTS**

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Nil

**QUESTION TIME**

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Nil

**DEPUTATION**

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Nil

**CONFIRMATION OF MINUTES**

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**RECOMMEND**

**Minutes of the Community Services Committee Meeting held on 4 October 2022 be confirmed.**

**Moved Cr J Keogh**

**MOTION CARRIED**

**(6/0)**

**ITEMS REFERRED FROM INFORMATION BULLETIN**

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Report on Outstanding Matters – Community Services Committee

*No items were raised for further investigation or report.*

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## COMMUNITY SERVICES COMMITTEE

8 NOVEMBER 2022

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### ***1.1 - SKATE PARK HILBERT***

At the Council meeting held on 28 February 2022, Cr Peter referred the following matter to the Community Services Committee.

*That the matter of a report on the feasibility of a skate park at the proposed Hilbert Shopping Centre be referred to the Community Services Committee.*

#### **Comment from Cr Peter**

The City of Armadale is undergoing sustained high population growth; by 2036, it is forecast to be 141,177. About 60% of these households will be 'couples' and 'couples with families.' In addition, the City's population will increase in all age groups, leading to a growing demand for all community facilities.

More importantly, 27% of the increase will be seen in the under 17-year age group. As a result, there will be growing demand for facilities and programs that support parents and families, especially the young group.

Haynes & Hilbert are the suburbs in the city, with more than 30% of the population under the 17 years age group. Currently, minimal youth-focused facilities and programs exist, and there are no Skate Park or BMX facilities.

Further details of the proposal were circulated to Councillors via memo.

#### **Officer Comment**

In April 2022, Council considered a similar referral item with regard to skate facilities in Harrisdale and Piara Waters. Council (C9/4/22) resolved to:

- 2. Receive a further report on Outdoor Youth Facility Provision Study within Harrisdale and Piara Waters locations.*

Many of the constraints noted in relation to Harrisdale and Piara Waters are similarly applicable in the Wungong development area in which Hilbert is located – that is, a number of wetland and environmental areas, a high water table, relatively flat land (with minimum grades), and subsoil drainage requirements. A significant portion of the public open space performs multiple functions and are designed as linear POS areas to allow the drainage and living streams to connect to the district drainage systems. This contributes to the difficulty of selecting sites for new facilities where such a facility has not been identified in the early stages for community planning for the area.

The Harrisdale and Piara Waters referral item noted that to ensure holistic planning of types, scale and location of facilities, it would be recommended to undertake an outdoor youth facility provision study with the aim to provide the City with a strategic, long term plan for the location and development of skate and BMX facilities. This study is underway and anticipated to be considered by Council in December 2022.

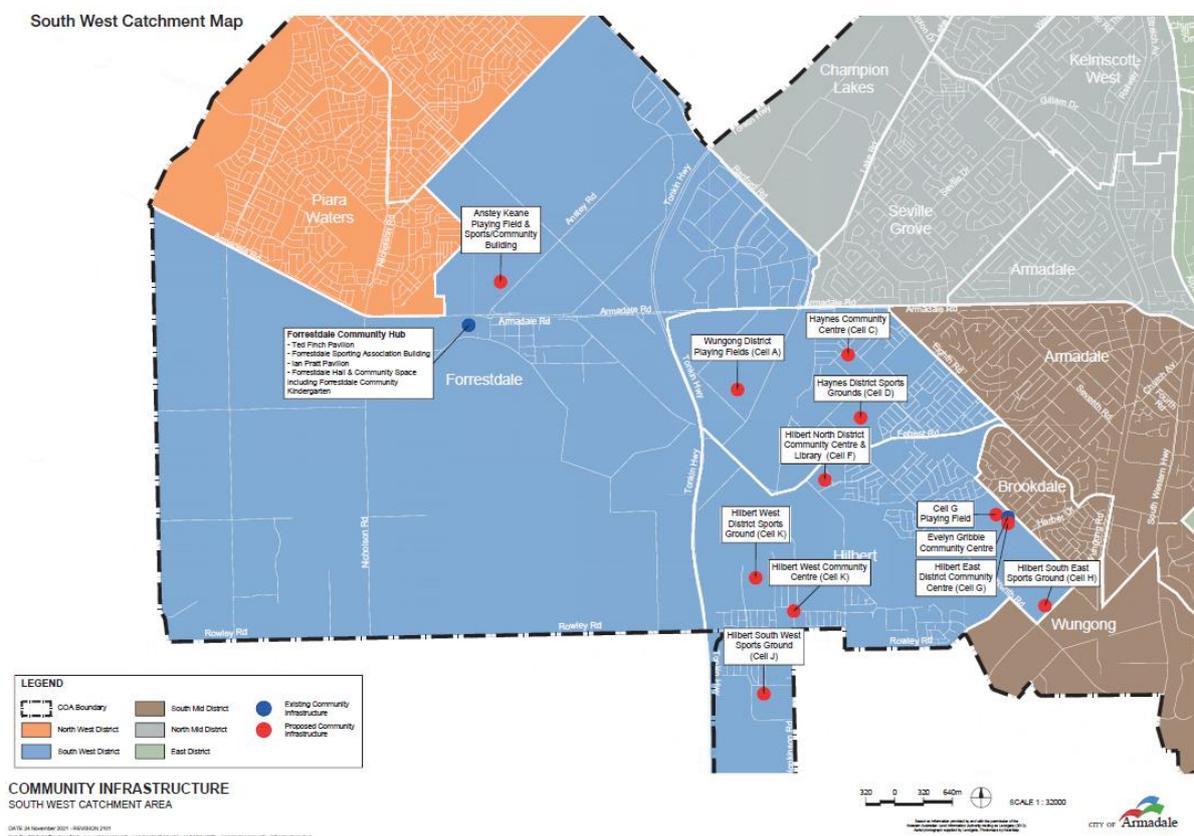
Hilbert and Haynes continued to experience growth between 2016 and 2021 with an increase of over 4,000 people during this period. ForecastID provides the following age estimates for Hilbert and Haynes.

	2016	2031	2041
<b>5-9 year olds</b>	235	1715	2515
<b>10-14</b>	143	1249	2015
<b>15-19</b>	114	870	1586
<b>20-24</b>	193	1181	1841
	<b>685</b>	<b>5015</b>	<b>7957</b>

(figures quoted does not include the whole Wungong area or SW catchment)

Hilbert Town Centre is located centrally in the South West Catchment, with adjacent Shipwreck Park providing a potential location for skate facilities. Also in the catchment is the Armadale Regional Recreation Reserve which could provide another opportunity for youth facility provision without the noise and proximity issues experienced elsewhere.

The City also has a number of community playing field and recreation sites planned for this area, and a similar study could provide clear direction as those sites are further developed.



As the Harrisdale/Piara Waters study included development of a typology of outdoor youth facilities - which establishes a hierarchy including type and scale (local, neighbourhood or district) – the scope of any further study would not need to duplicate this work.

It would be recommended that a study include:

- Analysis of demographic data and trends to assess current and future demand over the next 10 years.
- Community and stakeholder engagement to gain an understanding of preference for locations and type of facilities and elements at each location.

- Particular consideration of Shipwreck Park and Armadale Regional Recreation Reserve as potential higher order sites.
- Identify potential funding options and a staged implementation approach.

No additional budget was sought for the current Harrisdale-Piara Waters study, being covered from the Community Planning General Consultancy budget. It would be recommended that Council consider an additional allocation during either the mid-year budget review, or the 2023-24 budget process to accommodate any further studies.

It is suggested that the recommendation be as follows:

Subject to an allocation being provided during future budget discussions, that Council receive a further report on an Outdoor Youth Facility Provision Study for the South West Catchment (including Hilbert and Haynes, and the Wungong Development Area).

*Committee Discussion*

*The Committee discussed Cr Peter's proposed recommendation and adopted the following.*

**ATTACHMENTS**

There are no attachments for this report.

**RECOMMEND**

**C30/11/22**

**That Council:**

- 1. Subject to Part 2, receive a further report on an Outdoor Youth Facility Provision Study including Skate Park, for the South West Catchment (including Hilbert and Haynes and the Wungong Development Area).**
- 2. Consider additional funding for the Outdoor Youth Facility Provision Study during the 2022-23 mid-year review.**

**Moved Cr S Peter**

**MOTION CARRIED**

**(6/0)**

## ***1.2 - EXPLORATION OF THE USE OF THE PCYC/ARMADALE ARENA MEZZANINE SPACE***

At the Council meeting held on 22 August 2022, Cr Flynn referred the following matter to the Community Services Committee.

*That the matter of the current and future use of the Armadale Arena mezzanine space be referred to the Community Services Committee.*

### **Comment from Cr Flynn**

Looking for a report on the current and possible future uses of the mezzanine area at the PCYC/Armadale Arena. I would like for the future possible uses to include consideration of a youth space, similar to that at Cockburn Youth Space.

### **Officer Comment**

A report (M/630/16) was provided to Council (2016) regarding the possible conversion of the mezzanine level at the Armadale Arena to a youth space. The reasoning included:

- Dedicating an area within CoA as a youth space.
- Developing partnerships with key agencies to assist with funding and staffing.
- The need for a youth space or Youth Centre was commented on by a significant number of respondents to the Growing Armadale community engagement and the 2016 Perceptions Survey.

The Council resolution was:

*That Council recommit the report proposing a youth space at the Armadale Arena, The Loft, pending further investigation.*

It does not appear that a further report was presented to Council on this matter.

Further to the previous report (but not connected to it), Council were given the option in December 2020 to consider the future use of the Armadale Arena (M/697/20). Options included maintaining or modifying the fitness services being offered, converting the Arena to a hire only space or to consider community groups and/or service providers to utilise the facility. The Council resolution was:

*That Council:*

- 1. Endorse option 2 to reduce operational hours of the gym and repurpose to a specialised health and fitness service.*
- 2. Note the budget implications of option 2 for consideration in the 2021/22 Budget and Corporate Business Plan.*

This resolution was superceded at the Council Meeting of 12 July 2021 (C23/7/21) where Council resolved to cease all gym, group fitness and crèche services and operate the rooms as additional CoA hireable or leasable spaces. This option also proposed that the centre is not staffed, with users accessing the building in the same way the City's other hire facilities operate (ie. key pick up prior to access).

In accordance with Local Government Best Practice, City Officers do not believe this area would now provide a suitable area for a contemporary youth space.

In regard to the Cockburn Youth Centre (CYC), it is a dedicated facility with significantly more emphasis placed on youth than the mezzanine level at the Armadale Arena provides. The CYC includes a pool table, ping pong, fozzball, gaming consoles, indoor and outdoor basketball, computers, free WiFi and more. CYC also offers social, recreational and educational programs for young people aged 10-17. CYC releases four term programs and eight school holiday programs each year, which are made up of free and low cost activities for young people. CYC also offers room hire including a large hall and stage space, multiple community meeting rooms, music/jam room, and recording studio. A designated Youth Area has been included in the design for the Piara Waters Library which incorporates space for study, creative uses, and socialising.

It is suggested that the Recommendation be as follows:

That Council:

1. Accept the information, or
2. Request a further report on converting the mezzanine level at the Armadale Arena into a youth space, or
3. Request a report considering future locations, delivery options and costings for development of a City of Armadale Youth Centre.

Option three is recommended.

#### ATTACHMENTS

1. ↓ Armadale Recreation Centre Services Committee - 8 December 2020
2. ↓ Youth - The Loft Youth Space(2)

#### RECOMMEND

C31/11/22

~~That Council request a report considering future locations, delivery options and costings for development of a City of Armadale Youth Centre.~~

**That Council request future locations, delivery options and costings for development of a City of Armadale Youth Centre be investigated as part of the review of the Community Infrastructure Plan.**

Moved Cr E J Flynn  
MOTION CARRIED

(6/0)

Amended  
at  
Council  
Meeting  
of 14  
Nov  
2022

### **1.3 - MULTIPURPOSE INDOOR FACILITY - HARRISDALE & PIARA WATERS**

At the Council meeting held on 12 September 2022, Cr Peter referred the following matter to the Community Services Committee.

*That the matter of a Multipurpose Indoor Facility – Harrisdale & Piara Waters be referred to the Community Services Committee.*

#### **Comment from Cr Peter**

The City of Armadale is undergoing sustained high population growth; by 2036, it is forecast to be 141,177. About 60% of these households will be 'couples' and 'couples with families.' In addition, the City's population will increase in all age groups, leading to a growing demand for all community facilities.

The population growth of Armadale has exceeded state and national growth for almost ten years, especially in Piara Waters and Harrisdale suburbs. The fastest growing age group in this area is between 25 and 34. More than 48% of residents in these suburbs are born overseas and require different types of community facilities in these suburbs.

A multi-purpose centre is more inclusive than other facilities and will encourage the community to be more involved. A multi-purpose centre is perfect for youth after school because it can host all sorts of after-school programs, including sports leagues and other extracurricular activities. In addition, in a multi-purpose community centre that hosts many programs and events, there are more and more opportunities for people in the community to develop relationships and friendships.

I believe a multi-purpose centre might be the best option for the Harrisdale and Piara Waters community, and they desired one district-level facility over there.

#### **Officer Comment**

Provision and planning of community facilities is considered under a range of industry and sport specific guidelines, and strategies. Beyond the provisions allowed for under Liveable Neighbourhoods (State Planning document), Public Open Space requirements, and those able to be provided through Developer Contribution Plans, it would be typical to be guided by the particular needs of a sport, recreation or service, participation and demand data and the standards of provision endorsed by the local government.

For example, major state sporting associations have strategic facility plans that identify development requirements and facility guides. Other facility types might be guided by State Strategies – for example the *Western Australian Cultural Infrastructure Framework 2030+*, Infrastructure Australia's *Australian Infrastructure Audit 2019 – Social Infrastructure*.

One of the industry provision guidelines commonly referenced is the Parks and Leisure Australia (WA) *Community Facility Guidelines 2020*. These are noted as guidelines, and that local facility planning needs to be applied, but can serve to provide some indication of ratios of provision based on population.

The 2021 estimated resident population of Harrisdale and Piara Waters is 27,676.

	PLA2020	Provision required	Current Provision	Proposed Provision	Gap
Youth Centre/Youth Space	1:20-30,000	1	0	1 Piara Waters Library Youth Space	0
Indoor Sport and Recreation Centre (dry)	1:50-100,000	0	0	1 (ARRR 2027)	0
Community Centre – Neighbourhood	1:7,500	4	5 Bakers House Piara Waters Harrisdale Rossiter Novelli	8 + Harrisdale North Piara Waters West Piara Library	0

Item	Facility	Definition	Population Guideline	Facility hierarchy, distance & spatial components
8	Neighbourhood Community Centre	Small local meeting rooms and activity spaces that can be used by local organisations for activities such as dance, fitness and outreach work. Various gross floor area configurations of approximately 300m2 to serve immediate community.	1:7,500	Determined by local need and research; size and design should reflect the unique local conditions and be integrated / co-located where possible within a local sports pavilion and sports space, or other active spaces serviced well by public transport.
9	District Community Centre	Multi-functional building or group of public buildings for the social, cultural, and educational activities of a neighbourhood or entire community.	1:15,000 – 25,000	Need and evidence is required to establish a business case. The design scope and catchment to be determined through local research and community need. Indicative building requirements of approximately 900m2 of community meeting/activity space.

For a viable ‘multi-purpose’ facility, a detailed needs assessment is required to determine the potential included elements as well as appropriate operating model and business case. In addition, a site feasibility would need to be undertaken to identify any possible locations within the Harrisdale and Piara Waters areas. The recent work to identify a site for the Piara Waters Library highlighted the challenges of land availability for additional community facilities, with the only suitable site identified within the catchment being Piara Water Playing Fields (C12/4/21) where the library will be located.

In March 2022, Council considered a similar referral item for a regional multi-purpose facility (CS11/3/22) with the recommendation being:

*That Council consider the allocation of funds within the Four Year Budget to conduct a Needs Analysis into the concept of a regional multi-purpose facility within the City which would inform a review of the Community Infrastructure Plan.*

This referral item is seeking a **district** multi-purpose facility for Harrisdale and Piara Waters. Rather than ad hoc requests, sufficient funds should be allocated for a Needs Analysis of regional and district multi-purpose facilities within the City to inform a review of the Community Infrastructure Plan.

A Recommendation could be as follows:

That Council consider the allocation of funds within the Four Year Budget to conduct a Needs Analysis into both regional and district multi-purpose facilities within the City to inform the Community Infrastructure Plan.

### ATTACHMENTS

There are no attachments for this report.

*The following motion was moved by Cr Peter:*

That Council consider the allocation of funds within the Four Year Budget to conduct a Needs Analysis for a multi-purpose Indoor Sports Facility ~~into both regional and district multi-purpose facilities~~ within the City to inform the Community Infrastructure Plan.

Moved Cr S Peter, Seconded Cr M Silver

Opposed Cr K Busby

MOTION LOST

(2/4)

*Cr Flynn foreshadowed that if the motion under debate was lost she would move the Officer recommendation.*

That Council consider the allocation of funds within the Four Year Budget to conduct a Needs Analysis into both regional and district multi-purpose facilities within the City to inform the Community Infrastructure Plan.

Moved Cr E J Flynn, Seconded Cr K Busby

Opposed Cr S Peter

Due to an equality of votes (3/3), the Chair exercised a casting vote and voted against the motion.

MOTION LOST

(3/4)

*With the allowance of the Chair an alternative motion was moved Cr Peter.*

That the matter be deferred to the next Community Services Committee Meeting.

Moved Cr S Peter, Seconded Cr J Keogh

Opposed Cr K Busby

Motion withdrawn by Cr S Peter.

**RECOMMEND**

C32/11/22

~~**That Council determine this matter at its meeting on 14 November 2022.**~~

**That Council consider the allocation of funds within the Four Year Budget to conduct a Needs Analysis into both regional and district multi-purpose facilities within the City to inform the Community Infrastructure Plan.**

Moved Cr K Busby  
**MOTION CARRIED**

**(6/0)**

Amended  
at  
Council  
Meeting  
of 14  
Nov  
2022

#### ***1.4 - FIRE DANGER RATING SIGNAGE***

At the Council meeting held on 27 September, Cr Keogh referred the following matter to the Community Services Committee.

*That the matter of placement and quantity of fire danger rating signage be referred to the Community Services Committee.*

#### **Comment from Cr Keogh**

I wish to have a bit of information clarifying the following points:

- I note that City Officers have requested seven more signs. I wish to clarify, is this in addition to the two digital ones and two analogue ones?
- Will there be an analogue one put outside Roleystone VFRS, Karragullen/Roleystone BFB and Bedforddale VFRS?
- What was the selection criteria/basis for having seven more signs?
- What is the justification for the number being seven?
- Could we be provided with a funding update of what has been secured for signage?
- From my perspective, it seems most new signs seem to be on city limits. Was this intentional and if so why?

#### **Officer Comment**

As background, the Australian Government and all State and Territory governments recognised the need for a new national fire danger rating system as a priority in 2014. Initial scoping was undertaken in 2015 and proposed a five-year approach for development and implementation of a new system.

Subsequently the new Australian Fire Danger Rating System ('AFDRS'), which came into effect nationally on Thursday 1 September 2022, was developed collaboratively over several years. The development of the AFDRS was overseen by a National Program Board coordinated by a Program Management Office working out of AFAC, the National Council for fire and emergency services, in Melbourne.

The new system replaced the current Fire Danger Rating system (McArthur) that was introduced in the 1960s. The AFDRS uses improved data, science and technology to significantly improve the ability to predict fire behaviour and reflects the findings from extensive social research recommending a simplified, nationally consistent system.

The AFDRS aims to improve public safety, reduce the impacts of bushfires and better support the community with nationally consistent ratings and messaging. By implementing a national system, Australian residents and visitors will see and access consistent fire danger advice across the country, maximising their ability to understand and appropriately respond to conditions.

In Western Australia the introduction of the new AFDRS has seen the number of fire danger rating levels reduce from six down to four. The rating names and key messages are:

**Moderate:** Plan and prepare.

**High:** Be ready to act.

**Extreme:** Take action now to protect your life and property.

**Catastrophic:** For your survival, leave bushfire risk areas.

The development of the new AFDRS means that the current network of analogue and digital roadside Fire Danger Rating ('**FDR**') signs, managed and maintained by local governments, are obsolete and need to be replaced or removed.

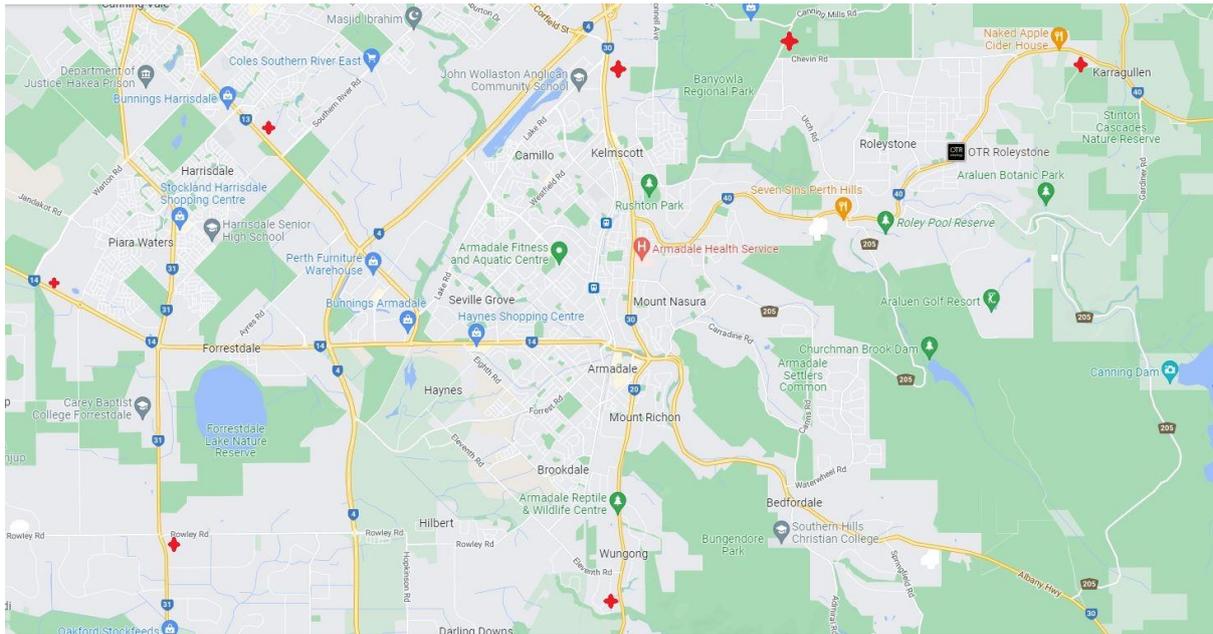
The Department of Fire and Emergency Services ('**DFES**'), who are the AFDRS project lead for Western Australia secured funding from the Commonwealth Government to contribute to the signage replacement. Utilising the Commonwealth funding, DFES are coordinating a centralised procurement process for replacement signage (analogue and digital) across the State based on identified replacement requirements.

In early June 2022, DFES called for local governments to assess the optimal number and locations of current signage and submit their replacement requirements to the project team. Local governments were provided until the 30 June 2022 to submit their replacement requirements.

Locally the City has historically had four (4) Fire Danger Rating ('**FDR**') signs, two (2) digital signs erected on Albany and Brookton Hwy's, and two (2) analogue signs situated outside the Roleystone (48 Jarrah Road) and old Bedfordale (2 Waterwheel Road) fire stations.

The City's submission, identified seven (7) additional FDR sign locations, over and above the two (2) existing digital FDR signs. The City's submission did not propose to replace the analogue signs erected outside the fire stations as there has been ongoing issues in upholding accuracy of analogue signs, therefore the City's submission was for a total of nine (9) digital FDR signs across the district.

Please refer to the following map for the geographic locations of seven the (7) additional FDR signs, marked with a red cross, that formed part of the City's submission to DFES.



The locations were strategically selected using local government and fire weather district boundaries. Anecdotally, information from FDR signs is generally passively sourced by residents and visitors as they drive by, therefore major thoroughfares into the City have been utilised to ensure maximum exposure to residents and visitors alike.

In late July DFES advised that due to delays in finalising the new AFDRS signage design, as well as delays in securing Commonwealth funding, coupled with manufacturing delays, the signage would not be produced and distributed to local governments before the 1 September 2022 AFDRS “Go-live” date. DFES subsequently instructed local governments to remove all analogue signs and cover up digital FDR signs until replacements were forthcoming.

However, locally the Chief Bush Fire Control Officer worked with City’s Print Production team to develop a temporary workaround for the existing digital FDR signs which allows the AFDRS ratings to be correctly displayed until the permanent solution is provided by DFES. The analogue signs outside the fire stations were removed from site when first notified by DFES and are currently in storage.

The *Bush Fires Amendment Act 2022* was published in the Government Gazette on Friday 26 August 2022 to facilitate the necessary changes in legislation for the new AFDRS.

On the 29 September 2022 the City received correspondence from DFES advising that a total of 69 local governments had submitted submissions for replacement FDR signage, identifying 153 analogue and 40 digital signs currently in the network.

DFES explained that the AFDRS project will only replace local government FDR signage on a like-for-like basis using funds secured from the Commonwealth Government. Accordingly, the additional FDR signs that formed part of the City’s submission will not be considered.

DFES further advised that production of signage commenced at the end of September with retrofit and refurbishment of existing digital signage expected to commence by the end of October 2022.

However DFES have advised that as the northern bushfire season has already commenced, the priority for initial distribution of FDR signage will be for the Kimberley and Pilbara regions.

It is suggested that the Recommendation be as follows:

That Council notes the Officers information on the new Australian Fire Danger Rating System ('**AFDRS**') and Fire Danger Rating ('**FDR**') signage.

#### **ATTACHMENTS**

There are no attachments for this report.

#### **RECOMMEND**

C33/11/22

**That Council notes the Officers information on the new Australian Fire Danger Rating System ('AFDRS') and Fire Danger Rating ('FDR') signage.**

**Moved Cr J Keogh  
MOTION CARRIED**

**(6/0)**

***COUNCILLORS' ITEMS***

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Nil

***EXECUTIVE DIRECTOR COMMUNITY SERVICES REPORT***

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Nil

**MEETING DECLARED CLOSED AT 8:17PM**

<b>COMMUNITY SERVICES COMMITTEE</b>		
<b>SUMMARY OF ATTACHMENTS</b>		
<b>8 NOVEMBER 2022</b>		
<b>ATT NO.</b>	<b>SUBJECT</b>	<b>PAGE</b>
<b>1.2 EXPLORATION OF THE USE OF THE PCYC/ARMADALE ARENA MEZZANINE SPACE</b>		
1.2.1	Armadale Recreation Centre Services Committee - 8 December 2020	19
1.2.2	Youth - The Loft Youth Space(2)	28

COMMUNITY SERVICES  
COMMITTEE - Recreation Services

1

8 DECEMBER 2020

### **3.1 - ARMADALE RECREATION CENTRE SERVICE OPTIONS**

WARD : ALL  
FILE No. : M/697/20  
DATE : 20 October 2020  
REF : CH/MH/NK  
RESPONSIBLE MANAGER : Executive Manager  
Community Services

**In Brief:**

- Council to consider the service level provided at the Armadale Recreation Centre and what the target market should be.
- Recommend that Council endorse option 2, which recommends that the Armadale Recreation Centre focus on a specialised market.

#### **Tabled Items**

Nil

#### **Decision Type**

- Legislative** The decision relates to general local government legislative functions such as adopting/changing local laws, town planning schemes, rates exemptions, City policies and delegations etc.
- Executive** The decision relates to the direction setting and oversight role of Council.
- Quasi-judicial** The decision directly affects a person's rights or interests and requires Councillors at the time of making the decision to adhere to the principles of natural justice.

#### **Officer Interest Declaration**

Nil

#### **Strategic Implications**

- 1.1.2 Build interdependent and resilient community groups
  - 1.1.2.1 Implement capacity building activities in local community, sporting and recreation groups.
  - 1.2.1.4 Facilitate delivery of children and family programs
- 1.2.2 Provide opportunities to improve health outcomes for everyone
- 1.3.1 Plan for services and facilities in existing and emerging communities
- 1.3.4 Promote services and facilities available in the community
- 4.3.2 Pursue Non-Rates Revenue Opportunities
  - 4.3.2.3 Review cost recovery alternatives for infrastructure utilization

#### **Legal Implications**

*Local Government Act 1995 Section 2.7 – Role of Council*  
*Local Government Act 1995 Section 3.1 – General function*  
*Local Government Act 1995 Section 3.18 – Performing executive functions*

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8 DECEMBER 2020

*Local Government Act 1995 Section 6.16 – Imposition of fees and charges*  
*Local Government Act 1995 Section 6.17 – Setting level of fees and charges*

**Council Policy/Local Law Implications**

Nil

**Budget/Financial Implications**

Adoption of option 2, as recommended in this report will result in an annual saving of \$140,000 to the Corporate Business Plan forecast.

**Consultation**

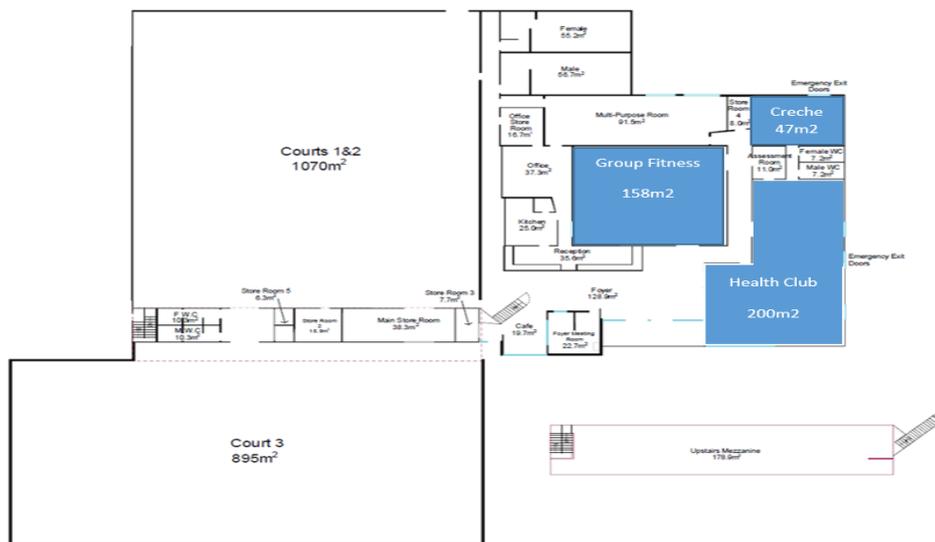
- Council workshop 29/09/2020
- Community Development
- Community Planning

**BACKGROUND**

The Armadale Recreation Centre (ARC), known previously as the Armadale Arena, was the City of Armadale’s primary recreation centre until 2019. After the opening of the Armadale Fitness and Aquatic Centre (AFAC) in March 2019, Council requested a review of operations of ARC later that same year. Given AFAC’s success, and the overall improved financial position, it was decided to delay the review of the ARC to 2020, to further establish the impact AFAC had on overall attendance and where ARC may sit within the market.

The ARC comprises;

- 3 multi marked indoor hardcourts which are currently regularly used for basketball and gymnastics as well as being hired on a casual basis
- A mezzanine, which has been used from time to time as a hire space for activities such as karate and other martial arts but which is currently not being used
- A series of rooms on the south eastern side of the building used for a gym, group fitness, a crèche and a multipurpose room



COMMUNITY SERVICES  
 COMMITTEE - Recreation Services

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8 DECEMBER 2020

**ARC Usage**

A breakdown of total patronage at the ARC is outlined in the following table

Attendance Type	Total Annual Visits	%
Regular & Casual Hirers	56,024	83%
Group fitness	2,251	3%
Gym use	5,377	8%
Crèche	1,062	2%
Casual court use	2,920	4%
<b>Total</b>	<b>67,634</b>	<b>100%</b>

\*Attendance figures based on actuals from October 2019 to October 2020

**Gym, Fitness and Creche Usage**

Monthly average visits for the gym, fitness and crèche area are;

Monthly average attendance	Gym	Group Fitness (Class average)	Creche (Average session)
Pre AFAC 2018/2019	861	686 (7)	461 (10)
Post AFAC opening/ Pre COVID	609	246 (13)	126 (7)
Post COVID from July	531	222 (11)	107 (6)

By way of comparison, monthly average visits for AFAC are;

Monthly average attendance AFAC	Gym	Group Fitness (Class average)	Creche (Average session)
Post AFAC opening/ Pre COVID	12,302	6,143 (20)	1,251 (27)
Post COVID from July	12,231	5,018 (17)	1,180 (25)

**Current Financial Model**

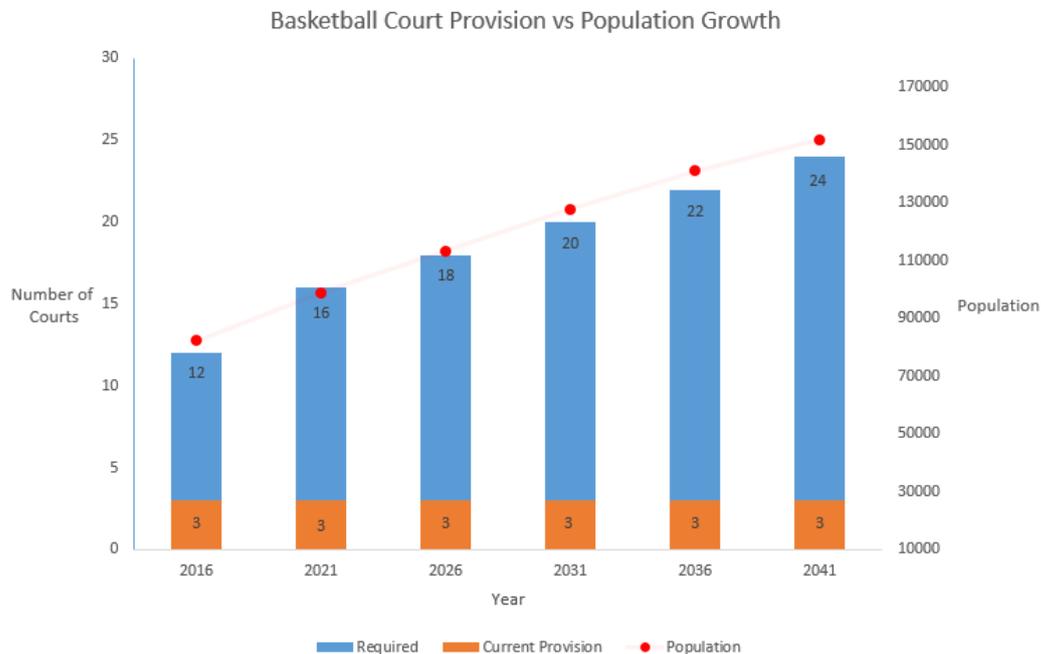
Total Expenditure	Total Revenue	Net Municipal Funds Required
<b>*\$809,000</b>	<b>**(\$241,000)</b>	<b>\$568,000</b>

\*Includes Salaries, Administration, Programs, Kiosk, Cleaning, Maintenance, Utilities

\*\*Includes Membership, Casual and Regular bookings, Kiosk Sales

**Indoor Hardcourt Provision**

The three indoor hardcourts at the ARC are the City's only indoor hardcourts. Based on Parks and Leisure Australia's Guidelines for Community Infrastructure and Basketball WA's (BWA's) projected participation rates this represents a chronic under provision. These guidelines and participation rates indicate that the City's population warrants a current provision of 13 courts which means there is an under provision of 10 courts. As can be seen in the following table this under provision will become worse as the population continues to grow.



In October 2020, Council endorsed the inclusion of a regional level netball basketball facility in concept planning for the Armadale Regional Recreation Reserve (C31/10/20). This regional level facility would provide 8 indoor courts for a total of 11 which, if constructed immediately would still represent an under provision. It is assumed, therefore that the indoor hard courts will retain their current function and so the focus of this report is on the areas in the ARC currently used as a gym, fitness room and crèche.

**DETAILS OF PROPOSAL**

Four options have been identified around the spaces occupied by the current gymnasium, group fitness room and crèche:

1. Continue with current operational mode;
  - Gym open from 6am – 8pm weekdays 8am – 1pm Saturday and 8am – 11am Sunday.
  - Group Fitness classes: 5 per week 9.15am – 10.15am Monday – Thursday and Saturday.
  - Crèche operates from 9 – 11 Monday to Thursday and 8.30am – 10.30am Saturday

No impact on current financial forecast in the Corporate Business Plan which provides for net municipal funds of \$568,000. Please note that the current gym equipment, which the City owns, is old and outdated. While the equipment is still operational, consideration should be given to replace it, which would cost an additional \$70,000 per year (lease option). This is over and above the current CBP allocation.

2. Modify operations and hours of the gym, fitness and crèche areas and focus on a non-traditional health and fitness service.

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Based on the reduced hours outlined in the next section of this report, option 2 would require \$428,000 in municipal funds which represents an annual saving to the current Corporate Business Plan of \$140,000 per year. This option includes \$70,000 to replace equipment (annual lease cost).

**This is the recommended model.**

3. Cease all gym, group fitness and crèche services and the facility to function as an additional CoA hireable or leasable space outside existing users. This option retains two staff at ARC so that the facility operates as a staffed community centre.

This option requires \$409,000 in municipal funds which represents an annual saving to the current Corporate Business Plan of \$159,000.

4. Cease all gym, group fitness and crèche services and operate the rooms as additional CoA hireable or leasable spaces. This option also proposes that the centre is **not staffed** with users accessing the building in the same way the City's other hire facilities operate (ie. Key pick up prior to access).

This option requires \$247,000 in municipal funds which represents a saving to the current Corporate Business Plan of \$321,000.

The recommended option (option 2) would see the gym and fitness activities available for general public but promoted to non-traditional gym goers and people who may find AFAC intimidating. Some specialist equipment would be sourced to make the gym accessible to a wider range of community members and the centre could run 'closed' sessions and could also be booked where service providers could book the gym or fitness room exclusively for their clients.

All of the identified options align with the *Gwynne Park Facilities Review* which is presented in another report in this December Community Services agenda.

**COMMENT**

General statistics and industry benchmarking have demonstrated that the financial position and attendance of ARC has been, and (whilst improved), is still below industry standard. This can be attributed to a number of factors (older building, small gym) but primarily due to the condition of the equipment, which in some cases is 11 years old (equipment was installed in 2009) and is well below industry standards.

As shown in the tables earlier in this report, overall centre attendance has grown. This is a net result following improved growth of bookings for the centre's hard courts but a reduction in gym, group fitness and Crèche. Additionally, the financial performance of ARC has improved and seen its subsidy per attendance (the widely used metric in the recreation industry) decrease from \$15.27 (FY17/18) to \$7.95 (FY19/20). A major factor in the reduced subsidy rate is in reduced staffing costs due to fewer classes being run. Officers are confident that improved attendance and financial performance will result from the recommended option.

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ARC 2017/18	ARC Option 1	ARC Option 2 (recommended)	Perth Metro Median 2019/20
\$15.27	\$7.10	\$4.28	\$2.84

**Option One – Continue Current Operations (not recommended)**

Description

Continue current operations at ARC where the facility acts as complementary service to AFAC and/or an alternative for members looking for a smaller and/or quieter facility.

Positives

- Offers an alternate facility to AFAC;
- Loyal user base; and
- Attendance increasing.

Risks

- High subsidy per attendance;
- High staff expenditure as must have two staff on at all times for security; and
- Potentially not attracting new members.

Budget Implications

Current operational deficit (including property) is projected to be \$586,000 with the likelihood that an additional \$70,000 per year will be required to lease new equipment.

**Option Two – Repurpose to Specialised Operational Focus (recommended option)**

Description

Whilst ARC already has aspects of its current users as people who prefer a quieter facility, more seniors etc – the opportunity exists to focus via programming (targeted classes etc), equipment and layout to attract a variety of specialised users. These could include but not limited to seniors, people with disabilities, special needs, vulnerable young people and physiotherapy clients. To complement this further, the classes and services offered could tie in with Community Development Programs. Potential examples include seniors specific group fitness, mothers and bubs classes, gentle exercise classes, specific classes for disabilities or classes for low socio economic groups and a pricing strategy that reflects this.

The gymnasium would be equipped with specific equipment that can target and benefit these particular users groups. To further complement this option, the operational hours would be reduced to Monday to Friday 9am – 12pm and 4pm – 8pm and Saturday/Sunday 8am – 12pm, to meet the expected attendance patterns and also ensure the facility is available for exclusive use or specific community development programs throughout the day.

Similar formats within the Perth metro area can be found at Local Government run facilities in the Cities of Stirling (Scarborough Leisure Centre) and Joondalup (Dun Craig Leisure Centre) where a secondary site operates in conjunction with a larger facility that whilst open to all members, the primary users are the specialised markets.

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City officers have canvassed local community organisations related to the groups mentioned above and they have indicated a keen interest should this option be implemented.

Positives

- Targets a segment of the market that whilst programming exists, isn't covered in mainstream recreation facilities eg private or public;
- Significant operational savings via reduced expenditure (see budget implications);
- Additional health and wellness services for CoA residents that complements the current AFAC product. Also assists with space as AFAC is well beyond industry standards for members per square metre;
- Further activation of the South Armadale precinct; and
- No impact on current ARC user groups, Basketball, etc.

Risks

- Potential loss of ARC only users with slight change in service (noting normal gym users could still attend in opening hours); and
- Reduced hours limit the potential casual 'walk-in' nature of indoor court users – note that attendance patterns show very few casuals attend outside of the proposed operational hours.

Budget Implications

- A projected reduction of the current subsidy to CoA of \$140,000.
- Key financial assumptions include:
  - Projected \$145,000 revenue income based on attraction of 200 new memberships;
  - Reduction \$65,000 in casual salaries based on reduction of operating hours; and
  - Additional \$70,000 expenditure for new equipment.

**Option Three – Repurpose to a Staffed Hire Only Facility (not recommended)**

Description

This option involves CoA ceasing the services of gym, group fitness classes (five per week), and Crèche at ARC. The centre would then be repurposed to a hirable/leasable community space and with the gym, group fitness and crèche rooms unoccupied, these spaces would then be offered as hirable space to community groups and/or other users. ARC would still be staffed to allow easier access for hirers, improved security and the continued availability for walk-ins to use the indoor courts. The projected operational hours would be modified slightly and be Monday to Friday 8am – 8pm and Saturday/Sunday 8am – 12pm.

Positives

- Minimal disruptions to core users (basketball, gymnastics) whilst also offering additional high quality (matted floors, mirrors, A/C) rooms for hire. Officers, whilst not having accurate predictions, have regularly taken enquiries from community groups to hire these spaces in the past;
- Creates an additional revenue stream (hire fees) whilst also allowing for potential community and/or user groups to utilise the space;
- Allows the current availability of the courts to be maintained; and
- Significant subsidy reduction from reduced services.

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Risks

- Potential loss of ARC only users; and
- Overall lower attendance compared to the current operations and option two.

Budget Implications

- A projected reduction of the current subsidy to CoA of \$159,000.
- Key financial assumptions include:
  - Projected \$18,000 new revenue based on bookings for hireable spaces;
  - Reduction of \$21,000 in membership with potential loss of ARC only members;
  - Expenditure reduction of \$157,000 casual salaries (\$86,000 gym, \$49,000 crèche, \$17,000 group fitness \$5,000 customer service); and
  - \$5,000 centre operations (uniforms, stationary and consumables).

**Option Four – Repurpose to an Unstaffed Hire Only Facility (not recommended)**

Description

This option involves CoA ceasing the services of gym, group fitness classes (five per week), and Crèche at ARC. The centre would then be repurposed to a hireable community space and with the gym, group fitness and crèche rooms unoccupied, these spaces would then be offered as hireable space to community groups and/or other users. This process would be managed within the current community buildings hire process consistent with other CoA community buildings and ARC wouldn't be staffed. ARC would require some building amendments to allow for the new use eg new locks, potentially CCTV with a predicted once off cost of \$10,000.

Positives

- Significant financial benefits to CoA with casual staff not required;
- Minimal disruptions to core users (sports, gymnastics) whilst also offering additional high quality (matted floors, mirrors, A/C) rooms for hire. Officers, whilst not having accurate predictions, have taken numerous enquiries from community groups to hire these spaces in the past; and
- Creates an additional revenue stream (hire fees) whilst also allowing for potential community and/or user groups to utilise the space.

Risks

- Potential loss of ARC only users;
- Security issues in a large building;
- Loss of casual court usage unless formally booked; and
- Overall lower attendance compared to the current operations and option two.

Budget Implications

- A projected reduction of the current subsidy to CoA of \$321,000;
- Key financial assumptions include:
  - Projected \$18,000 new revenue based on bookings for hireable spaces;
  - Reduction in revenue of \$21,000 in membership with potential loss of ARC only members, \$22,000 in casual usage fees and \$4,000 kiosk sales;
  - Expenditure reduction of \$322,000 casual salaries (\$170,000 customer service, \$86,000 gym, \$49,000 crèche, \$17,000 group fitness); and

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- \$28,000 centre operations (\$10,000 advertising, \$5,000 gym equipment maintenance, \$4,000 minor equipment, \$4,000 kiosk stock \$3,000 banking fees, \$1,000 uniforms, \$1,000 stationary).

**Community Group/Service Provider use – Options 3 and 4**

Options 3 & 4 present an opportunity to broaden the range of services beyond recreation based activities by providing spaces that could be leased by service providers such as child health or financial and other counselling. While there is a need for these types of services in the area there are other facilities which cater for this demand such as the adjacent Lotteries House and the Evelyn Gribble Community Centre which is 1.2 kilometres from Gwynne Park.

**OPTIONS**

1. Continue with current operational model;
2. Reduce operational hours of the gym and repurpose to a specialised health and fitness service;
3. Cease all gym, group fitness and crèche services and the facility to function as an additional CoA hireable space outside existing users that is staffed; or
4. Cease all gym, group fitness and crèche services and the facility to function as an additional CoA hireable space outside existing users that is unstaffed.

Option 2 is recommended.

**CONCLUSION**

ARC has seen positive improvements in both attendance and financials since AFAC has opened albeit still requiring a significant and relatively high ratepayer subsidy. Council is now presented with the options of ARC's short to medium term future following the ongoing success of AFAC and in anticipation of the Armadale Regional Recreation Reserve. The recommended option allows for the continuation of the gym and fitness services but with an emphasis on providing a more specialised service for community members who cannot attend or are less attracted to larger scale gym and fitness operations.

**RECOMMEND**

**That Council:**

1. **Endorse option 2 to reduce operational hours of the gym and repurpose to a specialised health and fitness service.**
2. **Note the budget implications of option 2 for consideration in the 2021/22 budget and Corporate Business Plan.**

**ATTACHMENTS**

There are no attachments for this report.

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***1.1 - YOUTH - THE LOFT YOUTH SPACE***

WARD : ALL  
FILE No. : M/630/16  
DATE : 27 October 2016  
REF : AT/  
RESPONSIBLE : Executive Director  
MANAGER : Community Services

**In Brief:**

This report proposes the establishment of a youth space 'The Loft' at the Armadale Arena (Mezzanine Floor).

**Recommendation**

~~That Council endorse the proposal for a youth space to be established at the Armadale Arena, *The Loft*.~~

That Council recommit the report proposing a youth space at the Armadale Arena, *The Loft*, pending further investigation

**Tabled Items**

Nil

**Officer Interest Declaration**

Nil

**Strategic Implications**

- 1.1.1 Provide opportunities to connect individuals to each other and the wider community.
- 1.2.1 Recognise, value and support everyone.
- 1.2.2 Provide opportunities to improve health outcomes for everyone.
- 1.2.3 Encouraging initiatives to improve perceptions of safety.
- 1.3.1 Plan for services and facilities in existing and emerging communities.
- 1.3.2 Deliver services.
- 1.3.3 Advocate and share responsibility for service delivery.
- 1.3.4 Promote services and facilities available in the community.
- 1.4.1 Consult the community in diverse ways.
- 1.4.2 Identify our strengths, challenges and opportunities.

**Legislation Implications**

Nil

**Council Policy/Local Law Implications**

Nil

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### **Budget/Financial Implications**

The project will require some funding for furnishings and equipment which can be met from existing Community Services budget allocations. Technical Services have identified existing budgets for storage, structural testing, wall installation and entry door security if the proposal is endorsed.

### **Consultation**

1. Community Services
2. Property Services
3. Recreation Services
4. Youth Partnership Project
5. Armadale Youth Collaborative Action Network (CAN)
6. Youth Support Agencies
7. WA Police
8. Department of Education
9. Youth Justice Services

### **BACKGROUND**

The City of Armadale is one of the fastest growth regions in Australia, and the second fastest in Western Australia. The 10-19 year old demographic will represent up to 13.7% of the City's population by 2036, resulting in additional demand for education, youth services, activities and facilities within the region.

The Growing Armadale Community Engagement results showed a recurring theme that the community was looking to the City to improve services and facilities for young people that also encouraged employment and education needs of future generations. There was also evidence from the recent Perceptions Survey that the community considered that services and facilities for youth could be improved.

The City plays a key role in a number of interagency groups which includes the Youth Partnership Project (YPP).

Youth Partnership Project (YPP) is a working group that was formed to address anti-social and criminal behaviour of young people on the Perth – Armadale train line. The group has been instrumental in analysing how services are delivered for young people which showed that the lack of coordination and collaboration between services was a major contributing factor to the overall poor outcomes for youth intervention in the South East Metropolitan area.

The YPP established Youth Collaborative Action Networks (CANs) which are spaces that gather youth workers and other key staff in youth programs and services within a local area for the purposes of creating better partnerships and increasing collaborations with each other. The CANs aim to do this by identifying current youth trends and issues, critical gaps, barriers and opportunities as well as sharing relevant information in order to find more efficient, creative and responsive ways to address the immediate needs of young people.

The Armadale Youth CAN was the first one established in 2014 and is chaired by the City of Armadale. The CAN meets bi-monthly and so far has been very successful at improving partnerships, increasing continuous dialogue between members as well as fostering strong

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partnerships between youth services and programs operating within the Armadale community. The other CAN's are Gosnells/Canning and Belmont/South Perth/Victoria Park.

The Armadale Youth CAN has identified the need for a youth space from which to co-locate and provide services, programs and activities. Currently, there is no designated 'youth space' or 'Youth Centre' in Armadale. Previously a space called 'The Bunker' was operated by Armadale Youth Resources in the CBD, however this is no longer operational. There are some organisations that provide youth type programs and spaces, however these are usually associated with their own activities.

The need for a youth space or Youth Centre was commented on by a significant number of respondents to the Growing Armadale community engagement and the recent Perceptions Survey.

In addition, the City regularly receives requests and queries by local organisations, agencies, parents and young people for activities/programs for young people and places to go.

In September 2015, the City took part in a co-design workshop with local youth who had been involved at some point with the justice system, or in City programs and service providers run by the YPP. The results were compiled into a report titled: *Youth Centered Early Intervention Model for Young People with Complex Needs*. This report highlighted the risk factors and protective factors identified by the young people as overarching themes raised for a young person's journey into crime and antisocial behaviour. The risk factors include poor emotional wellbeing, inadequate access to resources to meet basic needs, poor family functioning, poor educational support and lack of skills to cope. The protective factors include life skills, social and emotional wellbeing, stable families, adequate resources, educational engagement and safe community.

Through this engagement Armadale young people identified that they need:

*“positive places to hang out. They wanted to be able to play sport and other recreational activities in the community. Youth said they needed people who believe in them and a place where they don't feel discriminated against.”*

The City of Armadale has traditionally suffered high rates of domestic violence, which makes the provision of a safe place for young people a priority. Similarly, young people from disadvantaged backgrounds are less likely to have access to technology and internet access in the home, in 2009 ABS found that 60% of households in the lowest income quantile didn't have access to internet at home, further disadvantaging their education and employment prospects.

The underutilised mezzanine floor at the Armadale Arena has been identified as an area that would be suitable to create a youth space.

#### **DETAILS OF PROPOSAL**

It is proposed to establish a youth space at the Armadale Arena entitled *The Loft*.

It is proposed the space will be open to young people aged 8 – 18 years after school hours from approximately 3.30 – 6.30pm week nights. The space will be staffed during these drop-in hours by a rotating interagency roster of youth workers from the Armadale Youth

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Collaborative Action Network (CAN). The human resources and some youth programs and activities will be contributed in-kind by the partnering organisations and the roster for staff and programs will be developed at the bimonthly CAN meetings chaired by the City.

The City and CAN have developed working relationships with the following organisations to support the delivery of programs and services from *The Loft*:

- Save the Children;
- Hope Community Services;
- WA Police;
- Wanslea;
- Mission Australia;
- Communicare;
- YMCA;
- Minnowarra House;
- Mercycare;
- Anglicare;
- Headspace Armadale;
- Department of Education (Participation Team); and
- Public Transport Authority (Right Track Program).

The space will be designed through a co-design process which involve consultation with local youth and service providers who are likely to use space. This process will ensure that the space created will foster a sense of ownership and pride, whilst being relevant to the users and service providers.

Outside of the drop-in hours on week days, it is proposed the space will be available to be booked for use by all participating CAN partner organisations including CoA to hold meetings with young people, host youth workshops and run youth programs. This process would be governed by a Memorandum of Understanding. Collective policies including a thorough risk mitigation plan would be developed in consultation with the CAN.

There is a cost for furnishings and equipment to establish *The Loft* as a youth space which can be met from existing Community Services budget allocations. External sources of funding will also be sought. Technical Services will be committing an allocation to the project for storage, structural testing, installation of a wall and secure door at front entry if the project is endorsed.

Aiming to provide not only safe places and a rotating roster of youth workers to be a positive encounter for those young people on their day, *the Loft* will also provide constant programs that cover life skills, positive mental health, coping strategies and homework club – all provided by partner organisations of the Armadale Youth CAN through existing funds.

## OPTIONS

Council has the following options:

1. Endorse the proposal to establish a youth space at the Armadale Arena, *The Loft*.
2. Not endorse the proposal to establish a youth space at the Armadale Arena, *The Loft* and request/suggest alternative locations to be considered.

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3. Not endorse the proposal to establish a youth space at the Armadale Arena, *The Loft*.

Option 1 is recommended.

## CONCLUSION

*The Loft* will be a multi-purpose youth space based on the mezzanine level of the Armadale Arena, aimed at young people aged 8 – 18 years old living, studying or frequenting the City of Armadale. This youth space will provide a safe space for local youth to access and gain support from local youth agency workers, engage in positive recreation and feel included by community. Utilising an existing City facility will maximise engagement with the community, whilst minimising costs and achieving major outcomes for young people. Similarly following a partnership model, will ensure the space is staffed and used appropriately by leveraging existing resources from a range of local organisations.

This space will introduce young people including vulnerable and at-risk youth, to numerous youth workers and service providers operating within the City by allowing them to “drop-in” and hang out in the space in the company of the rostered youth workers.

In addition to this, youth will have access to a range of information and support as well as the opportunity to create a support network of positive peer relationships. One of the intended outcomes of the project is to decrease youth related anti-social behaviour within the City and create a safer community for young people and the wider community.

### ***Committee Discussion***

*Committee discussed the proposal and whilst supportive of the concept of providing a youth space was of the view that further information was required:*

- *Alternative options for location be investigated, particularly in relation to the feasibility study into the future possible redevelopment of the Seville Grove Library and Champion Centre*
- *That the management model for the youth space and its interaction with the Arena programs be further investigated*
- *That the budget implications determined from Technical and Community Services be clarified in a future report*
- *That clarity be provided on how the proposal addresses the overall opportunities for youth in addition to providing a base for referral services whose primary focus is youth at risk*
- *That the future report outline the current ‘outreach’ model versus a centre based model.*

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*As a result of discussion, Committee was of the view to recommit the report pending further investigation of the matters raised.*

**ATTACHMENTS**

There are no attachments for this report.

**RECOMMEND**

C46/12/16

**That Council:**

~~Endorse the proposal to establish a youth space at the Armadale Arena, *The Loft*~~

**That Council recommit the report proposing a youth space at the Armadale Arena, *The Loft*, pending further investigation**

Moved Cr C M Wielinga

**MOTION CARRIED**

**(7/0)**