

Creative Component Project Report:

Evolution of community development approach due to community changes and major events:

A case study of Exmouth, Western Australia from 1986 to 2016

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Abstract

Communities can experience a great deal of change as a direct result of industry shifts, both growth and reductions. The case of Exmouth, Western Australia presents an opportunity to gain understanding of how community development processes contribute to the evolution of such a place. This case study uses a mixed-methods approach to piece together the changes, influences, and initiatives impacting Exmouth over the past thirty years. The study utilized socio-economic data reported by the Australian Census, summaries of major historical events in the community, and compiling a summary of recent community development programs. This study provides a growing understanding of how the community profile has changed, what factors may have influenced community decisions, and what types community development programs have been utilized. Overall themes revealed an awareness of a community need to preserve local heritage, promote sustainable economic activity, and addressing the rising cost of living in rural Australia. The resulting Exmouth Community Development Model represents how these forces interact with each other, interact with community resources, and reveal hidden opportunities for the community.

Introduction

The Shire of Exmouth, Western Australia (WA) was founded in 1967 as a support community for a newly constructed United States Navy (USN) base located on the remote North West Cape. At the end of the Cold War, the USN departed the community it had built with the Australian Defence Forces and the Royal Australian Navy (RAN) resulting in economic uncertainties that some predicted would make Exmouth a “ghost town” (Barker & Ondaatje, 2015, p.344). Today, Exmouth can be described as a thriving community with a booming international tourism industry despite the challenges of geography, climate, competing interests, and, of course, loss of major employers. In the 1990s, staff reductions at the nearby navy base resulted in large job losses and the departure of most military families and government resources intended to serve defense personnel but also used by the whole community. This forced local leaders and businesses to embrace change in various ways. Visitors to the community today might sense what the town once was but may be in awe of just how much has changed.

The biggest difference may be the population. According to the Australian Bureau of Statistics (ABS) (1987a), the shire’s population in 1986 was nearly 5,000 strong, including many American personnel and families. With the defense spending cuts after the Cold War by both the Australian and United States governments, staff was cut from the original 800 down to less than 200 (Humphreys, 2006, p.19-20.) and the fledgling shire government faced an uphill battle to regain economic opportunities for displaced workers and their families. Australian government and university studies contributed to promoting the challenges and opportunities available to Exmouth but most focused on the regional scope of development planning. Due to Exmouth’s unique history, this case study narrows that scope to provide a local history and summary of what those studies and other influences have had on the community.

Background

When being introduced to the community development field, an important first step is to understand what community is and why community change is a frequent subject of studies.

Beeton (2006) defines community as “an agglomeration of living things that share an environment” at its most basic level. However, she emphasizes that things like “the acts of sharing reciprocity and interaction, which can be realized in a number of ways,” provides another dimension to the concept that is often a great influence on the evolution of community (p.17).

These same relationships may be the source of both opportunities and challenges for community development and may be difficult to describe in quantitative details. For places that have incorporated the natural environment into its identity, this introduces another realm of influence and potential impacts to complicate community activities. Then sharing this realm with outsiders, who may or may not share the same level of appreciation, causes simple conversations to become complicated beyond many community members’ ability to comprehend.

Nature-based tourism and eco-tourism can be described as “marketing tools” (Beeton, 2006, p.92) but are growing areas of rural economies due to the rise of leisure in the 20th century and an increasing concern for environmental sensitivities. Beeton reminds that even healthy communities with well-established protocols need assistance from time to time (p.80).

Concerning environmental factors, however, she emphasizes “without proper planning and integration, projects work in isolation, failing to influence conservation, development or policy” (p.92). With this in mind, the purpose of studying recent histories and actions of small, remote communities such as Exmouth, Western Australia reveals opportunities to gain further understanding of how processes, programs, and decisions of all levels of community and governments can impact day-to-day lives of residents.

In preparation for this study, a collection of books and articles provided an overview of concepts anticipated to be encountered over the course of the study, background information related to local and national history, and chronicles of local and regional planning and development processes over the past 30 years. These studies and publications contributed the following points to this study:

- McLeod and McGinley (1990): Fishing catch in WA valued at \$455 million, Exmouth Gulf one of three locations that contribute to 90% of that amount.
- Industry Commission (1993): Exmouth's adjustment to the community change brought on by transition of VLF management and departure of US Navy provides an example of what services and studies are needed before, during, and after a shock to the economy. Recommended further study of how community and regional economy recovers to provide insight for future processes.
- Taskforce on Regional Development (1993) (known as the Kelty Report): Nature-based tourism is a growing opportunity for economic development in the Gascoyne Region. Predicts growth can overcome the slumping economy following departure of USN.
- Ross and Wall (1999): Balance needed between conservation and development. Provides an example framework for communities to assess status of ecotourism locations which includes suggested indicators.
- Scheyvens (1999): Importance of empowerment of ecotourism communities and suggests use of social, economic, psychological, and political impact studies to better understand relationships.
- Wood (2003): WA Planning Commission study as part of the public consultation process for Carnarvon-Ningaloo Coast Regional Strategy. Found the infrastructure (particularly

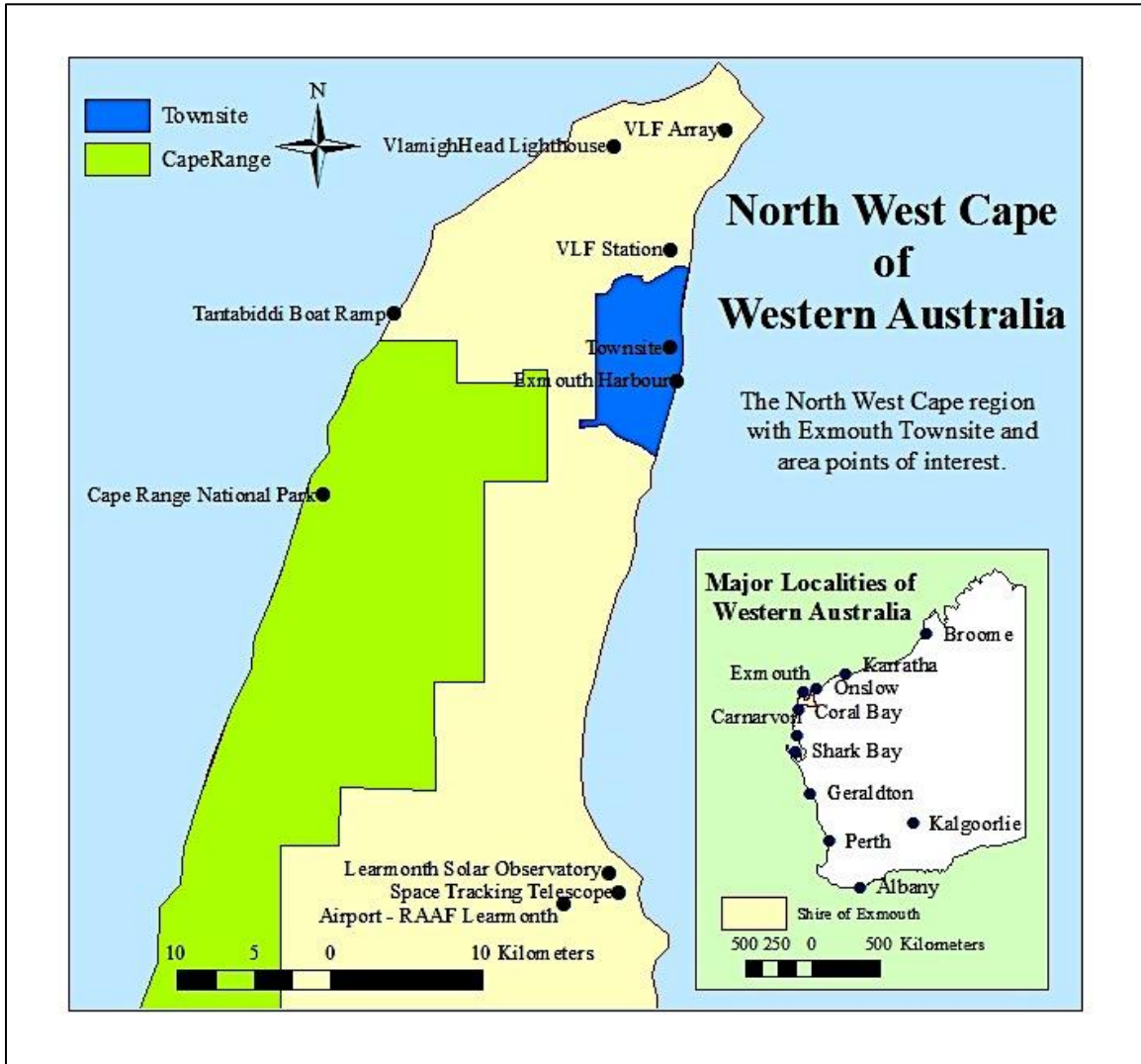
sewage and beach access) lacking for tourism growth despite \$80 million tourism revenue in Exmouth in 2001. Visitors spent an additional \$40 million in other regions of WA.

- Rawsthorne (2005): Changes in approaches of Australian government and community organizations include adopting of economic rationalism and “new managerialism” causing minimal adverse impacts than had been anticipated.
- Beeton (2006): Community Development Through Tourism. Recommended reading by Shire of Exmouth Community Engagement Manager due to use in community program creation. Provides overview of community development processes in relation to tourism industry growth and development.
- Flora, et al. (2006): Community Capitals Framework is a tool to categorize community assets and resources into seven capitals. Found that successful rural communities pay attention to these capitals and have an understanding of how investments in one capital impact other capitals.
- Humphreys (2006): Calls to the Deep. History of Harold E. Holt Naval Communication Station and its relationship to Exmouth community.
- Jones, et al. (2011): Developed dynamic model, Ningaloo Destination Model. Uses inputs from Shark Bay to Exmouth (Ningaloo) region in order to create a decision making tool for local and regional planners regarding potential impacts of tourism growth. Survey responses from Exmouth residents found resentment for growing tourism industry due to concerns for environmental impacts, rising cost of living, and affordable housing availability.

- McBride (2012): Cyclones cause \$40-million to \$100-million in direct damage to WA communities (McBride 2012). Northwest is most cyclone-prone coast of Australia.
- Barker and Ondaatje (2015): A Little America in Western Australia. History of Harold E. Holt Naval Communication Station and the founding of Exmouth.
- Kavita and Saarinen (2016): Community-Based Tourism is a desirable approach for rural communities that warrants national level attention. Recommends national tourism policy to enable public and private coordination. Identified the need for comprehensive visioning for regional and local interests due to the mutual benefit of such activities.

Community Overview

The community selected for this study was Exmouth, located approximately 1,270 km north of Perth in the remote region known as the North West Cape of Western Australia (“Shire Statistics”, N.d.). (See Map. 1.) The Shire of Exmouth was added to the Western Australia’s (WA) official gazette in 1964 (Humphreys, 2006). Prior to this, Exmouth as a community was virtually non-existent. Though rather sophisticated aboriginal groups lived along the Ningaloo Coast prior to European arrival, the first Dutch explorers in the 17th century “decided that the apparently lifeless and inhospitable region was not worth colonizing” (Humphreys, 2006, p.26). In the 19th century, the area was homesteaded by ‘pastoralists’ grazing cattle and sheep and fisherman occasionally would come up from Carnarvon and Perth to fish in Exmouth Gulf, named in 1816 by surveyors charting the northern coastline of Australia (“History of Exmouth”, N.d.).



Map 1. North West Cape Region of Western Australia including Exmouth town site (UC), Cape Range National Park, and various points of interest. Inset map of the State of Western Australia with Shire of Exmouth and major cities and towns. (Data source: ESRI, 2016.)

During World War II, Operation Potshot established a simple submarine fueling base in Exmouth Gulf in support of ships patrolling the waters between Australia and Indonesia. The base was built in 1942 with an airstrip added in 1943 to support air patrols, known today as Royal Australian Air Force (RAAF) Learmonth base (“History of Exmouth”, N.d.). In 1944, the base was nearly destroyed by a cyclone and personnel and resources were evacuated to Fremantle for the duration of the war (Bureau of Meteorology, N.d.). In the 1950’s, oil

exploration of the Cape Range utilized Learmonth base which led to the discovery of oil in 1953 (“What’s in a Name”, N.d.) but the harsh climate and high difficulty of extraction resulted in development of off-shore oil and gas operations along the North West Shelf and the cape region being left essentially untouched.

With the rise of the Cold War and concerns about efficient communication with nuclear submarines operating in the Indian Ocean and Indonesia region led to a new partnership between the USN, the Australian Defense Forces, and the RAN (Barker & Ondaatje, 2015). By 1967, around 16,000 workers passed through construction camps on the North West Cape, building a Very-Low Frequency (VLF) communication station, naval base, and a support community for the 800 facility workers and their families (Industry Commission, 1993; Humphreys, 2006; Barker & Ondaatje, 2015). The Exmouth town site was officially opened September 16th, 1967 (“History of Exmouth”, N.d.). During the time of the USN management, Australian civilians were provided some access to base services and amenities including the commissary and base exchange, reducing the need for many traditional community services (Humphreys, 2006). However, as the Cold War began to wind down, conversations in higher government offices turned to proposed reductions of military assets and lowering the high costs of defense departments (Barker & Ondaatje 2015). The now named Harold E. Holt Naval Communication Station (VLF Station) continues to play a vital role with naval communications due to the unique geography of the North West Cape but the need for efficiency and lowering budgets resulted in great changes for Exmouth.

In 1992, the USN passed full-control of the base to the RAN, who then transitioned to a private contractor in 2001, and removed majority of the personnel and families assigned to the station. A long-time resident said “it was a real shock [as] the whole town thought it would never

happen and that the Americans would be here forever” (Humphreys, 2006, p.195). Concerns for the community’s well-being went beyond just lost friends. Part of the handover process included staff reductions, down to 190 workers at the VLF station by 1993, and the selling of houses built and owned by the government. Even the banks lost faith in the community’s recovery when they “stopped lending money for mortgages because they assumed that property in Exmouth would become worthless” (Humphreys, 2006, p.195). Another resident predicted “if the base were to close, I imagine Exmouth would become a ghost town” (Barker & Ondaatje, 2015, p.344). The Shire President lamented “we’ve always relied on the station for 80% of our jobs and that meant we didn’t think of alternative employment opportunities” (p.347). By 1993, Exmouth’s population was down 20% and the economy went into a slump that lasted for nearly 15 years (Wood, 2003, p.2).

Rather than disappear back into the Outback bush, Exmouth is thriving today. According to the Shire of Exmouth, the community has been “experiencing a period of unparalleled growth and development” (“2010/2011 Annual Report”, 2011, p.6). The rise of tourism associated with the Ningaloo Reef and Cape Range National Park, the growth of oil and gas floating production storage and offtake facilities (FPSO) and companies adopting Fly-In, Fly-Out workforces, and the maintained operation of the VLF station under private contractors has been enough to sustain the community (“2011/2012 Annual Report”, 2012). Figure 1 shows how the shire’s population has changed since the founding of the town.

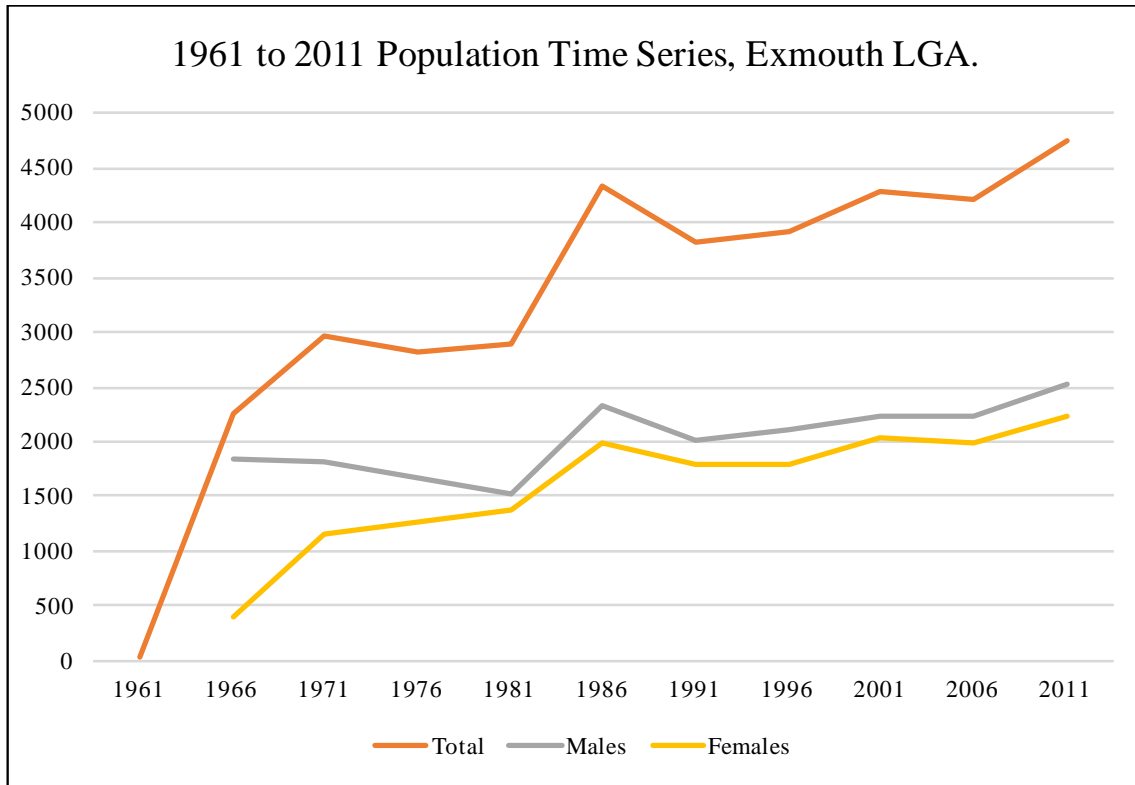


Figure 1. Population Time Series of Exmouth LGA (ABS, 1962, p.9; ABS, 1968, p.20; ABS, 1974, p.3; ABS, 1979; ABS, 1982, p.10; ABS, 1988a, p.11; ABS, 1993a, p.27; ABS, 1997a, Table B03; ABS, 2002a, Table B03; ABS, 2007a, Table B04; & ABS, 2012a, Table B04). Population of the Shire of Exmouth (Local Government Area) of each Census report available from the Australian Bureau of Statistics (ABS).

The Local Government Area (LGA) is the Shire of Exmouth but include large tracts of land and boundaries that have changed a great deal over the years. For example, the shire nearly doubled in 2001 resulting in perceived growth of the shire population (ABS, 2002). When in fact, the town center, classified as an Urban Centre (UC) or previously a Bounded Rural Location (BRL) by the ABS, experienced a large population decline due to the staff reductions of the VLF station. (See Figure 2.)

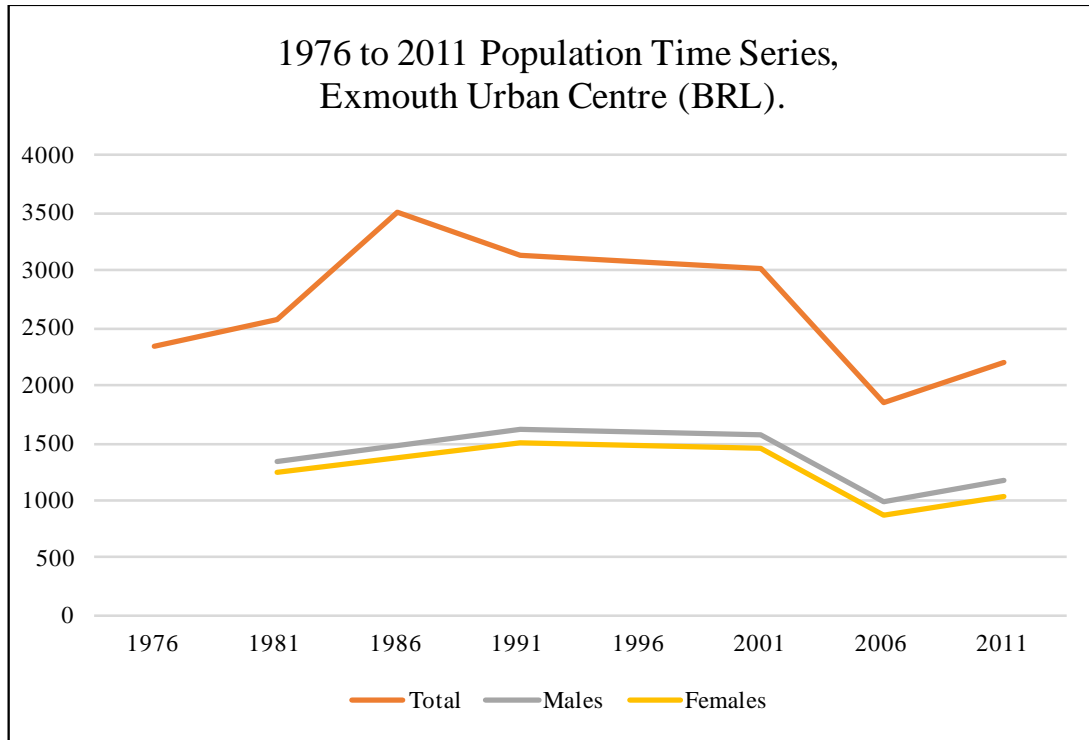


Figure 2. Population Time Series, Exmouth Urban Centre (BRL) (ABS, 1977; ABS, 1982, p.26; ABS, 1987b, p.27; ABS, 1992b, p.48; ABS, 2002b, Table B03; ABS, 2006b, Table B04; & ABS, 2012b, Table B04). Population trend of the Exmouth town site since the height of the USN's presence. UC data was not available from the 1996 census report.

Research Questions

This project examined Exmouth's evolution using the following research questions:

1. Since the announcement of the base handover and subsequent staff reductions, what community development programs have contributed to the changes in the community?
2. What factors and events influenced to the adoption of these programs?
3. What lessons can be learned from Exmouth's experience?

In order to focus the research process, the following sub-research questions will further guide the research process for this project:

1. What events, since departure of the USN, have affected the community?
2. What policies and programs were implemented as a result of these events?

3. How have community demographics and economic indicators changed from 1986 to the present?
4. What successes and failures resulted from the policies and programs? Also, what variables influenced these outcomes?
5. What are the unique characteristics of Exmouth that might hinder replicating program successes in another location?

Methodology

To answer the above questions, a case study method was adopted to freely explore the process the town has experienced and develop an understanding of what and how Exmouth changed. This study includes a mixed-methods approach as there has been a need to diagram the changes in community demographics and indicators, to list and briefly summarize community and economic development policies and programs, and describe public perception of shire leadership's efforts to keep the town alive. In Appendix A, the research process has been mapped out for how each question is expected to relate to the primary research focus of better understanding the evolution of Exmouth over the past couple decades.

Census and SEIFA Statistics

This case study has been compiled through the use of a number of resources. Census data available from the Australian Bureau of Statistics (ABS) has been compiled from each of the 5-Year Census of Population and Housing reports available during the existence of the Shire of Exmouth. Historical reports were very limited in criteria reported but recent years have been found to provide a growing number of available data types. Additionally, census profiles of the Exmouth Local Government Area (LGA) have been available since 1966 but the town site focus area was not reported in detail until 1996. Since then, the formats and amount of data available

have changed slightly each year resulting in a need to report some information in a number of figures available in Appendix B.

In addition to the benefit of 5-year increments of ABS community profiles, Australia computes the Socio-Economic Indexes for Areas (SEIFA) at the local, state, and national levels. The SEIFA is a way to rank areas of the country according to the socioeconomic advantage and disadvantage based on responses of residents to the census. Uses of SEIFA scores include determining areas that require funding and services, identifying new business opportunities, and research into the relationship between socioeconomic disadvantage and various health and educational outcomes (Pink, 2013).

Additional Resources Utilized

Other materials referenced in this study include a number of government or regional planning organization publications. Many of the program descriptions included in the next section were drawn from Shire of Exmouth Annual Reports that have been created each year since the 2009/2010 fiscal year, which is 1 July to 30 June for Western Australia. Also, the shire's +10-Year Strategic Plan provided community satisfaction survey results and Gascoyne Development Commissions' reports on strategic planning and economic impact studies have been key to connecting events to programs introduced, promoted, and/or adopted in Exmouth over the past 15 years.

Initially, interviews with shire staff and key residents were planned but could not be accomplished. Spring time on the North West Cape means shire staff and the whole community are busy with post-tourist season wrap-up, end of calendar-year reports, and preparation for cyclone and fire seasons. Though casual conversations about community development programs

and community history were frequent during the study, no formal interviews were possible due to scheduling conflicts.

Study Techniques

With a mixed-methods case study, a number of techniques were used following the data collection stage. First, census and SEIFA statistics were compiled into Excel spreadsheets based on criteria to produce a number of figures and tables. The visual representation of community demographic changes included data as early as the 1960s but focus of this study was from the 1986 census forward. Data reporting changes and the study's use of available secondary data resulted in focus on the 1996 to 2011 census reports.

The notable demographic and socio-economic variations for this period then set up the next phase of compiling a local history of major events. These events are believed to have influenced local leadership decisions about the type and amount of community development programs. In some cases, there is evidence that these events have been confirmed to impact the status of programs. According to locals, one example was the diverting of funding for a new community center in Exmouth following major cyclone damage to Carnarvon by state and regional authorities.

Next, the Community Development Program Assessment form was created as a way to document program details due to the wide range of sources available concerning program information. (See Appendix D.) The collected information was summarized into a table in order to compare purposes and relationship to community resources. During this step, it was identified that further analysis of trends relating to the focus and impact of programs was needed. The Shire of Exmouth uses a four-part vision to summarize community strategies (economic, social, environment, and civic leadership) ("Strategic Plan", 2011). Beeton (2006) explains Australian

governments tend to use a business-styled “Triple-Bottom Line” method which uses social, economic, and environmental categories to determine and guide the contributions government and organizations have to the wider community (p.63). As the primary focus of this case study is on the community development aspect, these categories were determined to be too broad for analysis purposes.

An alternative is the Community Capitals Framework (CCF) first published by Flora and Flora in 2004 (Flora, Emery, Fey, & Bregendahl, 2006). The purpose of CCF as an analysis tool is to “better understand the strategic nature of funded programs and their impacts on reducing poverty, creating wealth, supporting family self-sufficiency, and expanding local leadership” (p.1). CCF uses seven categories or “capitals” that were found to be used and monitored by successful rural communities as these capitals were found to support “healthy sustainable community and economic development” (p.1). The greater number of categories for program comparison allowed for a more detailed analysis of program purpose relating to intended or observed changes in the community.

Finally, the major themes and relationships of the community development process needed to be summarized for the purpose of reporting findings. A visual representation in the form of a map or model was found to be the preferred form due to the ability to reflect somewhat abstract concepts. An example of such a concept was how defense sector jobs rely on importing qualified workers but their four-year or less contract period may result in low community engagement of families not expecting to stay in the community beyond their original contract length. Inspiration of the final model design was found in Beeton’s (2006) “Rural Tourism Map” which depicts the linking elements and issues that form the complex relationship of tourism in rural communities (p.143).

Case Study Findings

This section is divided into four parts: Socio-Economic Statistics, Major Events and Influencing Factors in Exmouth, Community Development Program Summaries, and the Exmouth Community Model. The structure of this reporting style attempts to reflect the change processes the Exmouth community experienced during the study period.

Socio-Economic Statistics

At the start of the study period, the United States Navy (USN) and the Royal Australian Navy (RAN) were jointly managing the VLF station with roughly 350 workers (Barker & Ondaatje, 2015). American families were housed within the town site and had frequent interactions with Exmouth residents and businesses (Industry Commission, 1993). Figure 3 reflects the community present when the USN was preparing to leave and Figure 4 shows a fairly different community when tourism and resources sectors have been considered to be the dominant industrial sectors. The growing population of retirees, likely from southern areas of Western Australia, come to Exmouth for the warm winters and recreational amenities but the limited healthcare options may result in high turnover of this age-group every couple of years. Some residents suggest a “been there, done that” attitude can lead to boredom. Additionally, the lure of cheaper living and more community services can cause residents of all ages to desire a change of residence after even just one year on the cape.

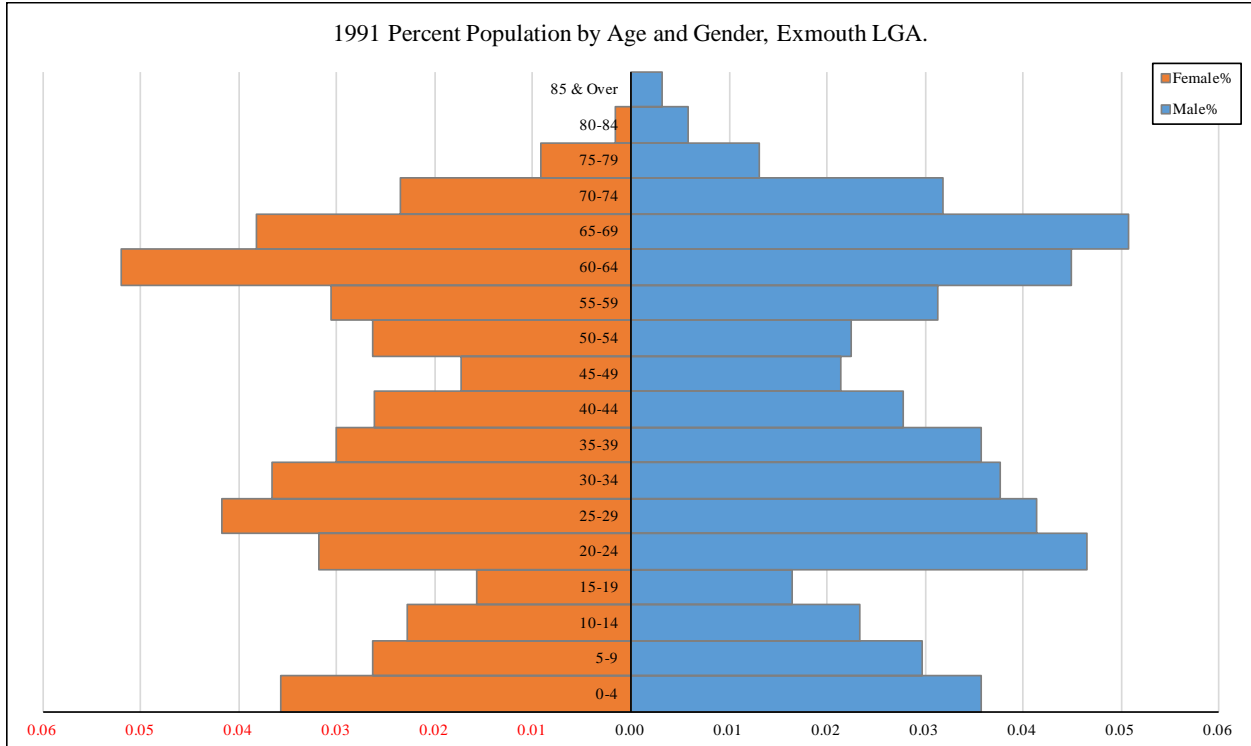


Figure 3. 1991 Percent Population by Age and Gender, Exmouth LGA (ABS, 1993a, p.27).

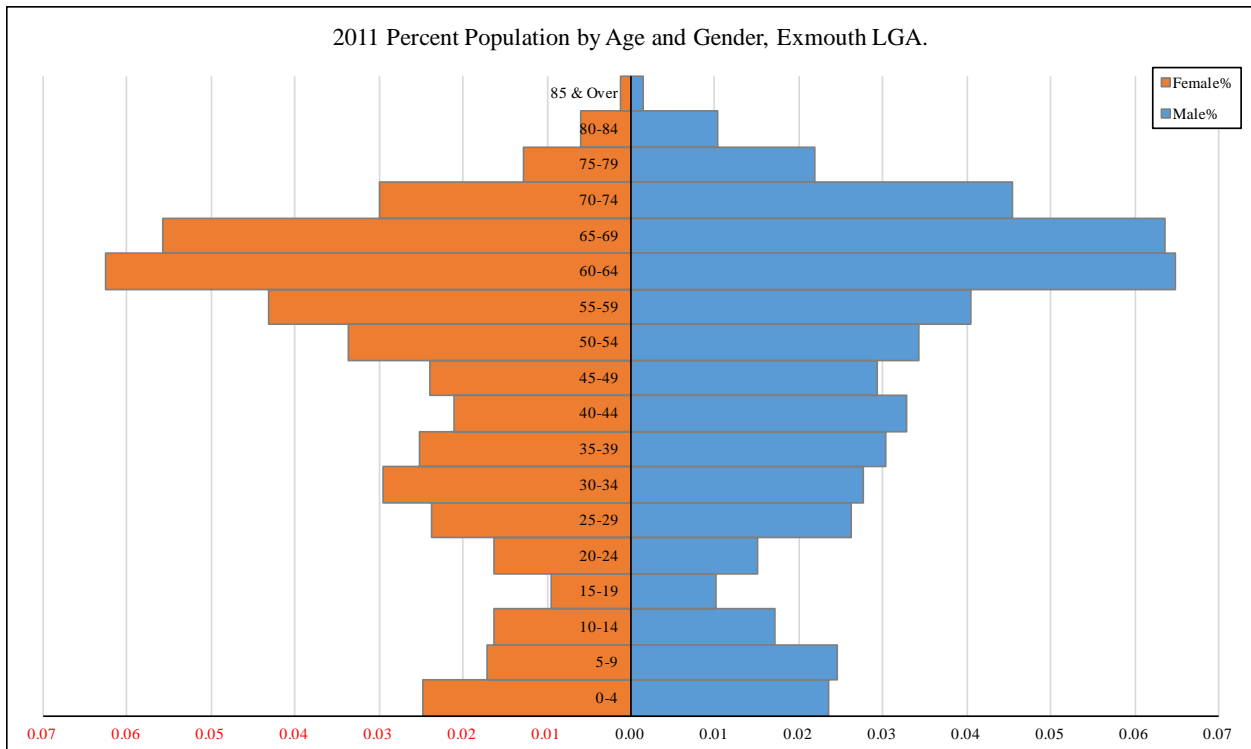


Figure 4. 2011 Percent Population by Age and Gender, Exmouth LGA (ABS, 2002a, Table B03).

One consistency between Figure 3 and Figure 4, is the low youth and young adult populations. This may be attributed to limited activities for high school students and very limited post-secondary education programs. The only education institution in Exmouth currently is a satellite campus of the Durack Institute that facilitates online distance learning for students pursuing certificates for a small list of trades.

The 1996 census was one of the first to report a substantial amount of information but changes in reporting methods in the 1990s can cause some confusion when combining the information. As an example, detailed Exmouth Urban Centre (UC) statistics not reported until 2001 and LGA data criteria fluctuated in 1996 and 2001 before finding a definitive repeating pattern in 2006. (See Appendix B, Figure 1 and Figure 2, for similar population pyramids of the UC area.)

To summarize these reports, Table 1 shows how these values changed in reporting format but do contribute to the developing picture of the changing community. In age changes, the lowering median age may be attributed to more working families coming to Exmouth and fewer elderly residents able to keep up with rising cost of living. There are fewer government resources providing (and transporting) goods and services for residents due to the reduction of government employees and services provided by the VLF station. Another area of change is the substantial rise in house loan payments.

Table 1. 1996 to 2011 Reported Medians and Averages of Exmouth LGA (ABS, 1997a, Table B32; ABS, 2002a, Table B33; ABS, 2007a, TableB02; & ABS, 2012a, Table B02).

Criteria	1996	2001	2006	2011
Median Age	44	46	37	38
Median Weekly Individual Income	\$200-299	\$300-399	\$529	\$737
Median Weekly Family Income		\$800-999	\$1,161	\$1,719
Median Weekly Household Income	\$300-499	\$700-799	\$1,059	\$1,373
Average Household Size	2.5	2.4	2.3	2.4
Median Weekly Rent		\$100-149	\$141	\$257
Median Housing Loan Payment		\$800-999	\$1,240	\$2,167

A unique observation can be made from the results in Figure 5. As the VLF station decreased the number of workers starting in the 1990s, other sectors grew but their needs were likely much different than the defense sector. Add in the rising cost of living and the need for multiple income-earning household-members increased. Despite the decline in population, the total labor pool changed little as more women entered the labor force in the 2000's than in the 1990s with women more likely to work part-time than men. Beeton (2006) noted "empowerment issues, such as who participates, come to the fore as often those disadvantaged (those who need it most) are left out of the process and women are restricted to low paying service roles" (p.92).

The unemployment rate has generally been low and even lower than the national average. One reason may be attributed to the high cost of housing and the need to work in order to stay. If a resident lost their job, they will be more likely to move out of the community than if they were in urban areas like Perth or on the east coast. The low demand of workers coupled with high housing and living costs may be strong motivation factors for relocation away from Exmouth.

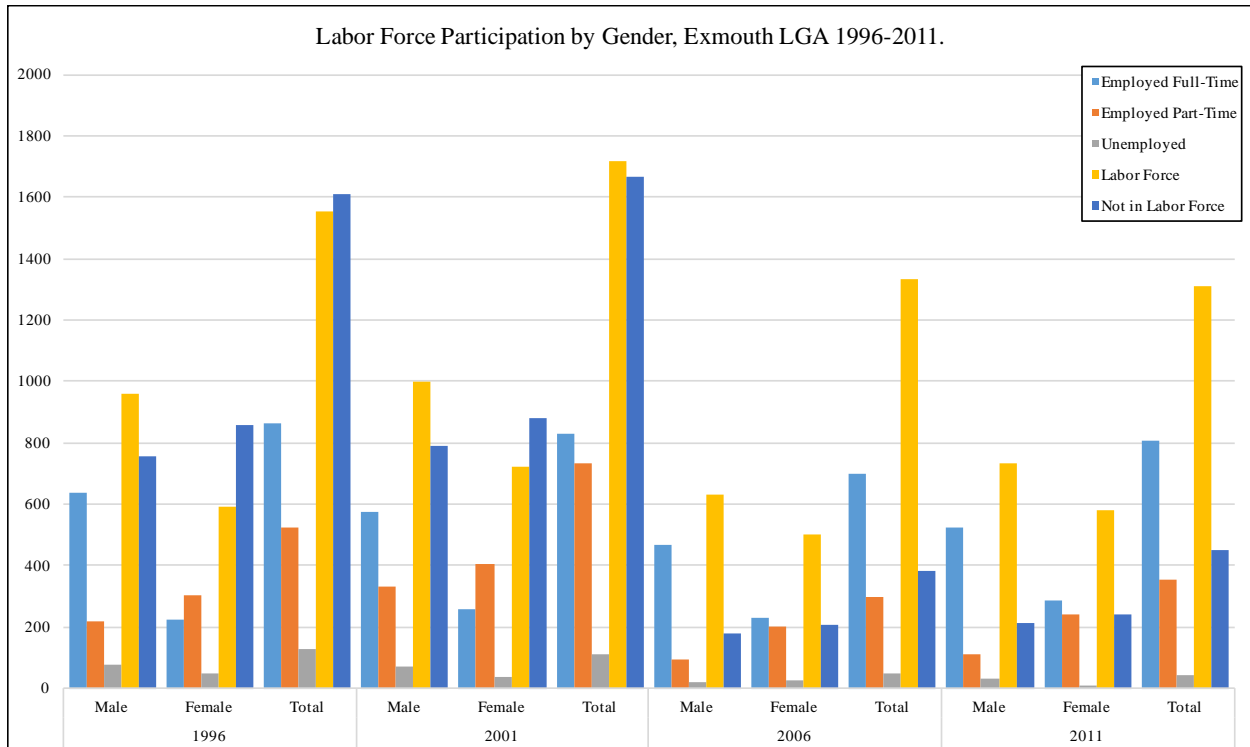


Figure 5. Labor Force Participation by Gender, Exmouth LGA 1996-2011 (ABS, 1997a, Table B13; ABS, 2002a, Table B25; ABS, 2007a, Table B41; & ABS, 2012a, Table B42).

A common community assumption is that most people in the community went from working for the VLF station to working in the tourism sector. However, Figure 6 shows a different story. Another change to the census reporting process was the sector description and breakdown based on self-identified results. As an example, defense jobs like those at the VLF station were classified with other public administration jobs in 1996 and 2001 but recent reports do not differentiate defense jobs from ones like skilled trades and professionals. Major employers in Exmouth in 2013 included Raytheon and the Department of Defense (VLF station and RAAF Learmonth), Department of Parks and Wildlife, Shire of Exmouth, Exmouth Hospital, Exmouth District High School, and “many tourism operators” (“2012/2013 Annual Report”, 2013, p.4). To simplify census differences, industries were grouped as follows:

- Traditional Economic Sectors
 - Agriculture, Forestry, & Fishing; Mining; Manufacturing; Professional, Science, & Technology; and Administrative Support.

- Primary Tourism Sectors
 - Accommodation and Food Service; Retail Trade; and Property Business Services.
- Secondary Tourism Sectors
 - Electrical, Gas, Water Supply, and Waste Management; Construction; Transportation and Storage; and Wholesale Trade.
- Community Support Sectors
 - Communication Services; Finance and Insurance; Public (Government) Administration; Education; Health and Community Services; and Cultural Arts and Recreation Services.
- Other Sectors/Not Stated
 - Other Personal Services; Non-Classifiable Units; and Not Stated.

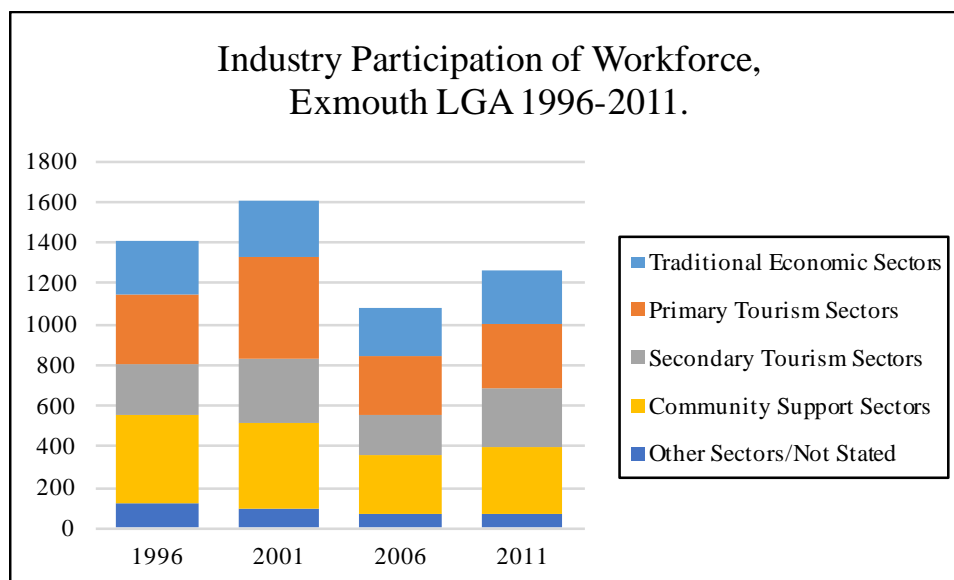


Figure 6. Industry Participation of Workforce in Exmouth LGA 1996-2011 (ABS, 1997a, Table B19; ABS, 2002a, Table B26; ABS, 2007a, Table B43; & ABS, 2012a, Table B44).

Notable trends are the consistency for the traditional sectors despite the perceived changes. The decrease in the total workforce is very evident and the greatest changes to sector representation occur in the tourism and community support sectors. One explanation can be the increased use of Fly In, Fly Out (FIFO) workers in resource sectors like mining and fishing (“FIFO ‘Breeze-ins’ Taking Jobs From Pilbara Locals”, Zaunmayr, 2016). Families of FIFO workers may live in communities like Exmouth or even down south. Therefore, low-wage jobs in the tourism sector could be filled by spouses of FIFO workers or non-resident, seasonal workers

that are not reported in Exmouth census reports, due to having a different ‘residence’ community.

A major difference of the Australian Census to other countries is the post-census calculation of SEIFA values for communities. Scores are calculated using a combination of indicators and compared to the national and state results. Results are given in four categories:

- Index of Relative Socio-Economic Disadvantage (IRSD),
- Index of Relative Socio-Economic Advantage and Disadvantage (IRSAD),
- Index of Education and Occupation (IEO), and
- Index of Economic Resources (IER). (Note: IRSAD was not used before 2001.)

Generally, SEIFA scores nearer to 1000 are closer to the national average. Scores falling below 1000 are an indicator that there are more residents considered disadvantaged but not necessarily less advantaged than the national average. Therefore, an IEO of 971 can be an indicator that there are less education or employment opportunities in Exmouth since the IER, IRSD, and IRSAD are above the national average. When compared with the national and state levels, Exmouth is around or just below the average meaning that there are as many or slightly more residents that are classified disadvantaged than elsewhere. Agencies use SEIFA when considering spending or investing potential for communities, as it is a comparison between the national, state, and other communities. Figure 7 shows the variance of Exmouth’s indices compared to the 1000 threshold or national average.

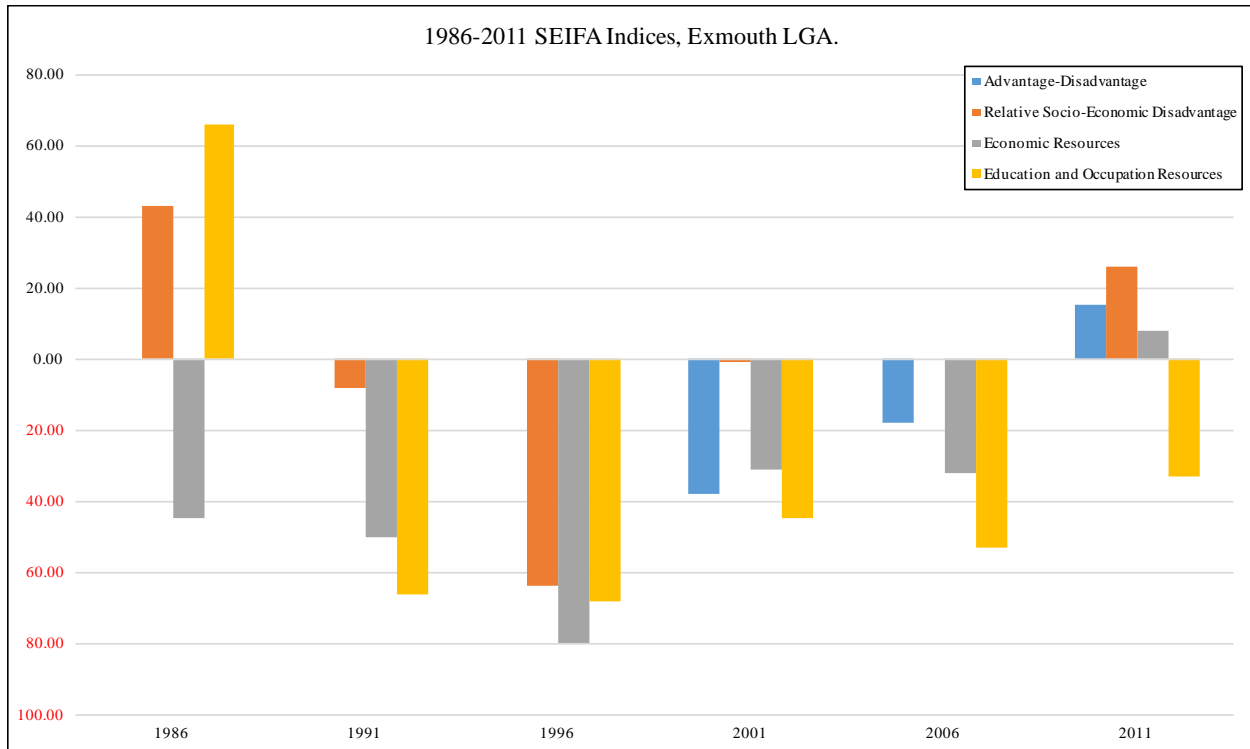


Figure 7. 1986-2011 SEIFA Indices in Relation to the 1000-Score Threshold, Exmouth LGA (ABS, 1987b, Table “Indexes”; ABS, 1993b, Table “CD, SLA, PostCode Data SEIFA91”; ABS, 2002c, Table “AUS_lga_01”; ABS, 2006c, Table “SEIFA LGAs2006 & State Suburb Codes 2006”; & ABS, 2011c, Table “LGS, Indexes, SEIFA 2011 & State Suburb Codes 2011”).

In 1986, it is rather evident that Exmouth was possibly feeling a false sense of advantage due to the resources available through the USN and VLF station. The failure to properly develop alternative economic means forced Exmouth into a socio-economic slump in 1991 and 1996 that was difficult to overcome. By 2011, a large number of community and economic development planning and programs had been introduced and the recovery appears to have begun in most areas. The one lagging index is for Education and Occupation Resources due to the limited offerings of education and training available in Exmouth.

Major and Influential Events: 1980 to Present

In addition to providing some insight into some of the community development programs and their purposes, Jones et al. (2012) suggests it is important to study community events and leadership decisions. They state “linking development and infrastructure decisions to economic,

social, and ecological outcomes” contributes to increased understanding and “communication between local government and different agencies” (p.73). Many in the tourism sectors understand the need to grow and develop visitor experience in order to maintain interest in an area. However, residents who are not effectively engaged in the change process will be less likely to may become dissatisfaction with their community. Figure 8 lists events that contributed to the changing landscape of the Exmouth Community and likely influenced local leadership’s decisions. A more detailed chronology is available in Appendix C.

List of Major Events in Exmouth, 1980 to Present.

- 1980's
 - Primarily a military base support community. Limited efforts locally to plan for future without the US Navy. Ending of Cold War forces change.
 - Large commercial fishing and prawning industry but limited tourism. Whaleshark tours being in 1989, operator licensing required in 1993.
 - Very reliant on higher government offices for administration and resources. State government tends to limit investment to growing resources sector.
- 1990's
 - 1992: US Navy leaves, 20% population loss in less than 2 years.
 - 1993: Kelty Study predicts rise of 'nature-based tourism' in region, suggest investment in tourism could improve now 'stagnant economy'.
 - 1996: Lowest SEIFA indices of study period.
 - 1999: Tropical Cyclone Vance destroys or damages 1/3 of houses, \$108 million in economic losses in Exmouth and Onslow.
- 2000's
 - Shire of Exmouth nearly doubles land area, up to 6,500 sq. km., suggests population growth in shire due to area expansion, not within community.
 - 2003: Wood Study finds tourism severely lacking in infrastructure. Claims 'stagnant economy for past 15 years [in need of] recovery after 1992'.
 - 2006: Census shows smallest labor pool of study but higher percent of population working. Rising housing costs, shrinking young adult population.
 - 2007-2011: Local and regional groups introduce strategic plans, development projects. Studies continue to show growing tourism, resources sectors.
- 2010's
 - 2011: Ningaloo Reef listed as World Heritage Site. Shire announces goal to increase permanent population to 5,000 in next 10-15 years. Adopts current +10-Year Strategic Plan.
 - 2014: Town Centre and Foreshore Revitalisation Plans completed. Continue to introduce new community and economic improvement initiatives.
 - 2015: Tropical Cyclone Olwyn forces cancelation of GAMEX. Ningaloo Centre construction begins. Shire announces plans to construct multi-purpose deep water wharf to increase cruise and industrial activities in Exmouth Harbour.

Figure 8. List of Major Events in Exmouth, 1980 to Present.

A significant finding from Figure 8 is the series of steps revealed by previous studies of Exmouth and the Ningaloo region. The Kelty Report (1993) found the potential for tourism growth and promoted investment in planning for future expansion of services. However, Wood (2003) found that such investments had not been made and a number of recommendations from the Kelty Report had largely been ignored or underutilized. By 2007, a number of regional planning efforts were underway and shire representatives were participating in forums to gather input and conduct trainings to improve the tourism infrastructure ahead of the World Heritage title application (Jones, et al., 2011). When the earliest available Shire Annual Report was published in 2010, a number of community development programs had been active in Exmouth. Large-scale projects were in the planning stages, including the Town Centre and Foreshore Revitalisation Plans and the Ningaloo Centre (“2009/2010 Annual Report”, 2010).

High housing costs in Exmouth were found to be mentioned in a number of sources at several points during the study period. The housing cost issue may be attributed to a number of factors. The freight costs to transport building materials to Exmouth and strict building codes require new construction to withstand the harsh climate are just a couple of these factors. The North West region of Australia is “the most cyclone-prone part of Australia’s coastline” with strikes from cyclones producing winds in excess of 90 kilometers per hour or higher averaging every two to three years (Humphreys, 2006, p.53; BOM, N.d.). As a result, housing in the community has “a unique architecture – built to withstand both tropical cyclones and the excessive heat” (Humphreys, 2006, p.51) and high engineering and building costs associated with them. (See Figure 9.) Wildfire due to the strong winds and dry, highly combustible vegetation compound to make living on the cape a challenge and can be costly for home insurance.

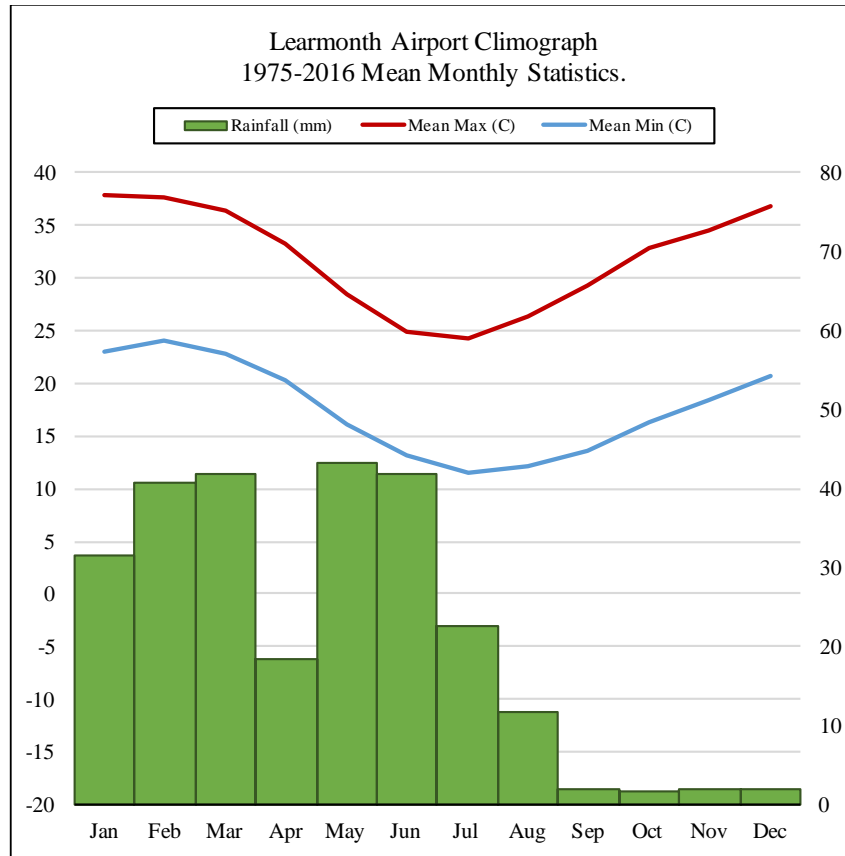


Figure 9. Climograph for Learmonth Airport, 1975-2016 Mean Monthly Statistics (Data Source: BOM, 2016.)

Another key influence maintained by the Shire Council has been an “aspiration to double the existing population to 5,000 within 10- to 15-year period to safeguard the future sustainability of the town” (“2011/2012 Annual Report”, 2012, p.11) As a result, shire administration has focused how to grow the town and economy, often to the dismay of long-time residents. When reinforcing this goal, the shire encouraged support by residents when stating “an increase in our population and investment will also pave the way for better education, training, and employment opportunities” with the hopes of slowing the departure of families with teenage and young adult children to help replenish the population (“2012/2013 Annual Report”, 2013, p.7).

Focus areas for development have included businesses and existing industries, particularly the central shopping area (known as the Town Centre) and the marina and harbor area. In the current Shire of Exmouth +10-Year Strategic Plan (2011), completion of such developments as the Exmouth Marina, the Novotel Resort, and the Town Centre redevelopment plan contribute to the town's future as "expansion is forecast to continue" (p.7). However, recent reductions in the resource sector due to declining production and a flat housing market have challenged the community through higher estimated unemployment and fewer homes being sold (Wright, 2016; Zaubmayr & Emerson, 2016).

Community Development Program Summaries

As efforts to document and report specific community development efforts evolve, the most detailed secondary information available comes from the online archives of the shire's actions. The result of this portion of the study is a summary of programs introduced and/or adopted in the past six years. Since the shire maintains financial records for less than seven years and interviews with Community Engagement department staff was not possible, program summaries focus on the purpose (and results, when possible) of programs. Information on the highlighted programs was recorded using the Community Development Program Assessment Form. (See Appendix D.) These were then classified by what Community Capital was being targeted or utilization stressed (Flora et al., 2006). (Full summaries of each program included in this report are available in Appendix D.) Table 2 lists program summaries in Appendix E (alphabetically) and the community capital the program description recommends as a focus of the program. This can include attempts to improve or encourage use of or by capital assets.

Program Title	Capitals						
	Human	Social	Cultural	Natural	Built	Financial	Political
Affordable Housing Project	Blue	Blue			Yellow	Grey	Black
Aviation Services	Blue	Blue			Yellow	Grey	Black
Club Development	Blue	Blue	Orange				
Community Resource Center	Blue	Blue			Yellow		
Exmouth Marina & Harbour Development	Blue	Blue		Green	Yellow	Grey	Black
Exmouth Visitor Centre	Blue	Blue	Orange	Green		Grey	
Heritage Celebrations	Blue	Blue	Orange				
Better Beginnings Initiative	Blue	Blue					
Men's Shed	Blue	Blue	Orange		Yellow		
Ningaloo Centre	Blue	Blue	Orange	Green	Yellow	Grey	Black
Health and Wellness Expo	Blue	Blue					
KidSport	Blue	Blue					Black
National Volunteers Week	Blue	Blue					
Paltridge Memorial Pool/Splash Park	Blue	Blue	Orange	Green	Yellow	Grey	
Passionately Pink and Movember Campaigns	Blue	Blue					
Police and Community Youth Centre (PCYC)	Blue	Blue	Orange				
SkateX	Blue	Blue	Orange		Yellow		
Tantabiddi Boat Ramp			Orange	Green	Yellow	Grey	
Tidy Towns Competition		Blue			Yellow		Black
Town Centre & Foreshore Revitalization Plans	Blue	Blue	Orange	Green	Yellow	Grey	Black
Youth Action Exmouth (YAE)	Blue	Blue					

Table 2. Community Capitals Impacted by Community Development Programs in Exmouth.

Of all the programs, the major ‘attention-getters’ are also those with the largest budgets. The Town Centre and Foreshore Revitalisation Plans were one of the first new community development efforts introduced following the development of the Ningaloo Destination Model (Jones et al., 2012) and the increased collaboration across the north-western region of the state, particularly with the Gascoyne Development Commission. The project involved redirecting traffic around Federation Park and the Town Centre shopping district, Streetscaping, improved gathering and recreations spaces, construction of a spray ground (locally called the ‘Splash Park’), and improvements to the Town Beach foreshore area including BBQ/picnic shelters and a

seawall (Hassel, 2012). The cost of the project was over \$11 million with shares from local, state, and other government funding programs (Kempe, 2014).

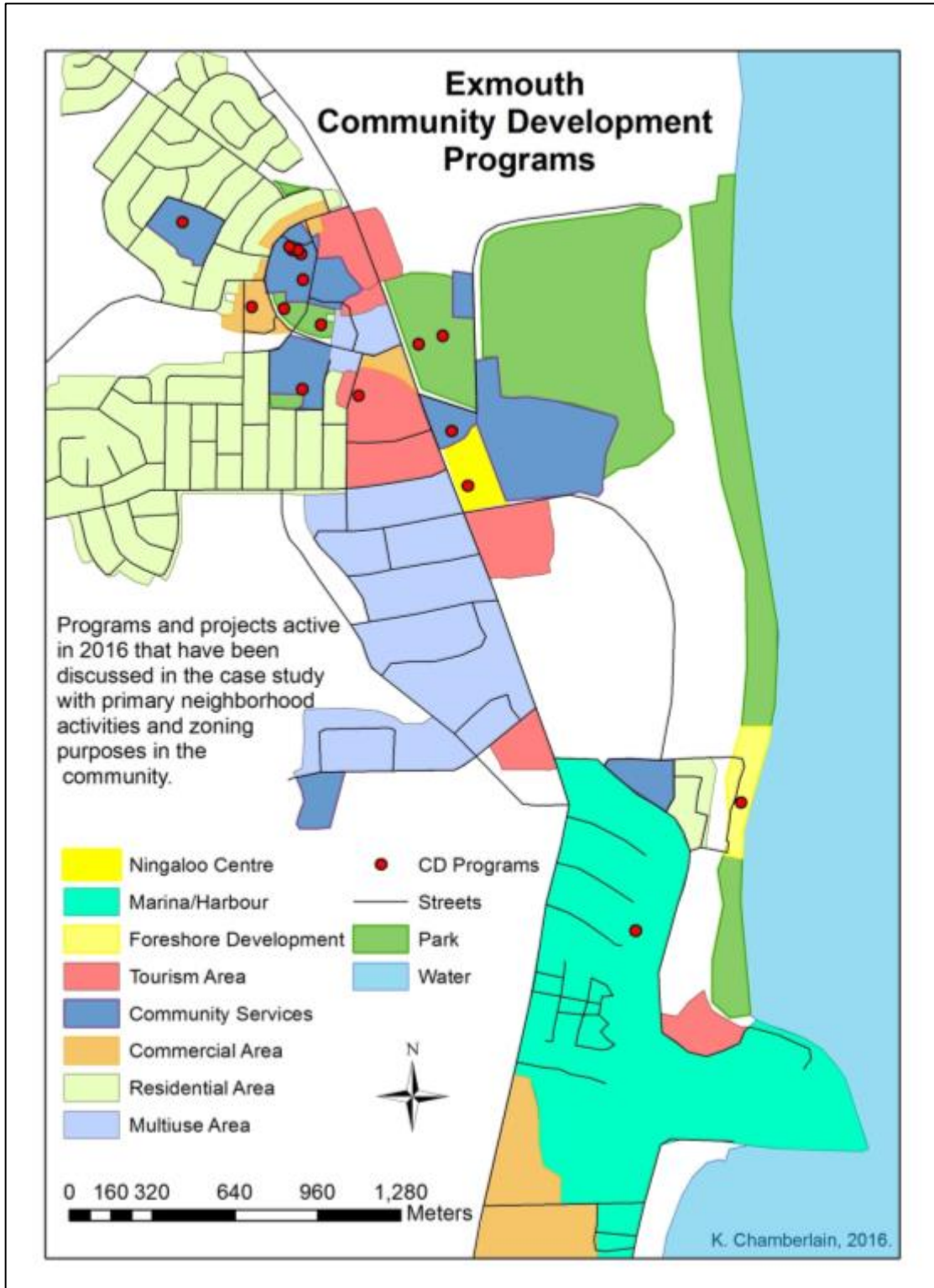
As Table 2 shows, most programs are connected to human and social capital as most are directly targeting improving the livability and well-being of residents. The Town Centre and Foreshore Plans focused on providing a “vibrant and contemporary central business district” and “places to meet and recreate” (“2010/2011 Annual Report”, 2011, p.6). The harbor and marina expansion targeted the growing population goal through housing and increased commercial traffic to increase jobs and tourism revenue through the increase of commercial fishing and cruise ship traffic (“Strategic Plan”, 2011).

During the Jones et al. (2012) study, a community survey in Exmouth found many residents did not work directly in tourism and may not “necessarily view their place as a tourist town” (p.54-55). The negative impacts of tourism and growing the tourism sector was generally negative and may be attributed to issues of housing allocation and availability of affordable housing. Such feedback may have had a strong influence on projects like the Lefroy Street Affordable Housing efforts and expanding the marina precinct since the study was published.

An area identified in the SEIFA analysis is the improvement of education and training opportunities. One of the newest additions to Exmouth is the Ningaloo Centre, a multi-use complex for Shire of Exmouth administration, University of Western Australia’s Oceans Institute, Durack Institute classrooms, and Exmouth Visitor Centre (“Ningaloo Centre, Exmouth”, N.d.). The over \$30 million project has been in development for more than seven years with delays due to changes in government funding allocation and contractor bankruptcy. Construction started on the new building in late 2015 and is expected to be completed in April 2017. The facility is expected to become a center for education of all ages in northern Western

Australia. Amenities will include a toy library and indoor play space for children up, university level research facilities, and trade school classrooms for marine studies and resources sector. The center is expected to become the crowning achievement of recovery for Exmouth and its central location in relation to community activities and development programs can be seen in Map 2.

Community Development Programs.



Map 2. Community Development Programs of Exmouth and Primary Activity Areas. Community Development programs summarized in this case study are noted in addition to the main activity of community neighborhoods. (Data Source: ESRI, 2016.)

Model of Exmouth Community Development

In order to summarize the vast amount of information compiled during this case study, a visual guide was determined to be an efficient means of conveying the themes and processes found to be associated with community development programs in Exmouth over the period of focus. The result is the Exmouth Community Development Model. (See Figure 10.)

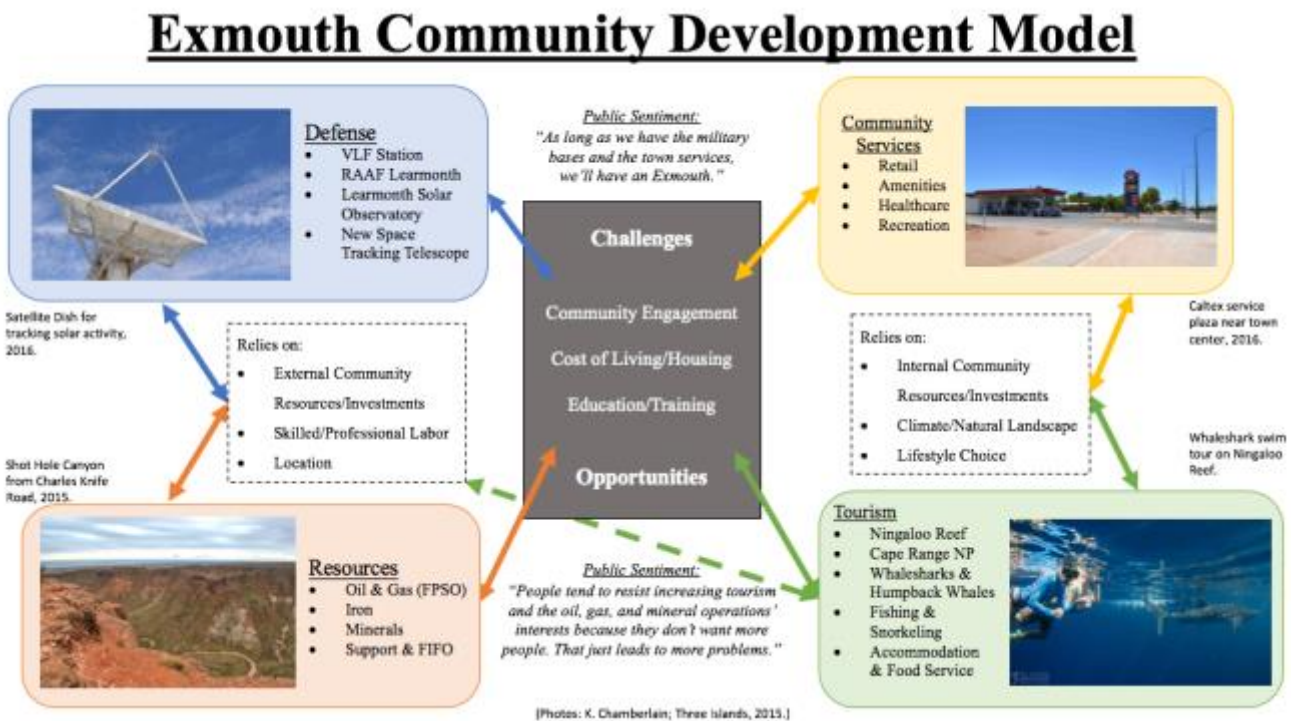


Figure 10. Exmouth Community Development Model.

The four corners consist of the foundation sectors of Exmouth: Defense, Resources, Community Services, and Tourism. Under each of these sectors are lists of assets associated with these sectors that contribute a great deal to the identity of the community. From these sectors, certain features or needs contribute to the success of these sectors and may be greatly influenced by local leadership decisions. The result of these filter into the themes of community development that have been identified as requiring investment and improvement by the shire, the

community, and other entities. The purpose of labeling these first as challenge then opportunities shows how community perceptions may be negative, initially, but are inherently opportunities for community change. Included in the model are overarching observations made of and by the community.

Discussion

Less than 10 years following the founding of Exmouth, it was described as rising “from a desolate beginning” to achieve “the essential services of a thriving community” and providing access to a world of “natural beauty” (Barker & Ondaatje, 2015, p.318). As time and this study reveal, success has never been a guarantee for the community. In 1978, then newly-appointed Civil Commissioner Tom Walters attempted to motivate Exmouth residents to plan for a future without the USN by stating his “intent on making the area self-sufficient if the Americans do not renew their lease” (Barker & Ondaatje, 2015, p. 320). A speech to a community group in 1976 further details Walters view when he stated “a town cannot live on memories” and compared Exmouth to a potted plant:

The US Navy is acting the role of gardener now – but if the water hose is turned off, Exmouth will have to grow entirely on its own power. It’s something we must begin to work on now. We must begin to ‘root’. (p. 321-322)

At the time, critics argued the town’s sole purpose was to service the needs of the American base. The military base “was a large factor in the development of the town” they considered to be expensive to maintain and was excessive to the needs of Western Australia (p. 338). By 1990, the station required an annual budget of \$30 million to operate and defense spending cuts by both Australia and the US resulted in major changes for Exmouth.

The goal of this study was to look at these changes and attempt to piece together how the community responded from the perspective of community development. The importance of such a concept is for better understanding of local leadership's decisions and for the community to see what influences have factored into those decisions. The shire acknowledges the role it must play for effectively managing growth, particularly with the "doubling the permanent population" goal so it "both benefits and is sustainable to the Exmouth Community whilst not impinging on the environmental lifestyle experience that Exmouth stands for" ("2013/2014 Annual Report", 2014, p.30). Another benefit of this study has been the assistance in preserving recent local histories like those recorded by Humphreys and by Barker and Ondaatje. The latter stated "it was only after the 'golden eagle' took flight that its 'support town' prospered fully" (p.349) but that flight has not always been on the smoothest of paths.

Arguably the greatest natural asset to Exmouth, the Ningaloo Reef, is far from only vital to this one community. The wider Gascoyne and Pilbara regions share roles in Ningaloo's use and preservation. In regards to the tourism development for the wider region, an emphasis on the environment "can encourage its conservation and constructive management" but there is an inherent "risk of 'loving it to death'" by visitors and residents (Beeton, 2006, p.18). Managing changes to such resources is certainly not an easy effort for any community. Add in the distance factor for this part of Australia and the challenges of empowerment and engagement become overwhelming to maintain commitment and build community capacity (Beeton, 2006). In locations that suffer high turnover of residents, these challenges become extremely difficult to overcome.

Part of the preparation of the 2011 Strategic Plan included community input opportunities that revealed a mix of emotions relating to changes in the northern tier. One

specifically cited the growing mining industry and concern that the community needs “to look after our economy but not to the detriment of our town’s character” (p.13). Others desired an “aim towards quality of living, not economic income” and choosing to live in Exmouth not because of earning lots of money” (p.14). Comments like these may be found in so many different locations both in Western Australia and around the world.

Exmouth’s population growth goal and the growth of the tourism industry changed the face of the community in recent years. As many residents have learned, there is a “paradox of tourism” where the importance exists to “understand the capabilities of tourism so that the correct decisions can be made in terms of community development” (Beeton, 2006, p.2). The uniqueness of the Exmouth case may appear to have limited relevance due to such features as the Ningaloo and VLF station but this may be farthest from the truth. As a community example, Exmouth presents a situation where it emerged “as a well-resourced country town and major tourist destination [after] three decades of American-Australian interaction at North West Cape” (Barker & Ondaatje, 2015, p.349). Exmouth provides many lessons in dealing with historical relationships, modern lifestyles, and desires to preserve and improve the very things that make a place a community.

Implications

The purpose of this study has two parts: create a meaningful contribution to the local history and improve understanding of community development processes utilized in Exmouth for both residents and non-residents. Much of the published history of Exmouth focuses on the period of time when the US Navy and the RAN were major employers for the local economy. In regards to the first purpose, the greatest contribution of this study is the summary of community events and socio-economic changes since 1992. The second purpose of this study, the lessons

related to community development and planning processes, provides an opportunity for more extensive conversations.

The themes highlighted in this study's findings include preserving the community history and resources, promoting sustainable economic growth, and improving the livability of the community, namely the rising cost of housing. These themes can be difficult to balance and some in the Exmouth would argue there is little balance to these today. The shire's community development efforts do indeed reflect at least some attempt to bring balance through programs such as the Ningaloo Centre, the Town Centre Revitalisation Plan, and the large number of programs aimed at human and social capital investments. (See Figure 8.)

While community social programs play an important role in the community, it is difficult to ignore the low population of older youth and young adults that can be attributed to very limited education and training opportunities within Exmouth. The number of skilled jobs and those requiring professional degrees are available within the resources and defense sectors, which are year-round operations as compared to the current tourism season. This results in importing workers who have weaker community ties and will be less likely to invest in long-term community well-being.

The limitations of the current tourism model in Exmouth go beyond seasonal nature. A promoted idea by the shire has been to increase access of cruise ship traffic by constructing a multi-purpose wharf that will improve docking ease in Exmouth Harbour ("2014/2015 Annual Report", 2015). One benefit of this beyond tourism revenue increases to Town Centre and other close proximity businesses will be the increased demand on eco-tour packages and partnerships between cruise providers and local tour operators. This could offset traditional drawbacks of limited local spending by cruise visitors to local businesses.

However, the larger argument against cruise ship growth is the assumption passengers will continue to purchase fares and tour packages. Tourism Western Australia and Tourism Research Australia partnered on a study of Western Australia cruise ship passengers. The results found passengers spent an average \$63 per stopover with shopping attributed to the highest local expenditure. However, 24 percent of all passenger participated in organized tours which lowered their average local expenditure to just \$17 per stopover. These values were further found to be lower when impacted by public holiday business closures. A recommendation by the study was to effectively promote the community and available tour packages both before and during cruises to increase expenditures by passengers (“Destination Visitor Survey”, 2012, p.3). Although Exmouth Visitor Centre works to promote the local area and facilitate interactions between visitors and local tourism businesses, there is arguable room for improved collaboration of businesses, particularly those likely to be most impacted by cruise ship traffic growth.

While issues such as limited educational opportunities and promotion of potentially limited economic opportunities can be challenging, they are arguably hidden opportunities for community development. The Ningaloo Centre is expected to become a central hub of learning for youth and young adults in the form of Durack Institute courses, University of Western Australia’s Oceans Institute, and the number of resources for young ages such as the new public library, toy library, and indoor play spaces. Additional opportunities may be found in the need to improve high-speed internet availability that could facilitate distance learning to encourage families to remain in Exmouth. At the moment, residents have been at odds with local internet providers due to limited coverage and long waitlists for home installation.

The need for improved business collaboration exists to provide up-to-date access of tour and amenities information to increase cruise passenger interest in visiting Exmouth and partaking

in the local economy. The visitor center is the current central hub for information dissemination but there are a number of access points, particularly social media-based forums. The shire funds the visitor center but it is formally managed by the Exmouth Visitor Centre Marketing Committee. A recommendation would be for the Marketing Committee to facilitate a business collaboration effort. This collaboration would not only provide access for local businesses and tour operators to promotion opportunities but also promote skills development for improving guest experiences and community support. The “Destination Visitor Survey” (2012) found cruise passengers were more likely spend more money locally when infrastructure and trip planning information were well-developed. Exmouth’s tourism sector may have existed for several decades but the predominate type of visitors have been those who prefer less populated, low serviced amenities, which may contrast a great deal with the modern cruise passenger.

The last challenge of note is the rising cost and availability of housing in Exmouth. The rise has been argued to be a result of home converted to holiday housing and vacation homes for the wealthy that have out-priced low-income families. Property values have increased a great deal since the 1990s resulting in workers being unable to invest in property purchases that could encourage long-term stays. The shire has been working with the state’s Department of Housing but increasing need for low-income workers in the tourism sector will likely aggravate the situation. An option would be to consider investment in housing developments similar to those utilized in mining communities throughout the neighboring Pilbara region. The shire has focused on individually invested and constructed home lots in the Exmouth marina precinct and the Nimitz street development plan. However, high property prices have done little to alleviate the demand on rental homes for low to moderate income workers and their families. Another option could be to develop a research program through the Ningaloo Alliance to investigate building

materials and construction techniques. A goal of such a program could be to promote development of buildings that are lower cost, high durability, and energy efficient.

Conclusion

In April 2017, the Ningaloo Centre is expected to open to the public as the cornerstone of the Exmouth and Ningaloo communities. While this being promoted as the start of a new chapter in the town's unique history, this study has focused on bridging the gap of recorded history following the departure of the US Navy in 1992 and the RAN in 2002 to the present. This study has also been compiled to describe and model the community development efforts of the shire government in reaction to these and other major changes experienced by the community leading into the construction of the Ningaloo Centre. This effort has included the compilation and summarized of roughly thirty years of Exmouth data and information that has been available through primarily secondary sources.

To consider the usefulness of this study, there can be several perspectives to consider. As a community development professional, both in and outside of Exmouth, the influences and factors relating to the evolution of the Exmouth Community Development Model may be unique and universal at the same time. Rural places throughout the world have struggled with issues of maintaining viable and sustainable economies. What some call the "exodus of youth" from rural communities has resulted in population declines and rising poverty for places that struggle to compete with the amenities and resources of urban areas. Exmouth is no exception. It could be argued that the community has sustained through a complex mix of economic activity. A mix that to this day relies on the sustained, though limited, operation of the VLF station, fishing, and other long-time employment opportunities.

As a resident and/or local stakeholder in Exmouth, this study also provides an opportunity to learn about areas of the community that may not be actively promoted. Many of the programs summarized in this study have been active for just a few short years and may not be known to new arrivals. Some have been around longer than may have been previously known. Additionally, the roles major events and outside influences have on program development and sustainment are often difficult to maintain understanding of due to limited community engagement of residents. As a result, studies such as this one provide a service to remind or educate the community about what changes have occurred and how they impacted or may still be impacting the community.

However, it is important to note that this case study has relied primarily on secondary information. There are limitations to the amount of information and data that could be collected. A possibly significant issue has been the amount of information relating to programs at the start of the study period due to government classification of military related documents. One example includes a government study published by Environmental Management Services in 1992 that looked at the projected social and economic impacts to Exmouth of the VLF station handover from the USN. According to the Western Australia state library system, there are three copies but all are held in reserve in government libraries on the east coast. Though the 1992 impact study may have been enlightening for this study's purposes, it was not readily available for review.

The limited timeframe available for completing this study resulted in this and other limitations for material collection and analysis. Ideally, this study would have been completed following the publishing of 2016 census data in order to properly compare the demographic changes that may have been a result of some of the programs highlighted in this study. Also,

construction of the Ningaloo Centre has resulted in limited availability of shire staff for interviews and increased contribution to this study.

Additional factors that arose near the completion of this report was the revelation of the WA Crime and Corruption Commission (CCC) investigation of the shire administration which has resulted in the termination of upper-level shire administrators and recommended suspensions of the Shire Councillors (Hamlyn, 2016; Dunston & O'Connor, 2016). The issue was regarding contract tendering and personnel hiring procedures that violated shire protocols. The CCC investigation has placed a shadow of uncertainty over the completion of the Ningaloo Centre, of which the contracts related to, but shire personnel have been diligently working to keep the center on schedule for the March 2017 opening. Finally, a study on Pilbara communities' sustainability has been proposed by a Murdoch University student (McKenna, 2016). The propose study will cover a much wider region than this study and will likely look at more resource-centered community systems. However, the sustainability study will likely contribute to the pool of information about what development methods and processes work in remote areas, including the North West Cape.

The foundation that this study has built upon could be described as an incomplete structure. There are certainly areas that have been highlighted that may warrant further investigation by the shire, by community development staff, and by the community. Expansion of the local history section could include a wider inclusion of long-time locals and former residents to better frame the conditions immediately following the defense sector reduction and prior to the tourism and resources sectors' growth. Also, more detailed study of the development and planning processes resulting in and from the efforts of Kelty Report (1993), Wood (2003),

and Jones, et al. (2011) may provide a more thorough map of the Exmouth Community Development Model than this study has accomplished.

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Map Data.

ESRI. (2016). World Base Map. ArcMap 10.4.1.

Appendices

Appendix A. Exmouth Community and Economic Development Case Study Design

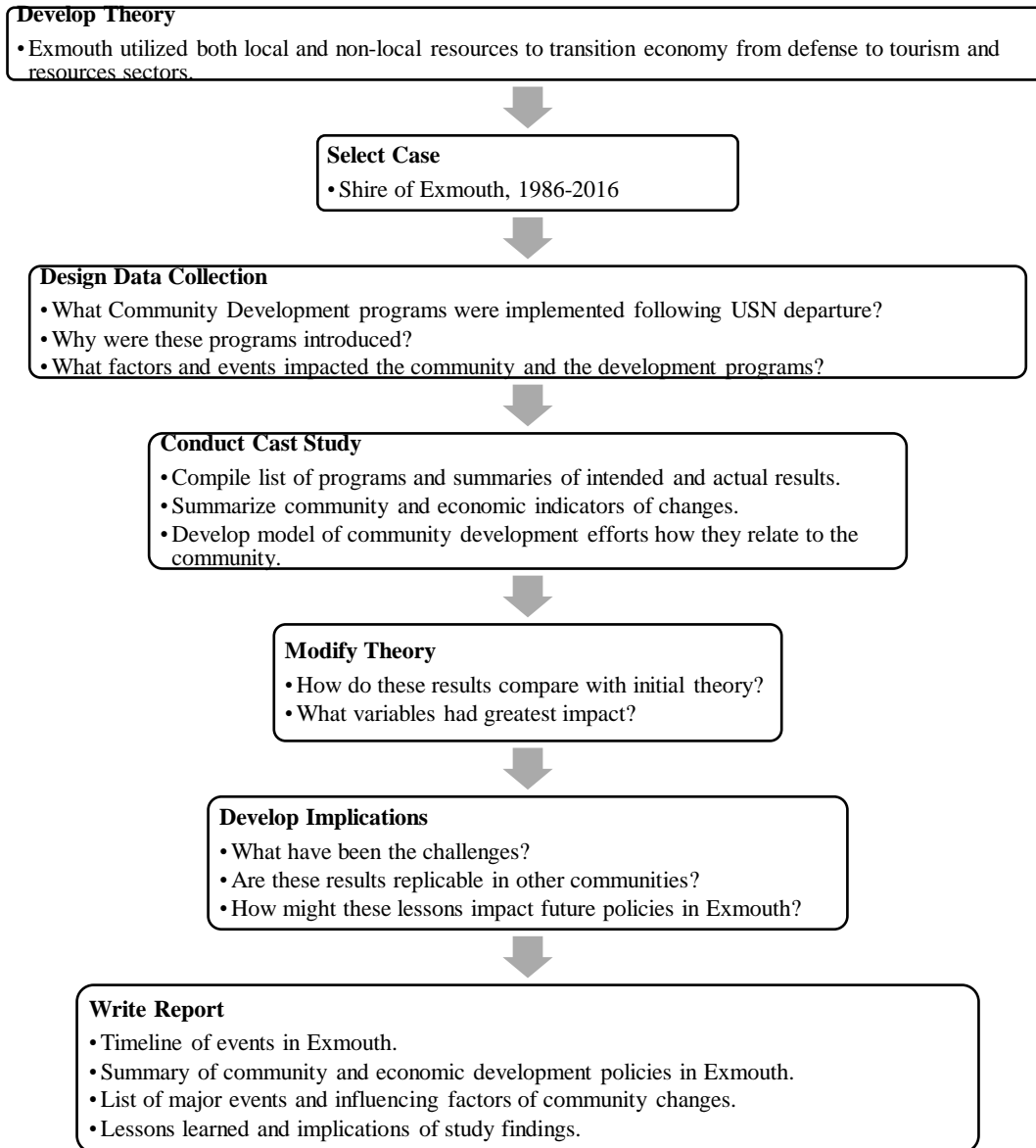


Figure 1. Case study design for research on Exmouth policy impact study. (Adapted from Yin, 2014, p.60).

Appendix B. Additional Figures of Socio-Economic Statistics.

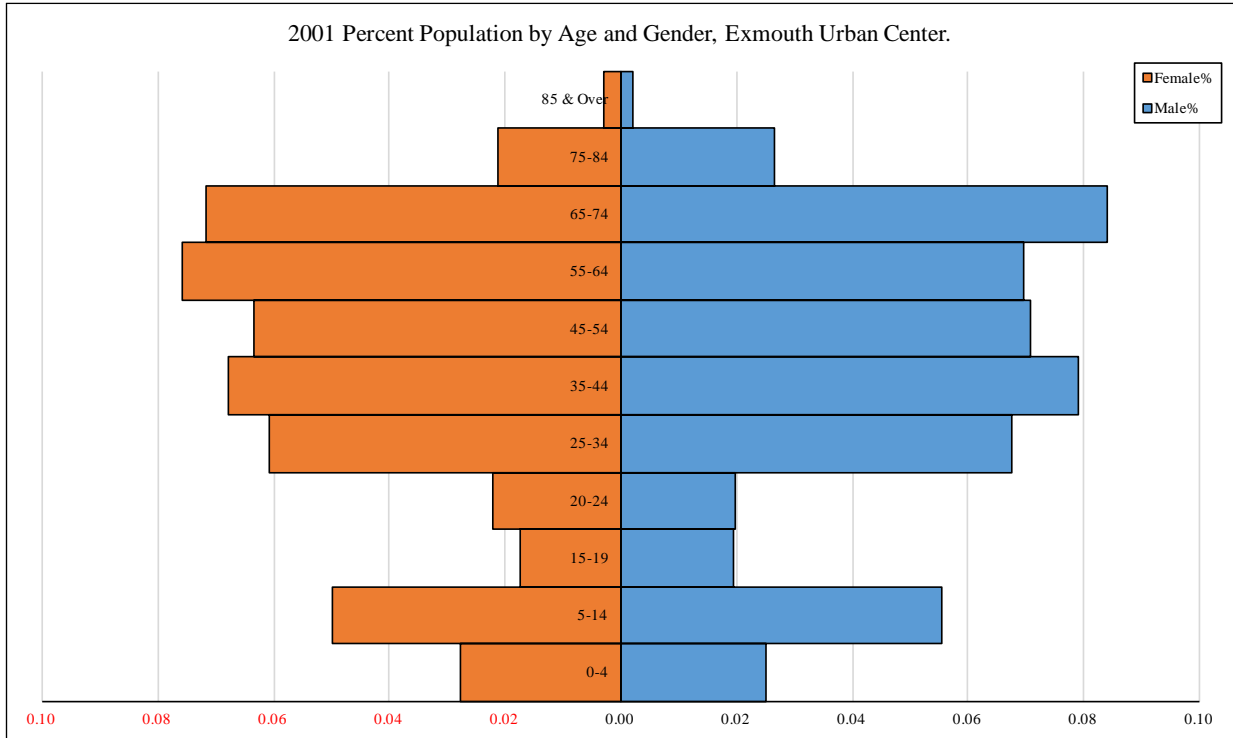


Figure 1. 2001 Percent Population by Age and Gender, Exmouth Urban Centre (ABS, 2002b, Table B03).

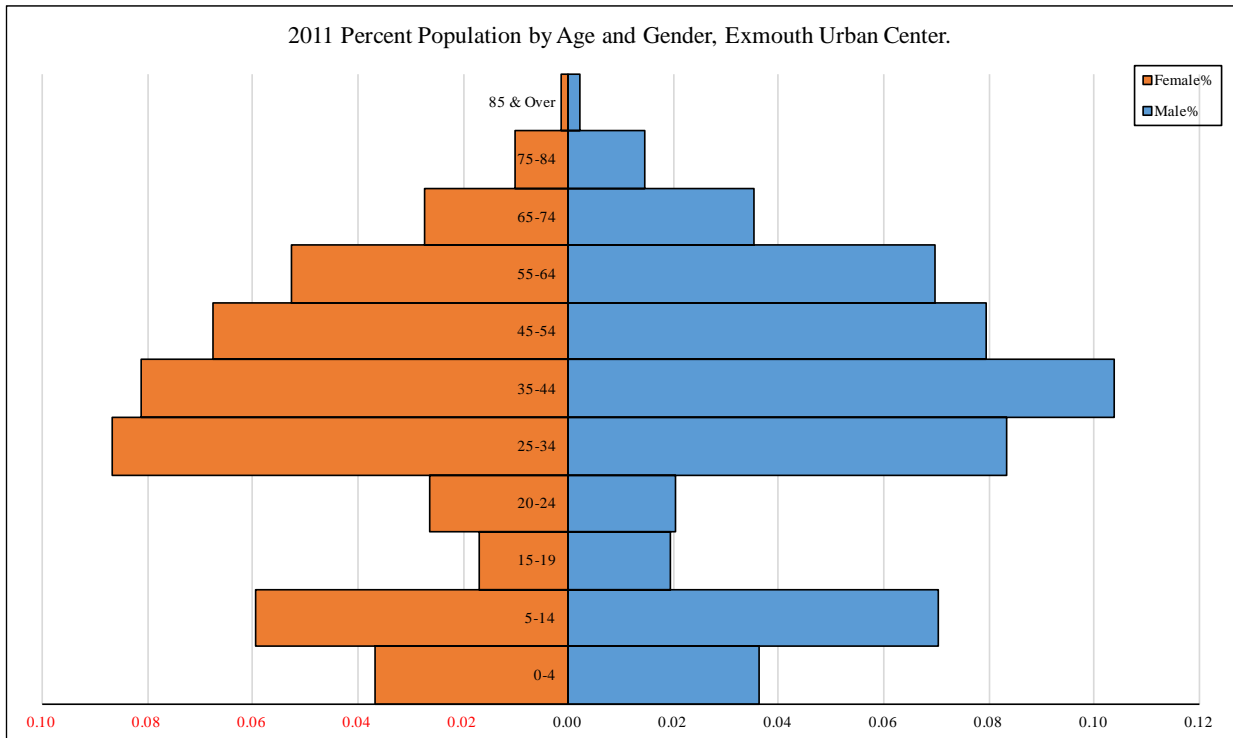


Figure 2. 2011 Percent Population by Age and Gender, Exmouth Urban Centre (ABS, 2012b, Table B04).

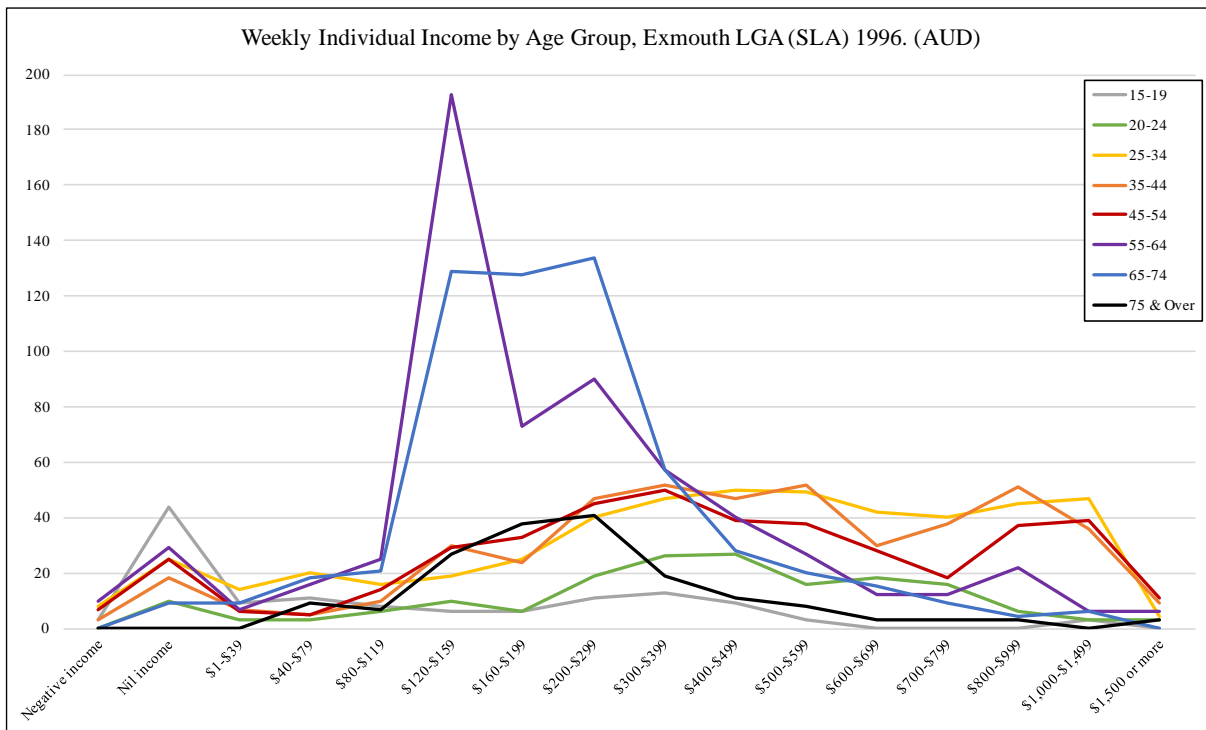


Figure 3. 1996 Weekly Individual Income by Age Group, Exmouth LGA (ABS, 1997a, Table B13). At the time, LGA was classified as Statistical Local Area (SLA).

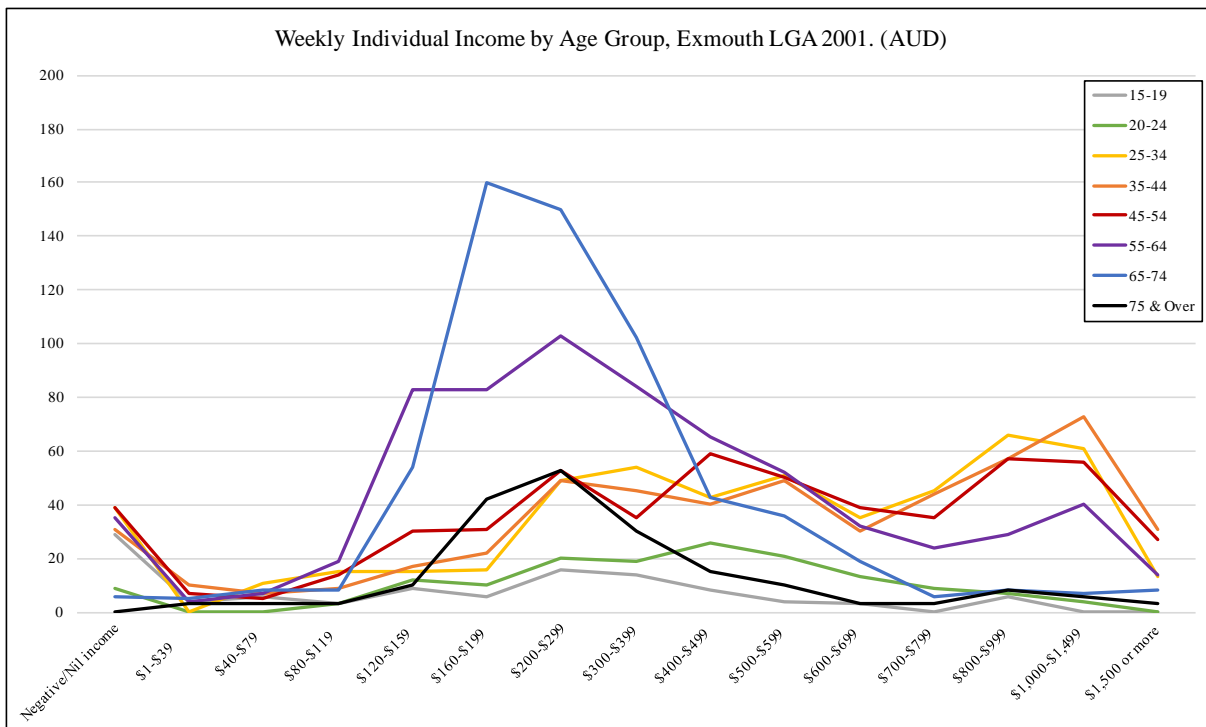


Figure 4. 2001 Weekly Individual Income by Age Group, Exmouth LGA (ABS, 2002a, Table B13).

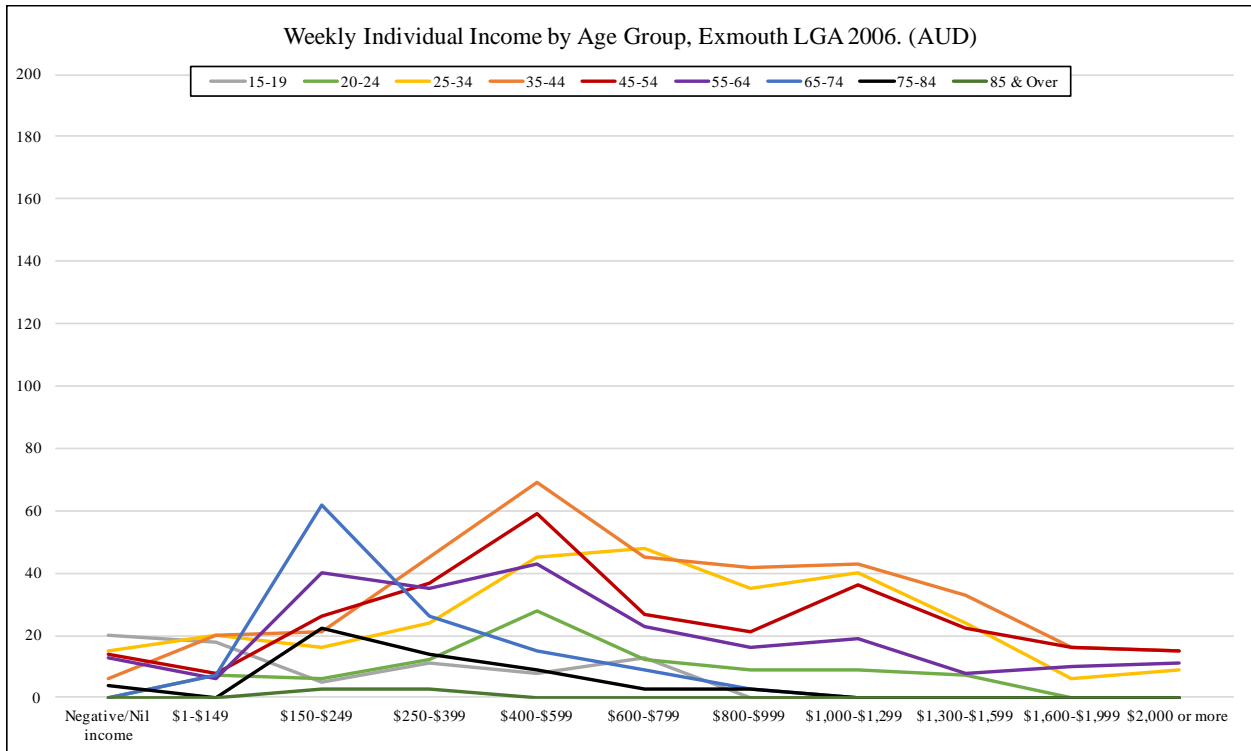


Figure 5. 2006 Weekly Individual Income by Age Group, Exmouth LGA (ABS, 2007a, Table B16).

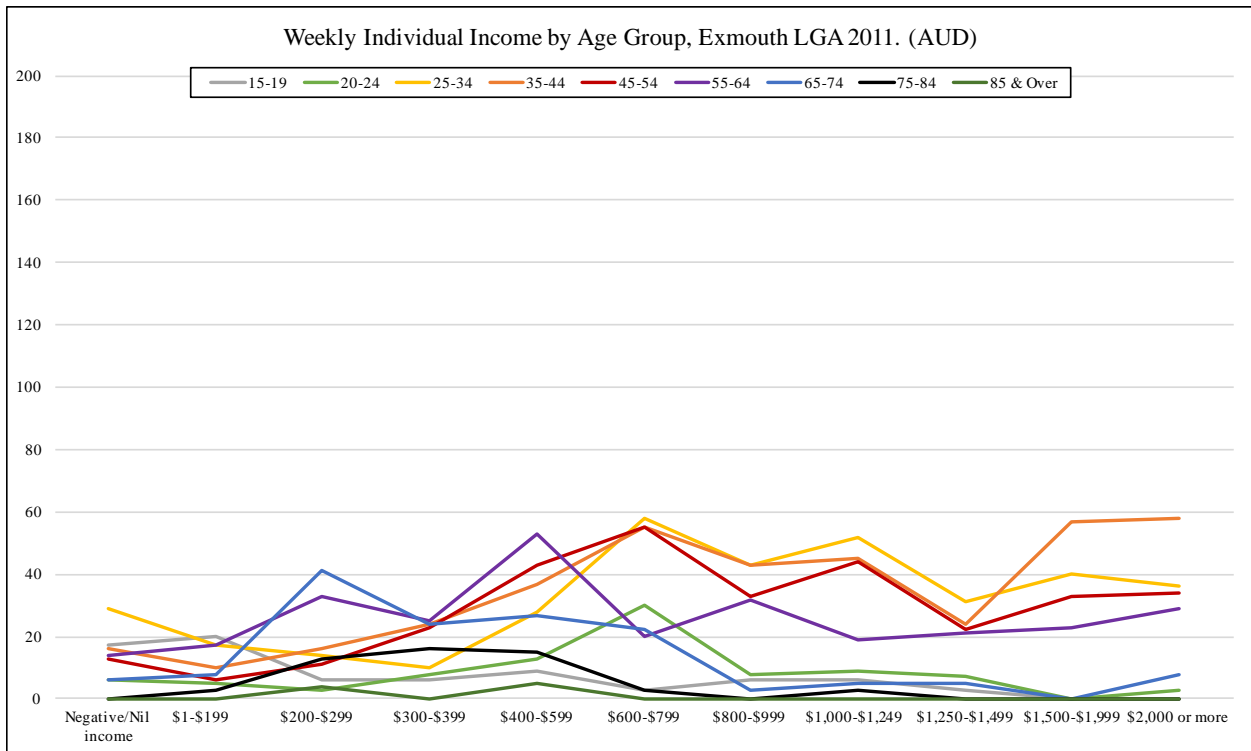


Figure 6. 2011 Weekly Individual Income by Age Group, Exmouth LGA (ABS, 2012a, Table B17).

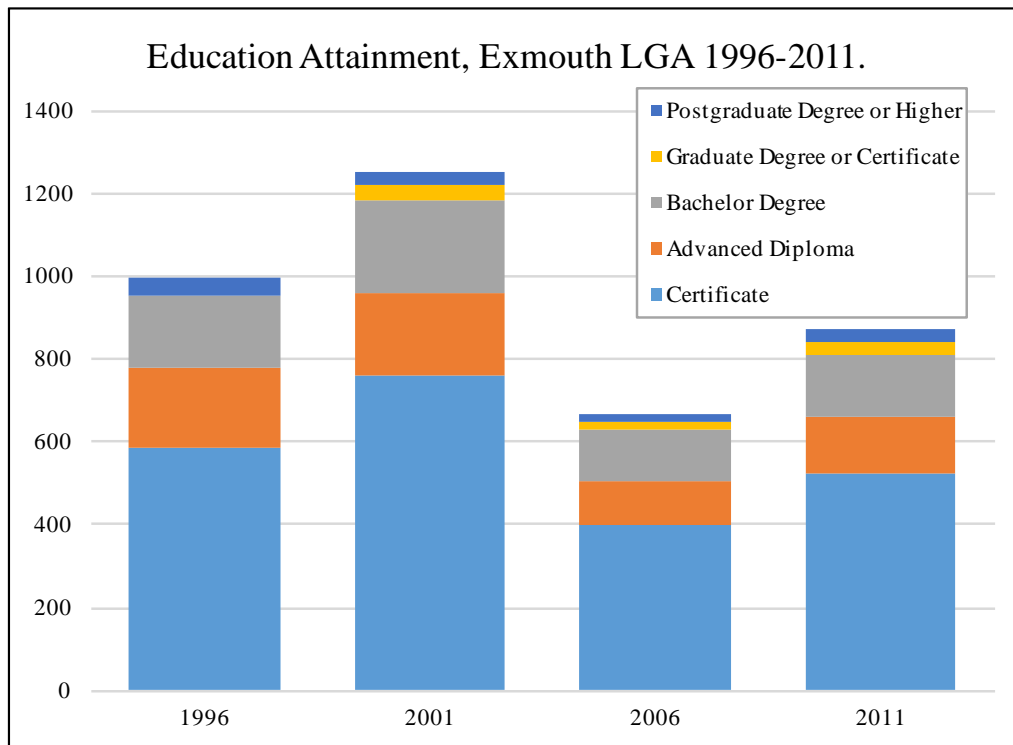


Figure 7. 1996-2011 Education Attainment, Exmouth LGA (ABS, 1997a, Table B17; ABS, 2002a, Table B12; ABS, 2007a, Table B39; & ABS, 2012a, Table B40). Note: Graduate Degree/Certificate not reported in 1996.

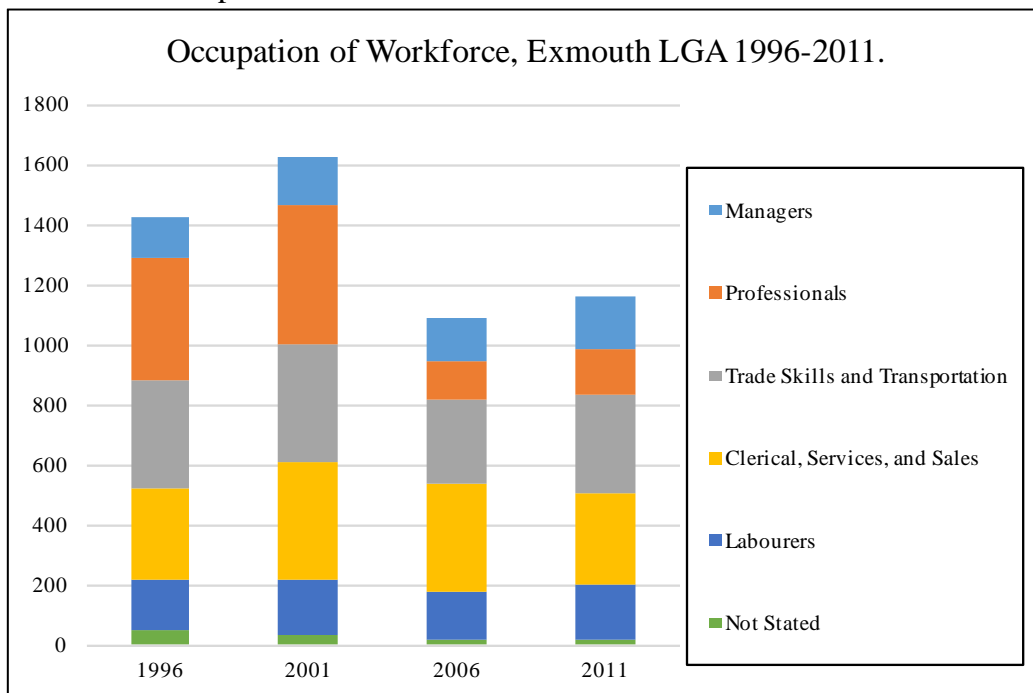


Figure 8. 1996-2011 Occupation of Workforce, Exmouth LGA (ABS, 1997a, Table B20; ABS, 2002a, Table B27; ABS, 2007a, Table B43; & ABS, 2012a, Table B44).

Appendix C. Detailed Timeline of Exmouth, 1980-Present.

- 1980's
 - Shire Government relatively new (First elections in 1980).
 - VLF station in full operation, roughly 80% of town employed or impacted by station employment.
 - Limited Tourism, Whaleshark Tours begin in 1989.
 - Some local leaders promoting concept of planning for after US Navy might leave to avoid becoming a 'ghost town'.
- 1990's
 - 1992: US Navy passes full-control of VLF station to RAN, plans to transition over next 10 years to private contractor.
 - Results in roughly 30% population loss.
 - 1993
 - Taskforce on Regional Development (Kelty Study)
 - Gascoyne poised to become nature-based tourism destination.
 - Could help stimulate stagnant economy after 1992 changes.
 - Exmouth Community Trust Fund
 - American military homes sold for \$55,000 to \$120,000.
 - Portion of home sales revenue goes into Community Trust Fund (\$13 million).
 - With additional of government grants, trust balance rises to \$33 million. To be used for future community development needs.
 - 1996
 - Census: Avg. Age (44); Weekly Individual Income (\$200-299); Highest Earners (Ages 25-54, but tend to earn higher closer to 25).
 - SEIFA Indexes: values lowest of study period. Exmouth residents less advantaged compared to Australian population.
 - 1998: New civilian airport terminal constructed at RAAF Learmonth base using funds from Community Trust Fund.
 - 1999: Tropical Cyclone Vance damages or destroys 1/3 of homes in Exmouth.
 - Remains of the strongest cyclones to impact mainland Australia. \$108 million in economic losses in Exmouth and Onslow.
- 2000's
 - 2001
 - Census: Shire area nearly doubles in size, masks population losses in 1990's; Weekly Individual Income: \$300-399.
 - Events of 9/11 cause security changes at VLF facility. Base buildings that had been leased to local businesses are forced to be abandoned to reduce public traffic around sensitive military area.
 - 2002: VLF facility under management of Defence Materials Organisation and private contractor. Employs 190.
 - 2003: Wood Tourism Study finds annually \$80 million in tourism revenue for Exmouth but services and infrastructure severely lacking. Suggests investment in tourism could reinvigorate “stagnant economy” that has existed since 1992.
 - 2006

- Census: Large population drop in Urban Center; Avg. Age (37); Weekly Individual Income (\$529); Smallest Labor Force of study period but higher participation rates than previous census reports.
- 2007: First Strategic Plan adopted by Shire of Exmouth, 2007-2012.
- 2010's
 - 2011
 - Census: slight population growth; Avg. Age (38) but very small 15-24 age groups; Weekly Individual Income (\$737); Weekly Rent (\$257); Monthly Housing Loan Payment (\$2,167) nearly double 2006 median payment.
 - SEIFA Indexes: Improvement but still lacking in area of Education and Occupation Resources.
 - Ningaloo Reef awarded World Heritage Site listing.
 - Second Strategic Plan adopted by Shire of Exmouth, 2011-2021.
 - Annual Report: Shire intends to double permanent population to 5,000 in next 10-15 years. Cites need for town's sustainment.
 - Tantabiddi Boat Ramp project completed.
 - 2014
 - Town Centre & Foreshore Revitalization Plans completed.
 - Floods damage Tantabiddi Boat Ramp.
 - 2015
 - Tropical Cyclone Olwyn strikes North West Cape. Minimal damage from Category 3 storm but forces cancelation of GAMEX. Results in estimated economic losses of around \$25 million from week long fishing competition.
 - Annual Report proposes construction of Multipurpose Deep Water Wharf in Exmouth Harbour to accommodate growing interest in cruise ship activities and resource/industrial operations.
 - Construction begins on long-awaited Ningaloo Centre.

Appendix D. Community Development Program Assessment Form.

Community Development Activity Summary Form

Title:

Organization(s):

Funding Amount and Source:

Effective Dates: Status:

Target Demographic(s) / Sector(s):

Purpose:

Community Impact(s):

Implications for Future:

Capitals Affected (How):

Other Notes:

Note: Form used during collection of program information to be used in summary table, program activities map, and Exmouth Community Development Model.

Appendix E. Summary of Community Development Programs in Exmouth.

<p><u>Lefroy Street Affordable Housing Project</u></p> <p>Department of Housing</p>	<p><i>Effective Date:</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> Department of Housing <i>Cost:</i> \$8.5 million Note: Former Shire of Exmouth project but passed to Dept. of Housing due to funding availability and program coordination needs.</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - As population is expected to grow despite the rising cost of living on the North West Cape, affordable housing options are needed for low-income workers and their families. - Construction of (16) 1-3 bedroom units in progress. Expected to be complete by 2018. 	<p><i>Capitals Involved:</i> Built, Human, Social, Political, and Financial. <i>Indicators of Success:</i> completed construction, number of occupants, decreased cost of housing. <i>Strategic Plan Reference:</i> 3.8.3.</p>
<p><u>Aviation Services</u></p> <p>Shire of Exmouth (Shared runway with RAAF Learmonth)</p>	<p><i>Effective Date(s):</i> Pre-2010 to present Shire assumed full control of facility in 2012) <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth, Regional Airports Development Scheme <i>Cost:</i> 2015 Budget: Exp. \$3.67 million Rev. \$4.61 million Capital Exp. \$209,472</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Provide long-term financial sustainability and opportunities for new developments in the region. - Partnerships with Qantas, Virgin Australia (former SkyWest services), charter, and private air services have continued to increase passenger numbers. (Less than 37,000 to over 97,000 passengers between 2006 to 2015.) 	<p><i>Capitals Involved:</i> Built, Human, Social, Political, and Financial. <i>Indicators of Success:</i> No. visitors and flights, airport revenue. <i>Strategic Plan Reference:</i> 1.5.3.</p>
<p><u>Club Development</u></p> <p>Shire of Exmouth WA Dept. Sport and Recreation</p>	<p><i>Effective Date(s):</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> - Shire of Exmouth - Government of Western Australia <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Provides training, workshops, and assistance to local sport clubs and social groups to improve club leadership and encourage community participation in local activities. 	<p><i>Capitals Involved:</i> Human, Social, and Cultural. <i>Indicators of Success:</i> No. clubs, no. memberships, and diversity of groups. <i>Strategic Plan Reference:</i> 3.5.</p>
<p><u>Community Resource Center</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> Pre-2010 to 30June2013 <i>Status:</i> Inactive <i>Funding:</i> Shire of Exmouth <i>Cost:</i> Unknown but was in “an unsustainable financial position” (“2013/2014 Annual Report”, 2014, p.34).</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Provided access to resources and services (computers, internet, printing and copying, and information on community services available). - Responsibilities absorbed by library and other departments. 	<p><i>Capitals Involved:</i> Human, Social, and Built. <i>Indicators of Success:</i> no. users. <i>Strategic Plan Reference:</i> 3.4.3.</p>

<p><u>Exmouth Marina & Harbour Development</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth, Department of Transportation, and Private Investors. <i>Cost:</i> Harbour Expansion: \$20 million Landscaping: \$200,000</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Expansion of housing into marina area and upgrade of service wharf. - Provides additional housing for residents and holiday travelers with canal access for boats. - Anticipated to accommodate growing resources and tourism sectors that already have significant economic and employment impacts area. 	<p><i>Capitals Involved:</i> Built, Natural, Human, Social, Financial, and Political. <i>Indicators of Success:</i> No. occupants, revenue of businesses, and no. users of marina. <i>Strategic Plan Reference:</i> 1.1.7 and 3.2.4.</p>
<p><u>Exmouth Visitor Centre</u></p> <p>Exmouth Visitor Centre Marketing Committee</p>	<p><i>Effective Date(s):</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> Exmouth Visitor Centre Marketing Committee <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Promotes Exmouth, the Ningaloo Coast, and Cape Range National Park. Provides local information, facilitates accommodation and operator collaboration, and assists visitors. - Includes retail store and guest booking services. 	<p><i>Capitals Involved:</i> Human, Social, Cultural, Financial, and Natural. <i>Indicators of Success:</i> No. visitors and revenue. <i>Strategic Plan Reference:</i> 1.3.2, 2.5.4, 3.2.1, and 3.7.</p>
<p><u>Heritage Celebrations</u></p> <p>Shire of Exmouth Various community, regional, and state groups</p>	<p><i>Effective Date(s):</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> Varies <i>Cost:</i> Varies</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Promote local history and community pride by providing social opportunities throughout the year. - Events include: Ningaloo Whaleshark Festival, Vlamingh Head Lighthouse Centennial, ANZAC Day, Australia Day, Remembrance Day, and “just because we need it” community gatherings. 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> No. participants and increase community satisfaction. <i>Strategic Plan Reference:</i> 2.3 and 3.3.2.</p>
<p><u>Better Beginnings Initiative</u></p> <p>State Library of WA - Administered locally by Exmouth Library</p>	<p><i>Effective Date(s):</i> 2010 to present <i>Status:</i> Active <i>Funding:</i> Royalties for Regions and Rio Tinto <i>Cost:</i> Unknown for local level.</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Promotes early child language development and reading by providing book, bag, and literacy information to all children under 3. Also promotes library use and support for families and caregivers. - Provides and promotes weekly Story and Rhyme Time events for children under 3. - Library officers coordinate with school and playgroups on special reading programs (i.e. Teddy Bear Picnics) 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> No. participants, no. visitors and materials checked out, and children’s reading levels. <i>Strategic Plan Reference:</i> no specific reference.</p>

<p><u>Men's Shed</u></p>	<p><i>Effective Date(s):</i> 2015 (Incorporated) <i>Status:</i> In Development <i>Funding:</i> Shire of Exmouth <i>Cost:</i> Yet to be determined and charity donations.</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Will provide a safe place and comradery for local men to build bonds and offer support. Intends to offer skills development and activities. - Introduced in 2014, this group/program is still forming. Recently exploring use of shire facilities and collecting donated supplies. 	<p><i>Capitals Involved:</i> Human, Social, Cultural, and Built. <i>Indicators of Success:</i> Membership participation, no. events, and increased community satisfaction. <i>Strategic Plan Reference:</i> 3.7.2.</p>
<p><u>Ningaloo Centre</u></p> <p>Shire of Exmouth</p> <p><i>Partners:</i></p> <ul style="list-style-type: none"> - Durack Institute - Ningaloo Alliance 	<p><i>Effective Date(s):</i> Introduced Pre-2010 <i>Status:</i> Under Construction Expected Open: Apr 2017 <i>Funding:</i></p> <ul style="list-style-type: none"> - Shire of Exmouth - Royalties for Regions - Australian Gov. - WA Government, Dept. of Regional Development - LotteryWest <p><i>Cost:</i> Construction: Over \$30 Million Expected annual operation cost: \$600,000</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - State of the art complex will house joint research, education, tourism, and community centers. Facilities will replace aging infrastructure, consolidate many community services, and provide an improved visitor experience. - Highlights include visitor center, galleries, library, research labs, classrooms, meetings spaces, Cafes, natural vegetation displays, and the largest aquarium in Western Australia outside of Perth. 	<p><i>Capitals Involved:</i> Human, Social, Cultural, Built, Natural, Political, and Financial. <i>Indicators of Success:</i> No. visitors, revenue, no. events, no. materials added to research repository, & increased community satisfaction. <i>Strategic Plan Reference:</i> 2.2.1, 2.5.4, 3.2.1, and 3.4.1.</p>
<p><u>'Stay on your Feet' Week / Health and Wellness Expo</u></p> <p>Shire of Exmouth Exmouth Hospital</p>	<p><i>Effective Date(s):</i> 2010 to present <i>Status:</i> Active <i>Funding:</i> Department of Health Grant <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Campaign and event promoting health and fitness information and local health and wellness services fair. - Initially a promotion for senior safety around the home but evolved to include whole community in 2014 and incorporate local businesses. 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> No. participants, lower rates of accidents and injuries, increased use of local health and wellness services, and increase community satisfaction. <i>Strategic Plan Reference:</i> 3.7.</p>
<p><u>KidSport</u></p> <p>WA Department of Sport and Recreation Administered locally by Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 2011 to present <i>Status:</i> Active <i>Funding:</i> State Government of WA <i>Cost:</i> Unknown locally, State program: \$20 million</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Program's purpose is "to increase participation in community sport and recreation throughout WA by removing the financial barrier for children and young people joining local sporting clubs" (Shire of Exmouth Website). - Provides subsidies for eligible families to cover costs associated with sports and recreation participation. Up to \$200 per child per year. 	<p><i>Capitals Involved:</i> Human, Social, and Political. <i>Indicators of Success:</i> No. participants in local sports and recreation clubs and decrease in youth obesity. <i>Strategic Plan Reference:</i> 3.2.3 and 3.5.2.</p>

<p><u>National Volunteers Week</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 2011 to present <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Week of festivities to recognize the work of local volunteers, especially those in the Emergency Services. - Includes a dinner for members of SES, St. John's Ambulance Service, Volunteer Fire Brigade, and Sea Search and Rescue. 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> Increased community satisfaction and no. volunteers/participants. <i>Strategic Plan Reference:</i> 3.5.1.</p>
<p><u>Paltridge Memorial Pool/Splash Park</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 1964 to present <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth, Exmouth Amateur Swim Club, and Department of Sport and Recreation <i>Cost:</i> 2015 Budget: \$400,000</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Promote sport and aquatic recreation. - Splash Park constructed in 2013 as part of the Federation Park revitalization section of Town Centre and Foreshore Revitalization Plan - Award winning facilities and steady patronage. 	<p><i>Capitals Involved:</i> Human, Social, Cultural, Built, Natural, and Financial. <i>Indicators of Success:</i> no. users, revenue, and no. courses and events hosted. <i>Strategic Plan Reference:</i> 3.2.</p>
<p><u>Passionately Pink and Movember Campaigns</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> October and November each year since 2010 <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth and Regional Men's Health Initiative <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Promote health and preventative screenings related to gender-specific diseases. - Includes such events as fun, friendly contests between community organizations and talks and support groups for those affected by such issues. - Typically includes a number of fundraising efforts by various groups for disease research. 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> No. participants, funds raised, and lower rates of gender-specific diseases. <i>Strategic Plan Reference:</i> 3.7.</p>
<p><u>Police and Community Youth Centre (PCYC)</u></p>	<p><i>Effective Date(s):</i> Pre-2010 to present <i>Status:</i> Active <i>Funding:</i> Community fundraising <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Volunteer-driven youth center co-located with SkateX strives to provide local youth an alternative to destructive activities and behaviors. - PCYC provides games and meeting space for kids to hang out on Friday evenings. Hosts discos and food stands throughout the year for fundraisers. 	<p><i>Capitals Involved:</i> Human, Social, and Cultural. <i>Indicators of Success:</i> Low crime rates, no. participants, and youth involvement engagement in the community. <i>Strategic Plan Reference:</i> 3.3.</p>
<p><u>SkateX</u></p> <p>Shire of Exmouth YAE</p>	<p><i>Effective Date(s):</i> Completed 2010 <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth and LotteryWest <i>Cost:</i> Unknown</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Skate park area provides needed recreational space for youth skate activities. - YAE hosts skating workshops and competitions for local youth. 	<p><i>Capitals Involved:</i> Built, Social, Human, and Cultural. <i>Indicators of Success:</i> use rates, increased youth community satisfaction, and lower youth crime rates. <i>Strategic Plan Reference:</i> 3.3.</p>

<p><u>Tantabiddi Boat Ramp</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> Completed 2013 <i>Status:</i> Completed <i>Funding:</i> Shire of Exmouth <i>Cost:</i> Boast Ramp Upgrade: \$2.2 million Toilet Block: \$270,000</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Rebuild and upgrade of boat ramp to improve access to West Coast for visitors, fishing and tour operators, and locals. - Included construction of toilet facility and 4,500L water tank to improve visitor experience and increase sanitation near protected areas. 	<p><i>Capitals Involved:</i> Built, Natural, Financial, and Cultural. <i>Indicators of Success:</i> No. users and community satisfaction. <i>Strategic Plan Reference:</i> 3.2.2.</p>
<p><u>Tidy Towns Competition</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 2013 to present <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth <i>Cost:</i> Varies</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - ‘Keep Australia Beautiful Tidy Towns’ Competition and Tidy Towns WA Competition. - Submission package includes description of efforts to improve town appearance, amenities, and presentation of public areas, which are an “expectation of a recognized tourism town” (“2013/2014 Annual Report”, 2014, p.29). 	<p><i>Capitals Involved:</i> Built, Political, and Social. <i>Indicators of Success:</i> Tidy Town Award and increased community satisfaction. <i>Strategic Plan Reference:</i> 2.5 and 3.3.1.</p>
<p><u>Town Centre & Foreshore Revitalization Plans</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 2010 to 2014 <i>Status:</i> Completed, October 2014 <i>Funding:</i></p> <ul style="list-style-type: none"> - Shire of Exmouth (\$2,364,000) - Royalties for Regions - Gascoyne Revitalization Fund (\$6,676,000) - Royalties for Regions – Country Local Government Fund (\$173,000) - Landcorp (\$605,000) - Office of Energy/Horizon Power (\$1,263,000, in kind) <p><i>Total Cost:</i> \$11,081,000</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Purpose of these plans was “to set the agenda for future improvements and development of the Town Centre and Foreshore areas in a manner that meets community expectations, the aspirations of the shire, and guide the staging of works” for the future (Hassel, 2012, p.6). - Changes includes street modifications, renovation of Federation Park areas, installation of a sea wall at Town Beach, and creation of welcoming public gathering spaces including the Splash Park and BBQ picnic areas. 	<p><i>Capitals Involved:</i> Built, Natural, Human, Social, Cultural, Financial, and Political. <i>Indicators of Success:</i> No. visitors/users, increased revenue, increased community satisfaction, no. events held at parks and beaches. <i>Strategic Plan Reference:</i> 2.1.1 and 2.5.1.</p>
<p><u>Youth Action Exmouth (YAE)</u></p> <p>Shire of Exmouth</p>	<p><i>Effective Date(s):</i> 2012 to present <i>Status:</i> Active <i>Funding:</i> Shire of Exmouth, BHP Billiton, and Youth Development Grant <i>Cost:</i> \$22,700</p>	<p><i>Description</i></p> <ul style="list-style-type: none"> - Provides “opportunities for new experiences and learn valuable skills for organizing and running future youth events” (“2014/2015 Annual Report”, 2015, p.40). - Early successes include creation of handbook for planning and hosting events written by local youth for local youth. - Sponsor BHP Billiton has sponsored trips to Perth for youth workshops and conventions. 	<p><i>Capitals Involved:</i> Human and Social. <i>Indicators of Success:</i> Increased youth involvement in community groups and events, increased youth population, and increased community satisfaction. <i>Strategic Plan Reference:</i> 3.1 and 3.3.3.</p>