

**SHIRE OF DENMARK**

**Proposed Change of Use -  
Rural Outbuilding to  
Reception Centre and  
Ancillary Ablution Block**

**Lot 88 Astartea Glade,  
Parryville**

**June 2019**

19 November 2019 - Attachment 8.1.4a



**Contents**

I.0 INTRODUCTION ..... 3

2.0 THE SITE..... 5

3.0 THE PROPOSAL ..... 8

4.0 STRATEGIC ENVIRONMENT ..... 14

    4.1 Shire of Denmark - Local Planning Scheme No. 3 ..... 14

    4.2 Local Planning Strategy ('the Strategy') 2011 ..... 17

    4.3 Draft Local Planning Scheme No 4 ('DLPS No.4') ..... 18

    4.4 Shire of Denmark - Tourism Planning Strategy – Stage 1 ..... 19

    4.5 Local Planning Policy No 38 – Events, Concerts and other Organised Gatherings ..... 21

    4.6 Department of Health – Guidelines for Concerts, Events and Organised Gatherings  
 (December 2009) ..... 21

    4.7 Draft Position Statement: Tourism Land Uses within Bushfire Prone Areas..... 22

5.0 PLANNING CONSIDERATIONS ..... 24

    5.1 Basic Risk Management Plan ..... 24

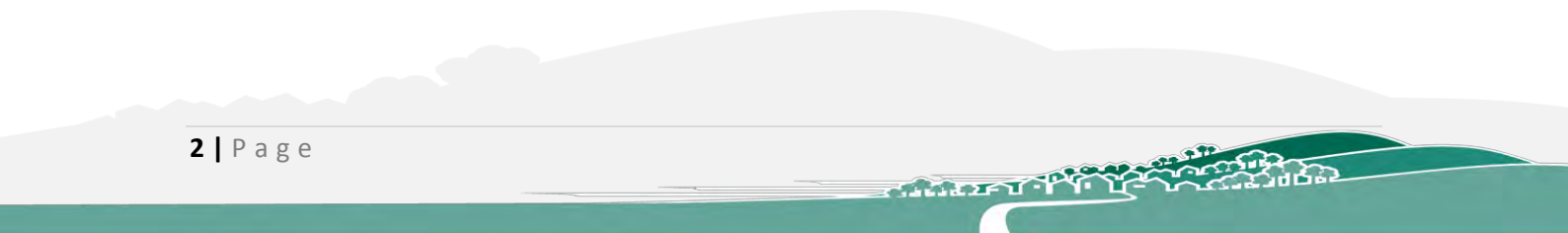
    5.2 Effluent Disposal..... 24

    5.3 Access..... 24

    5.4 Bushfire ..... 24

6.0 CONCLUSION ..... 26

- Att 1 Plans
- Att 2 Bushfire Management Plan & Evacuation Plan
- Att 3 Risk Management Plan
- Att 4 Supporting correspondence



## **I.0 INTRODUCTION**

Halsall and Associates Town Planning Consultants have been engaged by the owners of Lot 88 Astartea Glade, Parryville ('the site') to assist with preparation and lodgement of this application for consideration of a 'Change of Use – Rural Outbuilding to Reception Centre' ('the proposal'), inclusive of an ancillary ablution block (delayed installation) and supportive structures as may be considered.

The issues relevant to such a proposal are carefully considered along with supportive documentation including a Bushfire Management Plan and Evacuation Plan to inform the proposal.

It is anticipated this proposal will be well received and further information can be provided if considered necessary. Due consideration to the adjoining landowners has been given acknowledging there is some degree of separation between the activity proposed and neighbours. It is also acknowledged the proposal is ancillary and complimentary to the existing high quality short stay tourist accommodation use currently in operation on site. Tourist traffic already frequents the area due to the existence of Parry Beach, the Caravan Park and Barry Beach Breaks itself.

The use is proposed to operate from within an existing outbuilding (Class 10a 'Machinery Shed') that has recently been reviewed by a registered building surveyor and subject to a BCA Vol .1 Assessment in August 2018 and found to be satisfactory for this purpose. It is understood it will be necessary to alter the BCA classification of the structure to a dual Class 9b/10 Classification with inclusion of the veranda in conjunction with the interior space for use as a Reception Centre. This will be subject to a separate application process with the Shire of Denmark should planning approval be forthcoming.

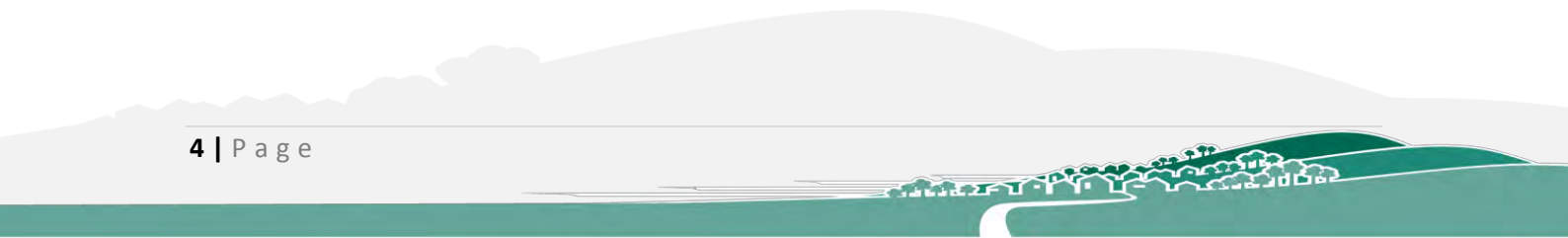
Letters of support have also been received from Tourism WA, the Member for Warren-Blackwood and Denmark Tourism Incorporated which also demonstrates suitability of the proposal at this location, this is further considered demonstrated given the Shire have also acknowledged that several weddings/events can already be accommodated at the site during the year as an incidental activity. The success of these few occurrences has provided impetus for this application. As such, the proposal seeks consideration of the use of a Reception Centre from within the pre-existing structure resulting in the operation of functions throughout the year.



## Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block

### Lot 88 Astartea Glade, Parryville

Detail in regard to the appropriateness of the proposal in the context of the site and relevant statutory framework is provided within the context of this proposal report and supporting documents.



## 2.0 THE SITE

The subject site is zoned 'Rural' under the Local Planning Scheme and is approximately 65 hectares in area and located approximately 30 minutes' drive (approximately 19 km) to the south west of the townsite of Denmark. The site is characterised by extensive areas of cleared and maintained pasture that is associated with historical cattle grazing activities undertaken on site together with areas of remnant vegetation that are primarily associated with elevated gradients and low lying wetland areas across the site.

Access is taken from Astartea Glade to the east which links through to Parry Road. This runs in two directions, being towards the coast to the south and through to the South West Highway to the north.

Existing development on site includes luxury tourist accommodation identified as 'Parry Beach Breaks'. This incorporates four (4) self-contained luxury chalets provided with extensive rural and coastal panoramas. Each chalet is constructed to a very high standard and provides that the site offers a range of luxury and unique accommodation experiences. In association with this, there is also an owner's residence and ancillary onsite storage and rural outbuildings, including a large machinery shed (the subject of this proposal) which is located centrally. Development is (primarily) located in the southern parts of the site in proximity to the existing access arrangement and to take advantage of the elevation and views over the coast.

The location and characteristics of the site are evident in Figure 1 and 2 below respectively.



**Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block**  
**Lot 88 Astartea Glade, Parryville**

Figure 1 – Location Plan

Source: Landgate

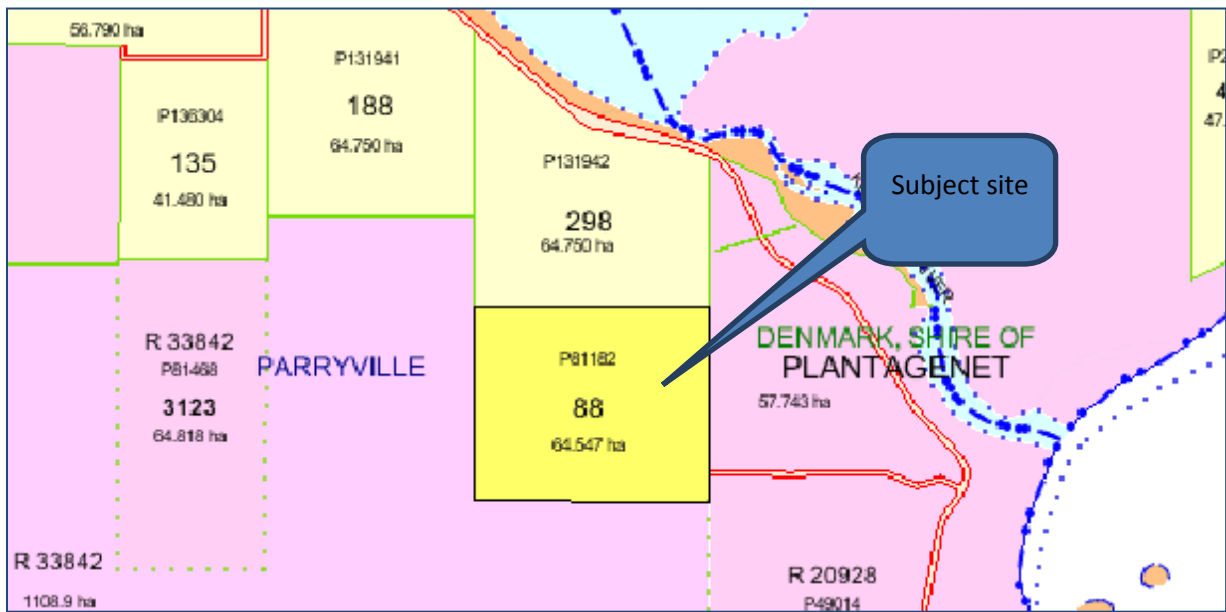


Figure 2 – Site characteristics

Source: Nearmaps



The balance property area will be maintained as a working farm with pastured areas utilised for cattle grazing activities in a cohesive manner with the tourist accommodation operation. There is also a distribution of excavated soaks about the site in association with this agricultural use. The distribution of existing development is further evident on the plans attached, and the quality of the

**Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block**  
**Lot 88 Astartea Glade, Parryville**

chalet development that will be operated in tandem to the Reception Centre as proposed is evident in the images below.

Figure 3 – Images of existing development





### 3.0 THE PROPOSAL

The proposal is for consideration of a change of use from an existing large machinery shed (Class 10A rural outbuilding) to a Reception Centre at the subject that that will be operated in an ancillary manner to the existing short stay chalet development plans and detail In relation to the proposal is available for review at **Attachment 1**. This will ultimately be complimented by a free standing ablution block and ancillary structures as required to support this proposal.

It is also acknowledged should planning approval be forthcoming for the Reception Centre, the structure will also require a building permit to alter the use class as referenced under the BCA from a Class 10a non-habitable structure to comply with the building standard associated with this use class (Class 9b/10 with inclusion of the verandah) and also to address the internal fit out that has occurred and this will occur if approval is forthcoming.

The objective of the proposed Reception Centre is to provide a unique location that provides for an eco-tourism and events experience. The location is considered a unique location that can showcase this location within the Shire in both a stylish and appropriate manner and provide a unique venue that can hold special celebrations for events including weddings and birthdays. The venue will also provide for private groups such as the Bibbluman Track Walkers and also the Mundi Bididi Track Bikers, providing for a communal meeting place.

The function centre will be limited to accommodate a maximum of 180 persons. The floor areas associated with this proposal is indicated on the plans attached and are calculated as follows:

- Outbuilding – 24m x 18m – 432m<sup>2</sup>
- Verandah – 24m x 3.6m – 86.4m<sup>2</sup>
- Ablution block – 6m x 3m – 18m<sup>2</sup>
- Total building area = 536.4m<sup>2</sup>

The proposal also includes access to a unisex disabled toilet located internally. There is also an internal bar area that will provide an area for the service of beverages and it is noted that the internal layout can be modified with large sliding doors such that the internal space can be compartmentalised as required. It should be noted that the internal slider will not be lockable in





**Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block**

**Lot 88 Astartea Glade, Parryville**



compliance with BCA requirements. Images of the structure are evident below and also demonstrate the high standard of construction.

**Images of proposed Reception Centre**





**Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary  
ablution block**  
**Lot 88 Astartea Glade, Parryville**



## **Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block**

### **Lot 88 Astartea Glade, Parryville**

Car parking bays are to be provided in compliance with scheme requirements in proximity of the structure. The location of the car parking and also the internal access associated with this is evident on the plans attached. The number and standard of car parking bays is considered compliant with specifications under Appendix XI (Parking Standards) as specified under the Scheme detailed in a later section. The car parking bays will be screened from the existing short stay operations on site and adjoining land holdings by the undulating nature of the landform and existing distribution of vegetative screening and also includes a disabled access bay that is appropriately located in proximity of the venue entry.

Catering will be provided by appropriately licensed vendors to service any food requirements associated with event undertaken on site.

Access to the location of the Reception Centre will be by way of an extension to the existing internal driveway alignment. This will be upgraded to a satisfactory standard and to address bushfire access considerations and will be appropriately located in relation to the distribution of remnant vegetation across the site also correspond to the gradient across the site.

A separate 3m x 6m (18m<sup>2</sup>) ablution block is also proposed clustered with the Reception Centre, with a separation distance of 6 metres. This has been the subject of review by a building surveyor to ascertain and inform on the number of male and female basins/toilets and unisex disabled facilities as required such that the number provided address the relevant legislation in this regard. Detail in relation to the internal layout of the ablution block is also provided for review in the attachments to this report. The establishment of a separate toilet block is an expensive exercise. The existing building already accommodates a unisex/disabled toilet which will be operative immediately. The owners request for this application the possibility of holding six (6) reception functions with the imposition of portable toilets initially in order to gain funds from the operation of those six functions to assist in funding the establishment of the toilet block. This would mean that for a very short period a temporary arrangement would be established essentially to provide economic stimulus for the establishment of a permanent ablution facility. The proposal therefore requests that a condition be applied that the installation of the ablution block not be required until six functions have been held and appropriate portable toilets be supplied. To provide confidence to the Shire of Denmark this



## **Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block**

### **Lot 88 Astartea Glade, Parryville**

application incorporates the proposed toilet ablution block so that the intent to install this is clear. Establishing such land uses and costs associated with installation of effluent systems etc is notable and such a methodology would assist the viability of establishing the use. If after six functions the activity is not proving viable then obviously such a system would not be installed and the use could cease. This is not the intent of the owners and this is respectfully requested as an option via an appropriate condition. Perhaps the Shire could request clear notification of the first six functions as they occur so they are aware of the time when permanent toilet facilities and effluent system will be required.

The proposal is also serviced by an onsite effluent disposal mechanism consisting of septic tanks and leach drains to the specifications of the Shire's Health Department. The location of this service arrangement is illustrated on the plan attached. Upgrade to the system will occur as necessary when the ablution block is installed.

The proposal will also be serviced with a potable water supply provide by way of a 150,000KL water tank. In addition, there is a separate 50,000KL tank designated for firefighting purposes in proximity the structure and accessible to fire tenders in a bushfire event.

The operation of the use is within the context of an existing structure such that any perceived impacts in built form and bulk are considered acceptable as there will be no addition to this by way of consideration of the proposal. The ablution block is small structure that would be visually inevident in the landscape. Any perceived impacts on vegetation are also considered negligible given any modification associated with the proposal (such as internal driveway access) will be undertaken in cleared, pastured areas only.

The structure retains the outward appearance of a rural outbuilding in that it is constructed in colourbond of a hue in keeping with the existing rural character of the site. The northern elevation also incorporates a verandah with Jarrah pole features along the extent of this desirable aspect. The southern aspect will retain two (2) roller door access points to aid internal operations and catering activities. And there is a small covered porch over the main access way to the east.

The number of staff associated with the operation is anticipated to be no more than 4 to 6 at any time.





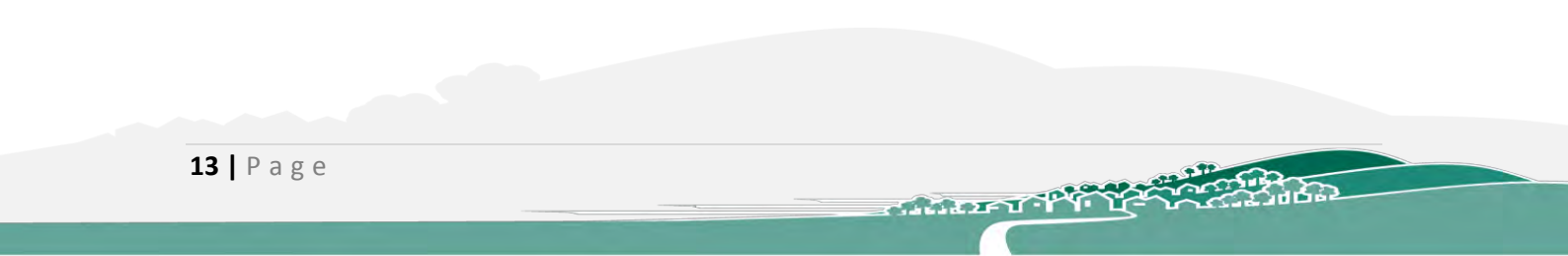
The use will be primarily to service 24 guests staying onsite and their family and friends travelling to the site for relevant functions. As such, there may be occasions with small functions when limited persons actually come to the site with quite a number of guests already residing onsite.

Letters of support of the proposal have been received from key authorities including:

- Tourism Western Australia (2019)
- Tourism Western Australia (2018)
- Denmark Tourism Incorporated (2017)
- Australia’s South West (2017)
- Terry Redman (Member for Warren-Blackwood) (2018)

This correspondence is available for review at **Attachment 4**.

The proposal will serve to bolster the Parry Beach Breaks development and assist in furthering the tourism economy of Denmark and provide additional employment in the area.



#### 4.0 STRATEGIC ENVIRONMENT

##### 4.1 Shire of Denmark - Local Planning Scheme No. 3

The general objectives of the scheme include providing for development of the land in a manner suited to the economic activity of the region and also to broaden the economic base.

The subject site is zoned 'Rural' under LPS No. 3 as evident in Figure 4 below.

Figure 4 – Excerpt from zoning map to LPS No.3

Source: DPI



The purpose of the Rural Zone is to provide for a range of normal rural activities conducted by the Shire and to protect such land from inappropriate uses.

It is noted that a 'Reception Centre' is provided under the interpretations schedule of the scheme, but is not included under Table 1. Where a land use is not specifically mentioned in the zoning table and does not reasonably fall within the interpretation of one of the land use categories the Council may:

*'Determine the use is not consistent with the zone and is therefore not permitted or;*



*Determine by absolute majority that the proposed use may be consistent with the purpose and intent of the zone and therefore follow the procedure set out in Clause 6.4 in considering an application for planning consent’.*

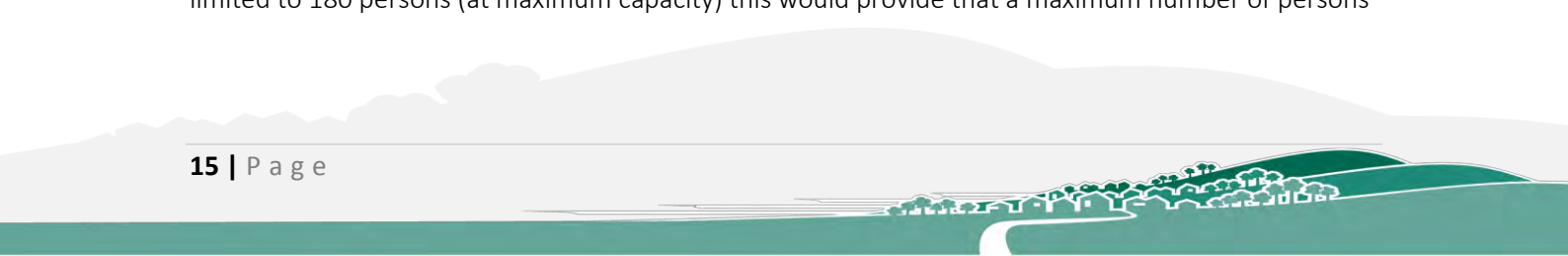
Appendix 1 of the Scheme provides for a ‘Reception Centre’ as follows:

*‘Reception Centre – means land and buildings used for functions on formal and ceremonious occasions, but not for unhosted use for general entertainment purposes’.*

It is noted under Table 1 that there are uses that may be considered within the zone that are fairly commiserate with the use of a Reception Centre in that they will introduce members of the public to the site. This includes a restaurant, private recreation, public amusement and to a lesser degree ‘Boarding House’ (AA Use). It is further noted that the Scheme in the adjoining shire of Manjimup provides for consideration of a Reception Centre in the General Agricultural zone, and the use is also an ‘A’ use in both the Priority and General Agricultural zones of the Augusta Margaret River Shire, which provides that such a use may be considered at the discretion of the Local Government after giving special notice. This would appear to reflect that this use may be considered complimentary and appropriate to the rural context to the southwest of the state. This appears even more relevant particularly when run in association with an approved accommodation business.

This is further evidenced by the existence of similar proposals in operation in the Shire of Denmark within the rural zone. This includes (and is not limited to) the Reception Centre located at 106 Turner Road, and South Coast Hwy, Bow Bridge. This existing Reception Centre within the rural zone illustrates the use is consistent with the objectives of the zone and that Council has already determined this.

In this instance the subject site already incorporates a high quality short stay tourism operation together with stock grazing activities to which the operation of the Reception Centre would be subsidiary. It is further noted that the accommodation options on site are ‘twin share’ and can therefore cater for 24 persons at maximum capacity. It is almost always to be the case that when the Reception Centre is in operation, that the use of the chalets would be related to the event on site, as such the site already caters for 24 persons (plus management) and given the Reception Centre is limited to 180 persons (at maximum capacity) this would provide that a maximum number of persons



travelling to the site on limited occasions would be 156 persons. Most often it would be much less than that.

The general development standards for the Rural Zone are provided under Table 2 of the Scheme. An excerpt of this is provided below for review.

Figure 5 – Excerpt from Scheme – Table 2

**TABLE 2 - DEVELOPMENT STANDARDS**

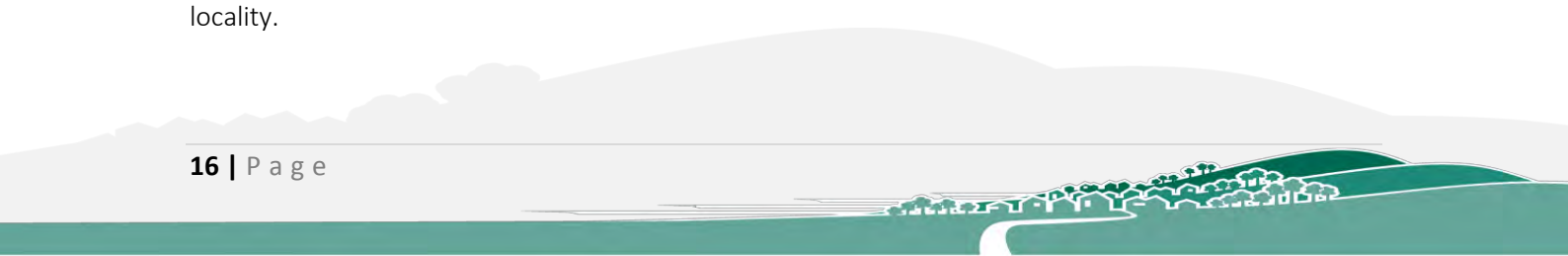
ZONE	MINIMUM SETBACK			MAXIMUM PLOT RATIO	MAXIMUM SITE COVERAGE	LANDSCAPING (PERCENT)
	FRONT (M)	SIDE (M)	REAR (M)			
RESIDENTIAL	7.5(A)	3.0(A)	7.5(A)	0.5:1(A)	0.3(A)	10(A)
TOURIST	(B)	(B)	(B)	(B)	(B)	10
COMMERCIAL	NIL	NIL	6.0	1:1	(B)	10
INDUSTRIAL	(B)	(B)	(B)	0.4:1	(B)	10
SPECIAL RURAL	20	(B)	(B)	(B)	(B)	(B)
RURAL	50	(B)	(B)	(B)	(B)	(B)

(B) - As determined by Council.

As evident above and on review of the plans, the structure (pre-existing) is appropriate in regard to the front setback requirement of 50 metres.

Height area and setbacks aside from the front minimum distance stated above together with construction materials shall be assessed by Council in each instance. The structure is 5.05 metres in overall ridge height from Natural Ground Level and of an overall floor area as may be considered. The external surface is of a hue in keeping with the natural rural character of the area. This is in keeping with Shire Planning Policy P100608 which identifies that colour interpretation for vegetation include browns and greens are appropriate as such the dark shade of the structure is commiserate with this interpretation.

Clause 5.20 provides for consideration of vehicle access ways. Requirements do not preclude the existing access arrangement to the site, which is of high standard compact gravel keeping with the locality.





## Proposed – Change of Use – Rural Outbuilding to Reception Centre and ancillary ablution block

### Lot 88 Astartea Glade, Parryville

Car parking is provided under Appendix XI – Parking Standards. This schedule does not specifically reference the use of ‘Reception Centre’ however would be reasonably interpreted as falling under the Land Use of ‘Places of public assembly and entertainment’ and associated structure. The parking spaces associated with this broad land use is as follows:

Land Use	Parking spaces
Places of Public Assembly and Entertainment	1 per 4 persons

A distribution of forty five (45) car parking bays inclusive of a disabled access bay are appropriately located in proximity of the structure. The car parking area will be retained in a compact gravel manner to compliment the rural context of the site and surrounds and to provide that through drainage can be accommodated on site in a manner consistent with the rural zone. It is also noted that the access to the Reception Centre is to be constructed to an all-weather standard and this standard has been incorporated into the plans. Further, it is noted in preamble with the Shire that a condition of approval is required which will require the first 60 metres of Astartea Glade be sealed to the satisfaction of the Shire’s infrastructure department and this is also acknowledged. The owners advise this upgrade has already occurred.

Bushfire considerations are provided under section 5.37 of the Scheme. Detail in relation to addressing bushfire considerations is provided in a later section of this report and reference a site specific bushfire management plan that has been prepared for the site. However it is proposed that early evacuation from the site be the primary option in the event of a bushfire emergency. Acceptable solutions have been demonstrated by the bushfire consultant engaged to formulate the bushfire management plan which suitable outcomes proposed in accordance with State Planning Policy 3.7. It is noted that such principles have recently been approved by the JDAP for substantial redevelopment and expansion of the Rest Point Tourist Park at Walpole (Shire of Manjimup). This site is in a very similar context.

## 4.2 Local Planning Strategy (‘the Strategy’) 2011

The subject site is identified as ‘General Agriculture’ under the Shire of Denmark’s LPS. The strategy identifies that tourism is an important industry for Denmark, with an interest in incorporating and maintaining the values of maintaining the environment and sustaining natural beauty and outlying wilderness areas. Broad goals in the Shire are identified to encourage economic activities and provide



support for the provision of an equitable range of services and facilities, these objectives are supported under the objectives and guiding principles behind the Strategy.

An objective of the Strategy includes embracing tourism attractions and/or developments which bring investment and employment to the area. As such the Strategy does not preclude consideration of a Reception Centre in the zone and would appear to promote consideration of such uses given it will complement the economic fabric of the Shire. The Strategy also fosters objectives that activity promote consideration of tourism based activities such as is proposed to achieve economic objectives.

The objective of tourism uses as provided under the Strategy is to encourage and facilitate new tourism developments and choices of tourism accommodation types to enhance the Denmark Shire as a destination of choice for visitors. Strategies also include:

- *‘To retain low key level and natural character of the ‘natural environment’ tourism sites.*
- *Encourage new tourism developments to employ a sustainable approach with their developments and to establish a tourism industry that supports and enhances the local community, protects the environment and generates economic benefit’.*
- *Embrace new tourism developments which achieve the objective above as they bring investment and employment to the area.*
- *To protect the longevity of the tourist sites through appropriately zoned sites which contain flexibility for new development or extensions to existing developments.*

Further, the outcome of the Local Tourism Strategy shall include the objectives and strategies outlined above.

From review of the objectives of the Local Planning Strategy and also the Local Tourism Strategy (as detailed below) it is considered that the use as proposed is compliant with the strategic direction of the Shire in regard to consideration of tourism uses in the rural context of the Shire of Denmark.

### **4.3 Draft Local Planning Scheme No 4 (‘DLPS No.4’)**

Following the endorsement of the LPS in 2011 by the WAPC, the initial preparatory work associated with the preparation of a new planning scheme has been undertaken and the Shire are now in a



position to commence engagement processes with the community on draft Local Planning Scheme No. 4. This is to have due regard for the LPS which was reviewed in the previous section. As such it is considered that the proposal will align with the in provisions of the DLPS No.4.

#### **4.4 Shire of Denmark - Tourism Planning Strategy – Stage 1**

Stage 1 of the Tourism Strategy only aims to provide a preliminary review of tourism in the shire and makes recommendations on changes to improve the outcome of planning related decisions and the community and tourism industry at large. Stage 2 of the Strategy is yet to be completed and will allow for the preparation of a fully-fledged tourism strategy that can address the issued outlined in Stage 1.

The strategy identifies that a range of tourism use can be considered in the agricultural zone that are commiserate or could be considered higher impact on amenity and character to the Reception Centre proposed.

Recommendations include review of zones in terms of permissibility of tourism related land uses. In this regard review of an extrapolation of the use of a Reception Centre in adjoining Shires identifies that this use is one that is often considered in this zone and further suitably would also be demonstrated by the successful operation of such uses in the agricultural context. The centralised review of the appropriateness of uses by the WAPC when approving various Schemes reiterates the use is generally acceptable in the rural areas of the region. In this instance, the proposal represents a small scale tourist business which would be ancillary and subsidiary to the established chalet operation on site and could be considered sound in approach to the scale of tourism development that may be considered on the site.

Features of Tourism Significance is provided on Map 1 of the Strategy the location of the subject site is evident below in Figure 6.

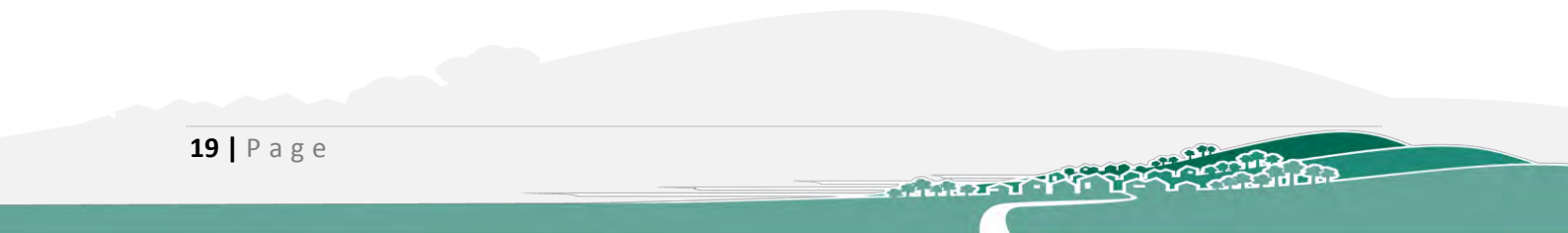
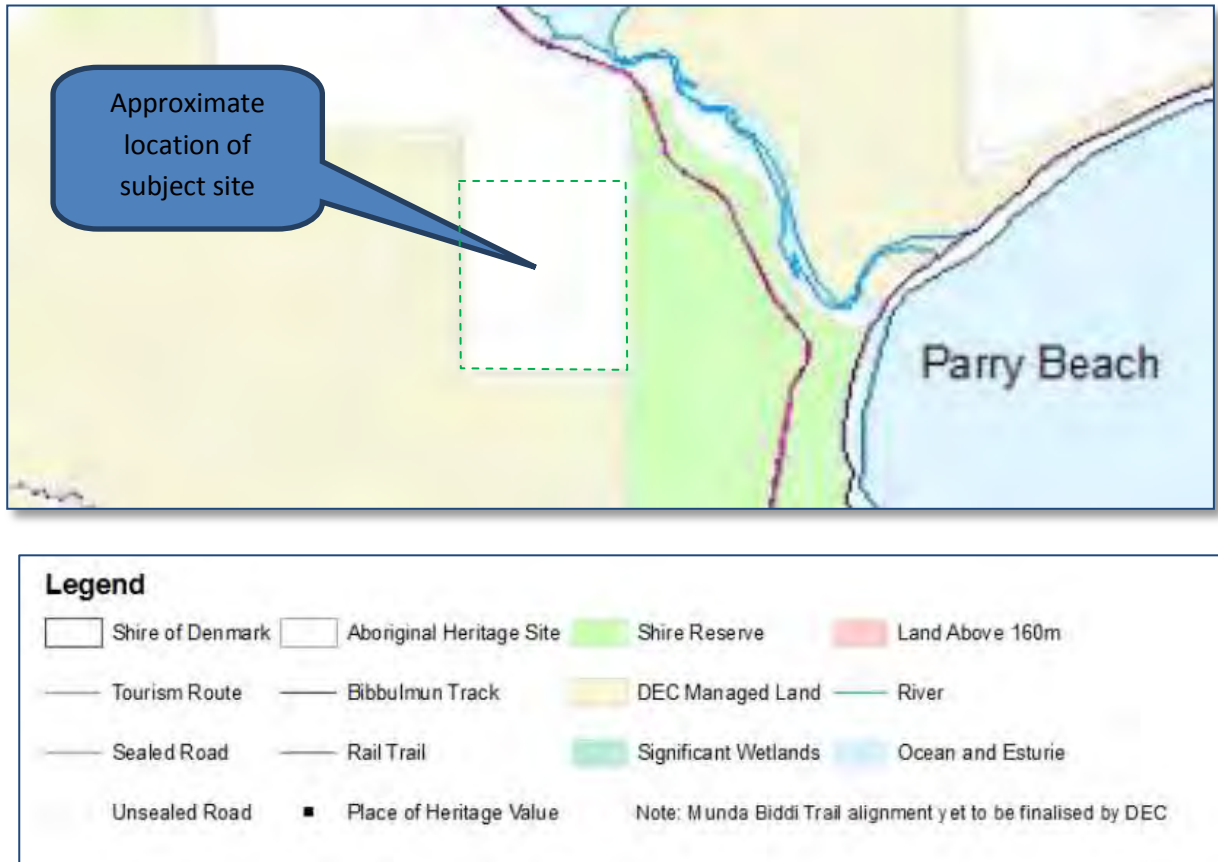
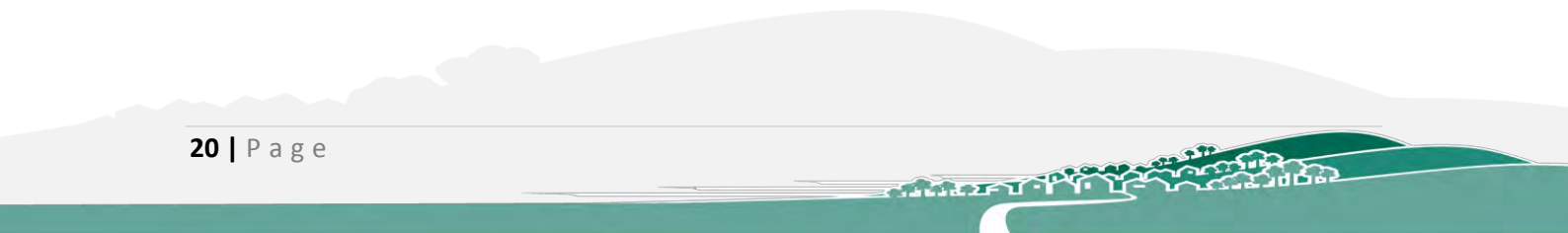


Figure 6 – Excerpt from Tourism Planning Strategy



The mapping above identifies that the site immediately adjoins features of tourism significance as identified under the strategy. This includes Shire reserve to the east (which is abounded by Parry Beach beyond) and also DBCA Managed Land to both the south and west which extends the extent of the coastal ridge. This site is also in close proximity to Tourism route. The mapping associated with the strategy identifies that the property is appropriately located for consideration of tourism uses (as may be considered under the zone). This is reflected in the approval and establishment of Parry Beach Breaks Chalets. Parry Beach is a state wide known icon beach and association of tourism with such a drawcard makes sense.

Given that Stage 2 of the Tourism Strategy is yet to be completed, it is anticipated that the objectives and strategies outlined in the Local Planning Strategy will be as this provides strategic direction for the Shire in this regard.





#### 4.5 Local Planning Policy No 38 – Events, Concerts and other Organised Gatherings

This policy is applicable to events that cater for 300 + persons. As such this is above the capability of this proposal which will cater for a maximum of 180 persons in total. However, a review the criteria associated with event attributes for a ‘small event’ as defined under the policy has been undertaken to compare to the operation of the low key proposal on site to demonstrate that the intent and objectives of this policy can be clearly achieved.

The policy provides that for low key events, inclusive of small ceremonious functions such as weddings, a basic risk management plan would be required. It is noted that noise is allowed to exceed the allowable levels, an approval can be issued that will set conditions for a non-complying event. All food vendors (as may be in attendance) are required to be registered by the Shire and must display authorisation sticker during the duration of the event.

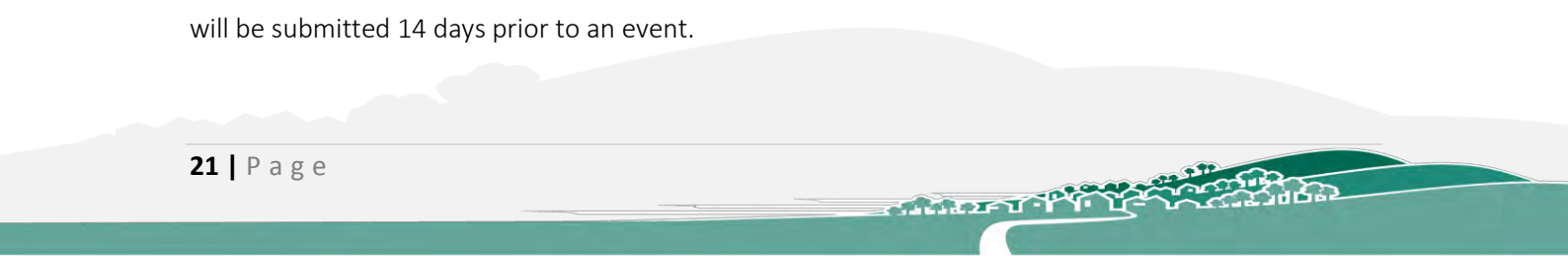
#### 4.6 Department of Health – Guidelines for Concerts, Events and Organised Gatherings (December 2009)

The purpose of this resource is to identify basic standards and safety measures for event organisers to prescribe requirements for events and concerts to ensure that venues are safe and is also relevant to small low risk events as per the nature of the proposal.

The proposal is for a change of use from an existing rural outbuilding to a Reception Centre. The policy informs that Public Building Approval will need to be lodged through the Shire’s Health Department to address public health and safety issues. If planning approval is forthcoming an application of this nature will be made.

If alcohol is to be sold an application will also be submitted to the Department of Racing, Gaming and Liquor for a Special Facility Licence as detailed previously within the context of this proposal.

If food and drink vendors form part of event operation, all food vendors are required to notify and be registered with the Shire and will be required to display their Certificate of Registration. Applications will be submitted 14 days prior to an event.



In this instance, the event manager will also be the landowner and the licensee unless alternative management is appointed for this purpose.

#### **4.7 Draft Position Statement: Tourism Land Uses within Bushfire Prone Areas**

In December 2018 the WAPC released the above Position Statement which was intended to provide guidance for tourism land uses within bushfire prone areas. The document has been advertised and a series of workshops have been held across Western Australia to allow the industry to consider the document further. As is standard practice, once a document of such stature is released it becomes a “seriously entertained document” for the town planning framework and a relevant consideration.

The policy states that the social and economic importance of tourism is recognised in the State Planning Strategy and many Regional and Local Planning Strategies and this is reflected in the Shire of Denmark. It is noted: *“Many tourism proposals are intrinsically linked to the nature landscape values of an area and often the remoteness of the location, this link to natural amenity and remote locations makes it difficult for many tourism proposals to meet the current revisions of SPP3.7...”*. The Policy aims to provide guidance to assist proposals in such situations. The Policy is to be read in conjunction with SPP3.7 and is to be used to inform and guide decision makers and bushfire consultants to help achieve acceptable bushfire protection outcomes specifically for tourism land uses.

As documented later in this report a Bushfire Management Plan has been prepared having consideration of the Position Statement issued by the WAPC. It should be noted that the Bushfire Management Plan and Evacuation Plan appended to this application relates not only to the Reception Centre use but also the holiday accommodation. As such, the Position Statement is directly relevant given that specific reference to holiday accommodation however in general terms, the principles embodied within the Position Statement are relevant to tourism generally and this therefore extends to the complementary and linked use of the Reception Centre on the site.

The Position Statement provides for risk based assessment, the use of contingencies in the assessment of tourism proposals that cannot achieve vehicular access in two different directions to two different destinations and provides risk treatment measures. Such measures include additional alternatives including those embodied within the Bushfire Management Plan appended to this

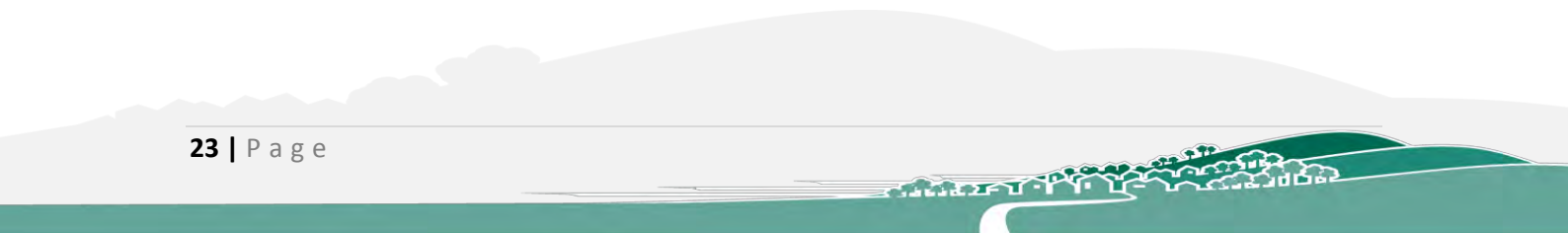


proposal. Such contingency measures utilised and specifically mentioned within the Position Statement include:

- Early evacuation in response to a bushfire alert or warning; and
- An open space location as a refuge area as a last resort.

In accordance with Section 5.4 of the Policy an Emergency Evacuation Plan has also been prepared as required.

The proposal has therefore been presented having regard for a Position Statement specifically intended to guide consideration of tourism land uses in such a context recognising the importance of prime locations such as Parry Beach. The Position Statement of the WAPC clearly serves to assist the proposal.



## 5.0 PLANNING CONSIDERATIONS

### 5.1 Basic Risk Management Plan

A basic Risk Management Plan has been prepared to support the proposal and this is based on AS/NZS 4360 – Risk Management. This is available for review at **Attachment 3**.

The plan has been developed to identify the Stakeholders, Risk Identification and also a Risk Action Plan. The Risk Management Plan identifies the location of first aid and environmental concerns the plan identifies that risks can be effectively mediated by an efficient response.

### 5.2 Effluent Disposal

The existing development is currently serviced with septic tanks and leach drains. Detail in relation to the location of the waste water mechanism and disposal field are located on the site plan that accompanies this report. This system has been calculated to cater for the maximum number of persons that the Reception Centre will cater for and will be constructed to the specifications of the Shire's health department.

### 5.3 Access

Access will be retained by way of the existing crossover and driveway alignment. This will be upgraded as required under the Bushfire Management Plan prepared for the site to provide through access for bushfire tenders in an emergency event. The alignment of the driveway will adhere to the gradient of the site such that correct cross fall can be provided and will also provide ease of access to car parking areas.

### 5.4 Bushfire

A Bushfire Management Statement and Bushfire Emergency Evacuation Plan have been prepared by Working on Fire Planning in April 2019 (version 1.4). This is available for review at **Attachment 2**. This has been produced to support the proposal. The recommendations and measures contained in the assessment are based on the requirements of the Australian Standards 3959 – Building in Bushfire





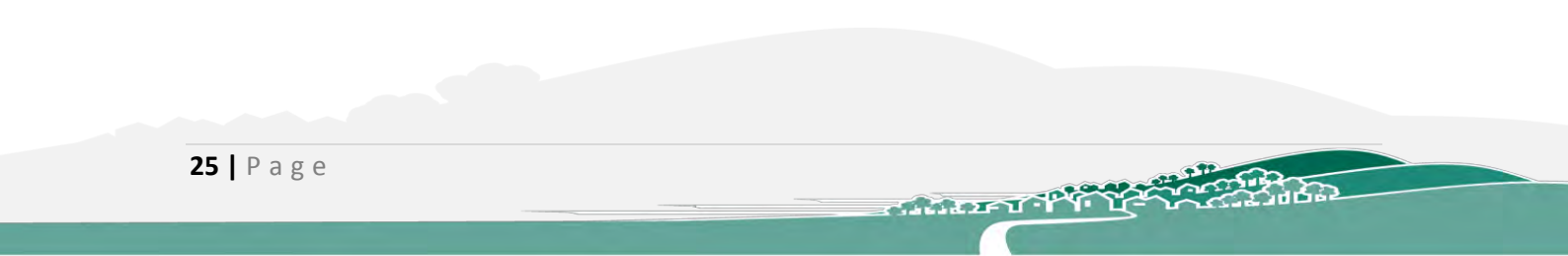
Prone Area and WAPC/DFES Guidelines for Building in Bushfire Prone Areas (State Planning Policy 3.7).

The BMP identifies methods of compliance by way of acceptable solutions in addressing the relevant bushfire protection criteria, and that an acceptable Bushfire Attack Rating of BAL Low can be achieved for the Reception Centre building.

The Evacuation Plan also provides that early evacuation is the best option and must be the primary consideration. As a last resort and if only directed by emergency services, the primary refuge area is identified as onsite, 170 metres north of the venue within a well-managed pastured area with a 100m buffer maintained in perpetuity. Consideration will also be given to patrons remaining within the Function Venue .

It is considered that suitable outcomes can be achieved in the operation of the use on site with the implementation of the BMP and Evacuation Plan, which will be clearly displayed from within the Function Centre.

It should be noted that the methods of fire management embodied within the BMP are consistent with recommendations enshrined within the WAPC Position Statement. As such the BMP is consistent with planning framework promoted by the WAPC.



## 6.0 CONCLUSION

The proposal is considered under the relevant statutory framework and is an example of where such a proposal could operate appropriately.

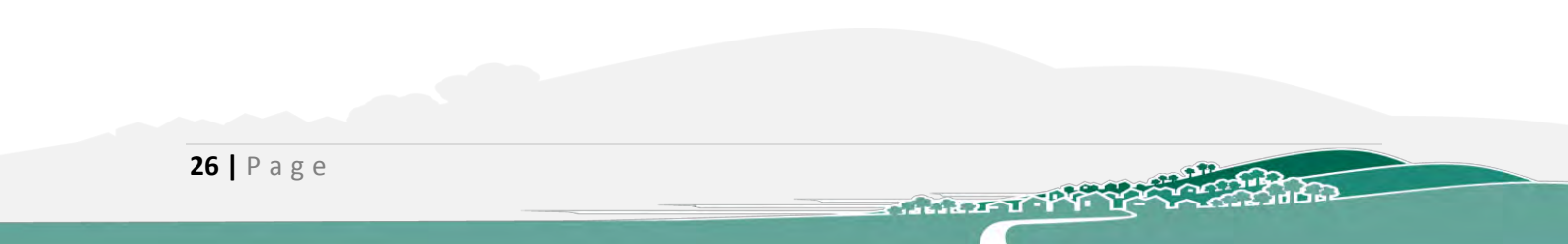
This proposal has been carefully considered in regard to addressing the relevant provisions and policy provided by the Shire of Denmark for consideration of a use of this nature. This proposal represents a considerable financial commitment by the landowners and represents an operation that can be considered in synergy and complimentary to existing tourism (short stay) and agricultural operations on site.

The proposal will provide a further point of interest to visitors to the region and aligns with the Shire of Denmark's aims to recognise the aspirations of residents and encouraging low key rural tourism operations which contribute to the overall economy and fabric of the zone. The low key nature of the proposal, which will be managed from on site at all times will not be detrimental to the existing amenity.

The site is ideally located at an icon beach location and central farm situation means the operation will have no impact on neighbours.

The establishment of uses such as a Reception Centre associated with quality tourist accommodation in such a landmark location will only serve to bolster the tourism economy of Denmark. It will also further showcase the environment and beach experience and lifestyle of Denmark providing employment and quality experience. Visitors to the premises will inject further prosperity to other business in the town and locality generally.

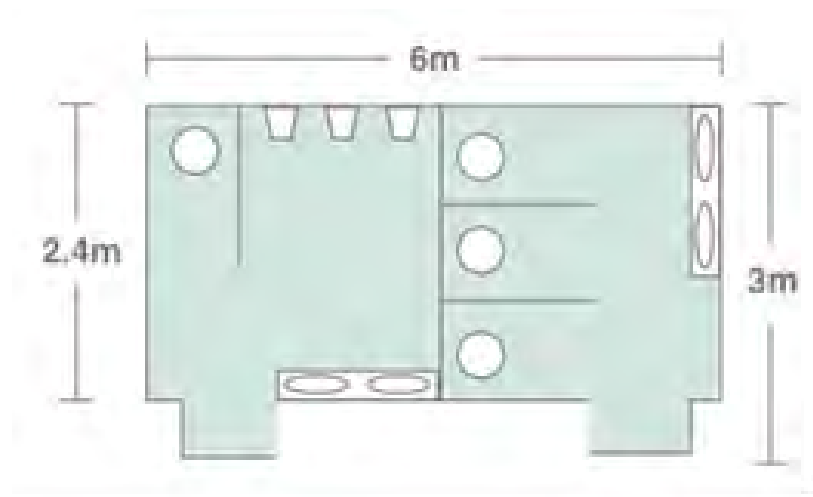
Considerable, thought, effort and resources have been put into this proposal such that it will be well presented. Approval for consideration of this proposal is therefore respectfully requested and consultation welcomed.



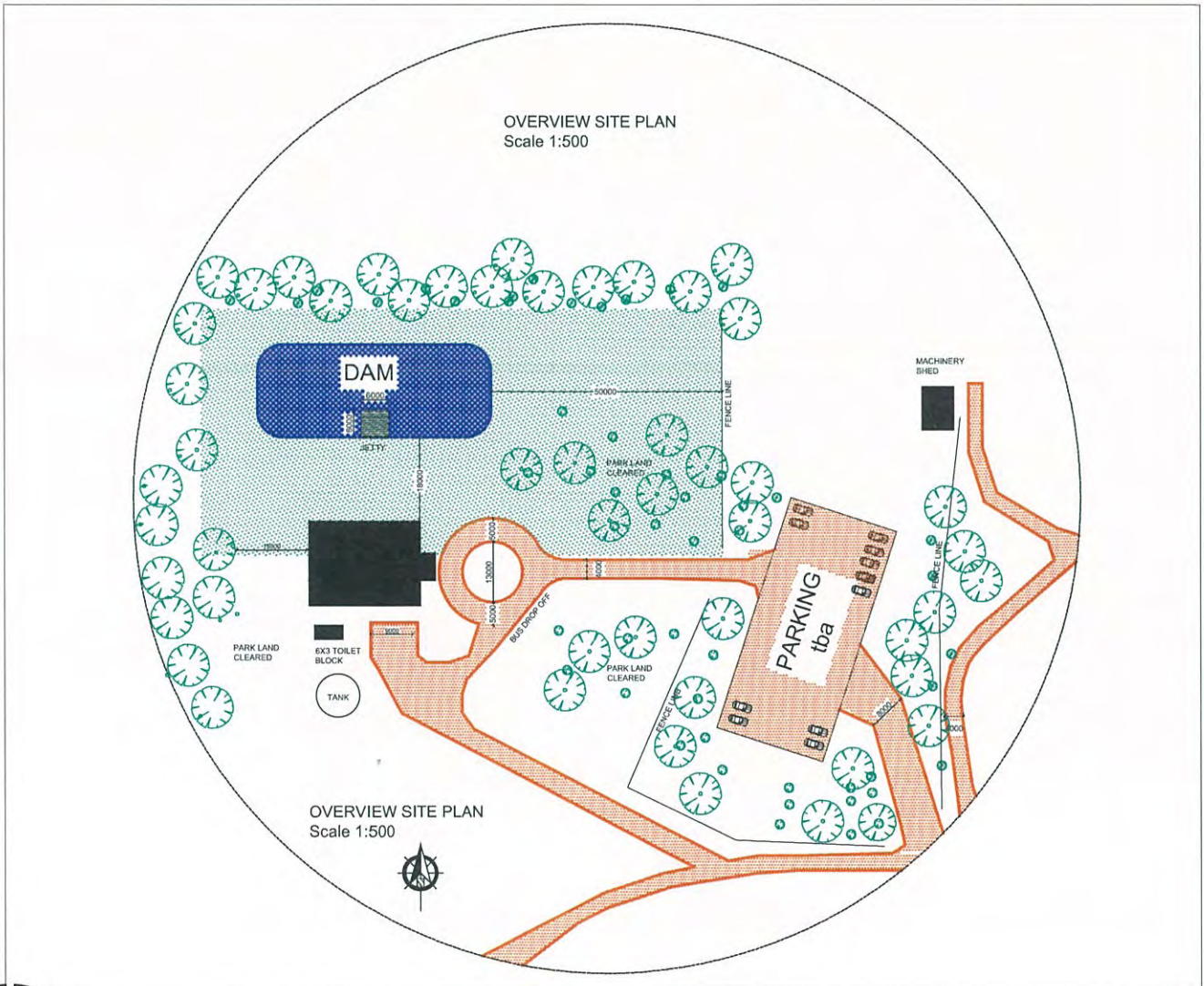
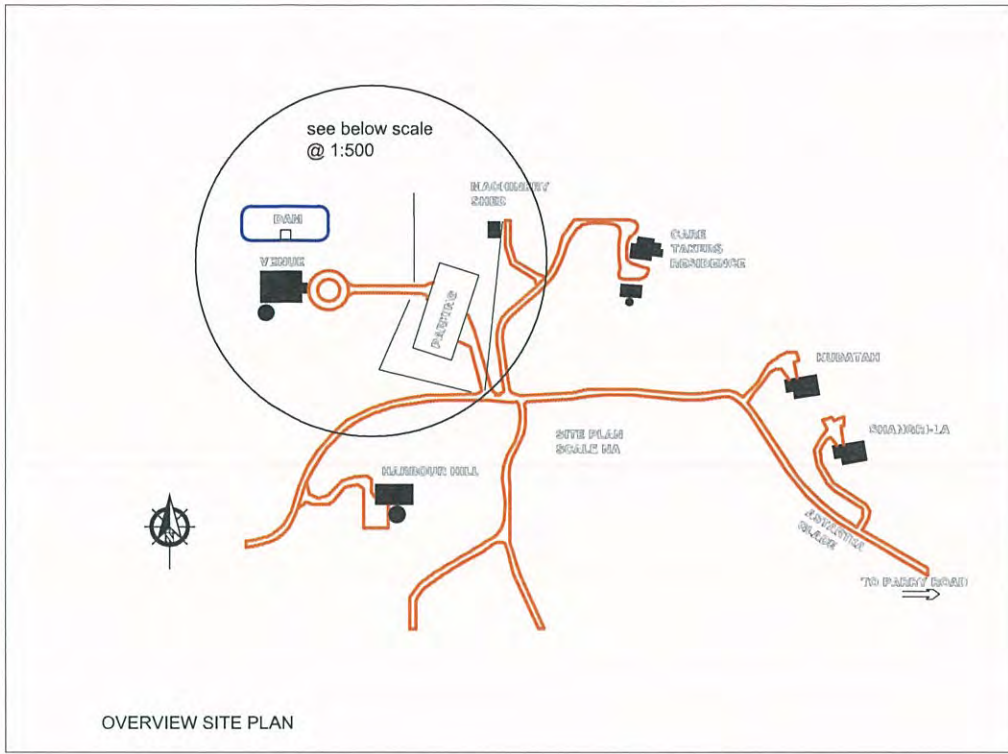
**PORTABLE TOILET PLAN**

**RECEPTION CENTRE**

**PARRY BEACH BREAKS**



# APPENDIX A



p: 98481808  
 m: 0410024606  
 e: obd@westnet.com.au  
 35 heather rd  
 ocean beach denmark wa

DARREN WILLIAMS  
 ASTARTEA GLADE  
 DENMARK WA 6333

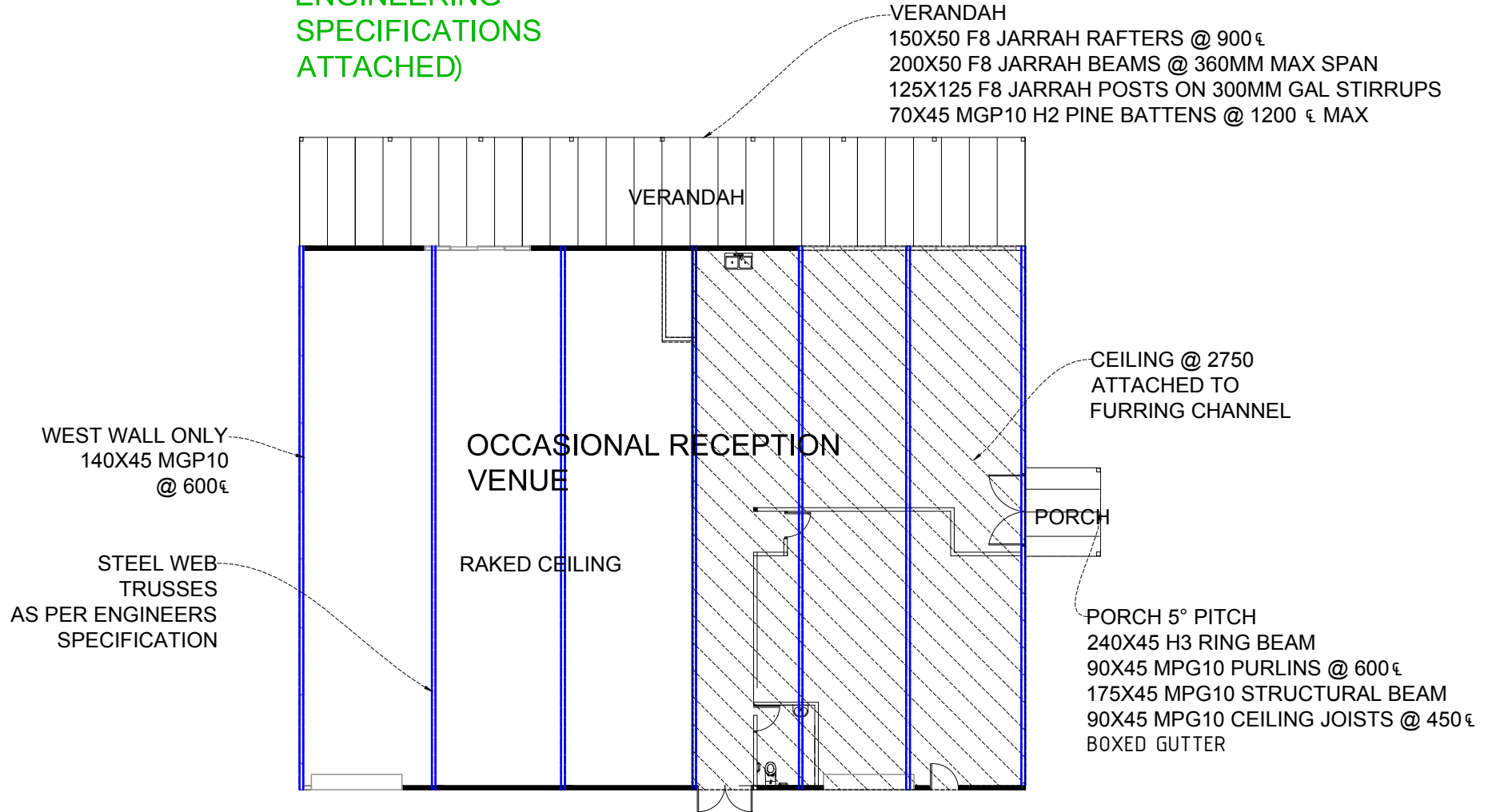
OVERVIEW OF SITE  
 FOR PLANNING  
 APPROVAL

DATE:  
 14.03.2019

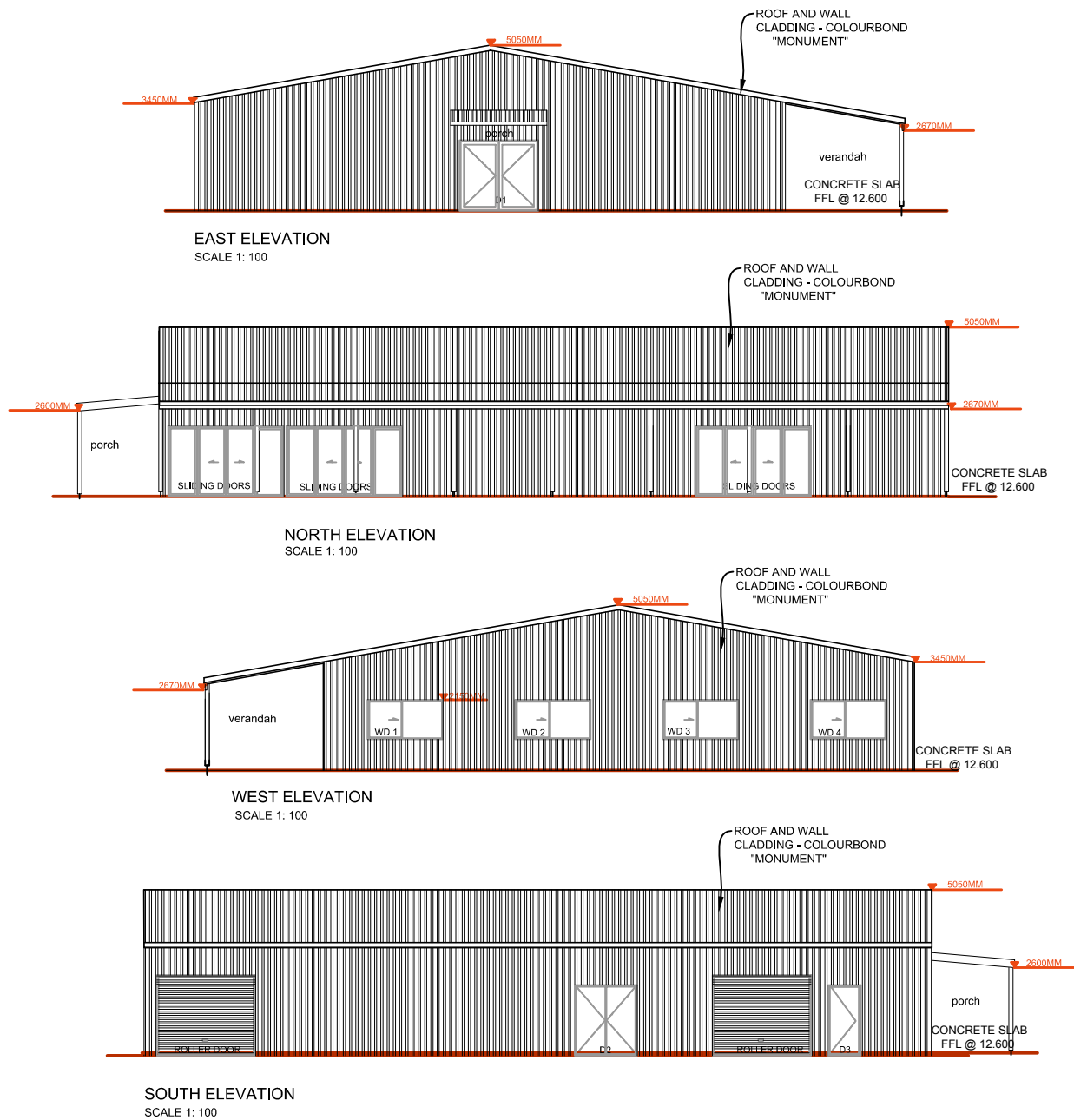
DRAWING NO



( TO BE READ IN  
CONJUNCTION WITH  
ORIGINAL  
ENGINEERING  
SPECIFICATIONS  
ATTACHED)



AMENDED FLOOR PLAN  
( proposal for occasional  
reception venue)



p: 98481808  
m: 0410024606  
e: obd@westnet.com.au  
35 heather rd  
ocean beach denmark wa

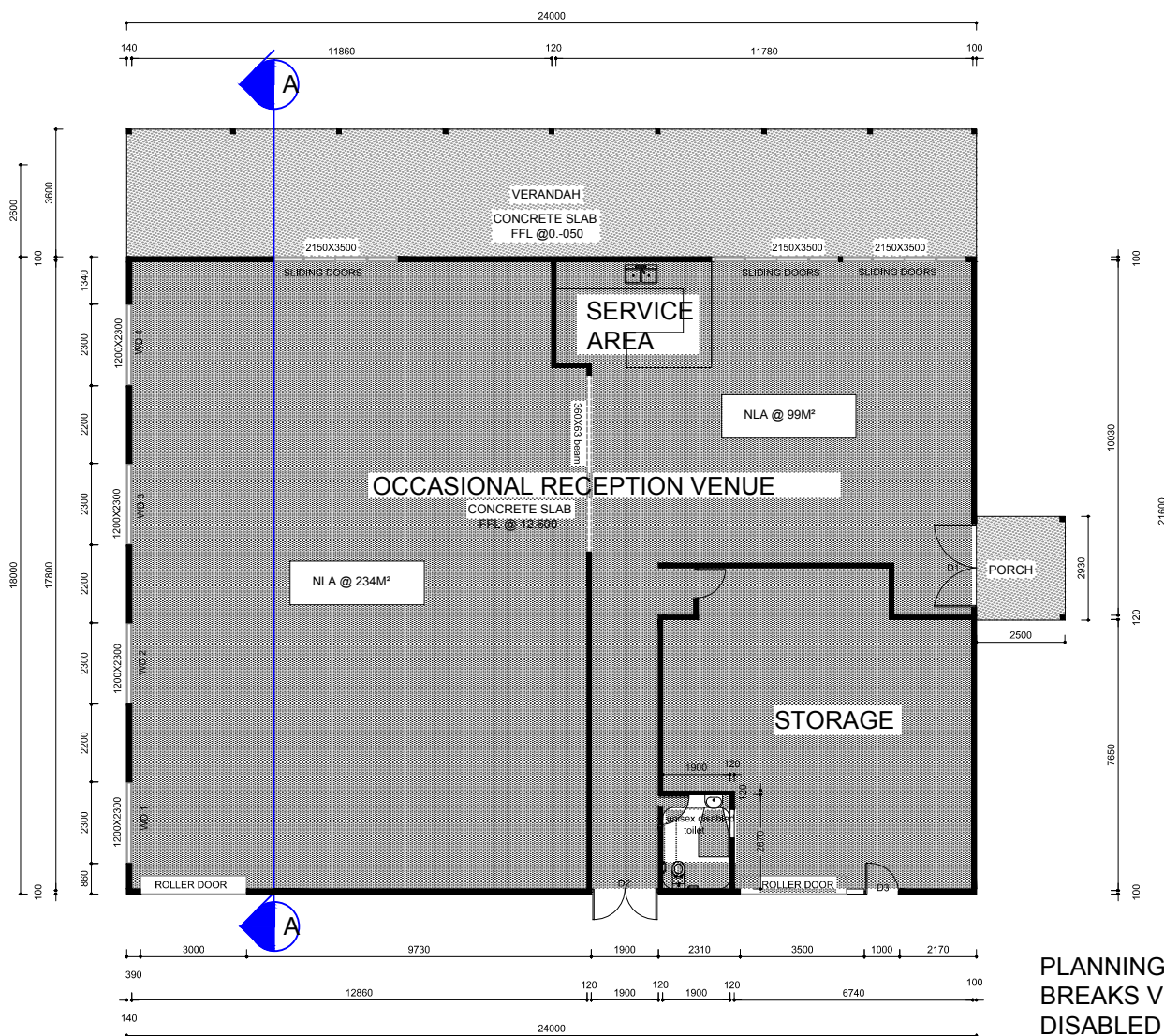
DARREN WILLIAMS  
ASTARTEA GLADE  
DENMARK WA 6333

AMENDED OVERVIEW AND  
ELEVATIONS

DATE:  
03.06.2019  
SCALE:  
1:200

DRAWING NO

2



SECTION

RETROPECTIVE FLOOR PLAN  
(proposal for occasional reception venue)

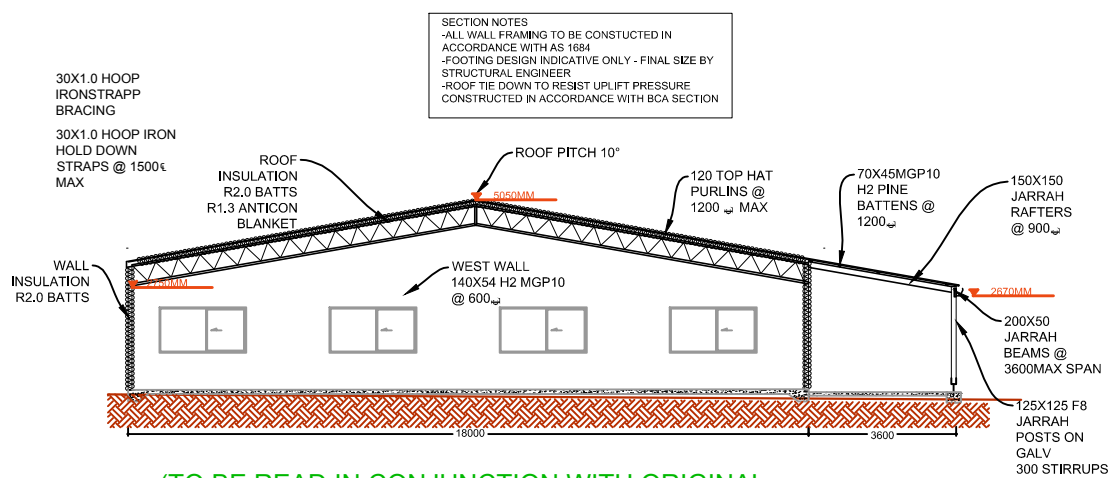
WET AREAS LINED WITH FIBRE CEMENT SHEETING, WATERPROOF ACRYLIC SEALER AND TILED

(TO BE READ IN CONJUNCTION WITH ORIGINAL ENGINEERING SPECIFICATIONS ATTACHED)

ALL CONSTRUCTION COMPLIED WITH RELEVANT RESIDENTIAL DESIGN CODES, LOCAL BYLAWS, AUSTRALIAN STANDARDS

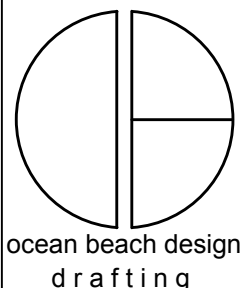
PLANNING APPLICATION -PARRY BEACH BREAKS VENUE  
DISABLED ACCESS FOR ENTRY AND EXIT OF VENUE

Paths to comply with AS1428.1 for continuous accessible paths of travel  
Landing shall be constructed to comply with AS1428.1 section ramps, walkways and landings  
All timber frame construction to comply with AS1684.2



(TO BE READ IN CONJUNCTION WITH ORIGINAL ENGINEERING SPECIFICATIONS ATTACHED)

ALL CONSTRUCTION COMPLIED WITH RELEVANT RESIDENTIAL DESIGN CODES, LOCAL BYLAWS, AUSTRALIAN STANDARDS



p: 98481808  
m: 0410024606  
e: obd@westnet.com.au  
35 heather rd  
ocean beach denmark wa

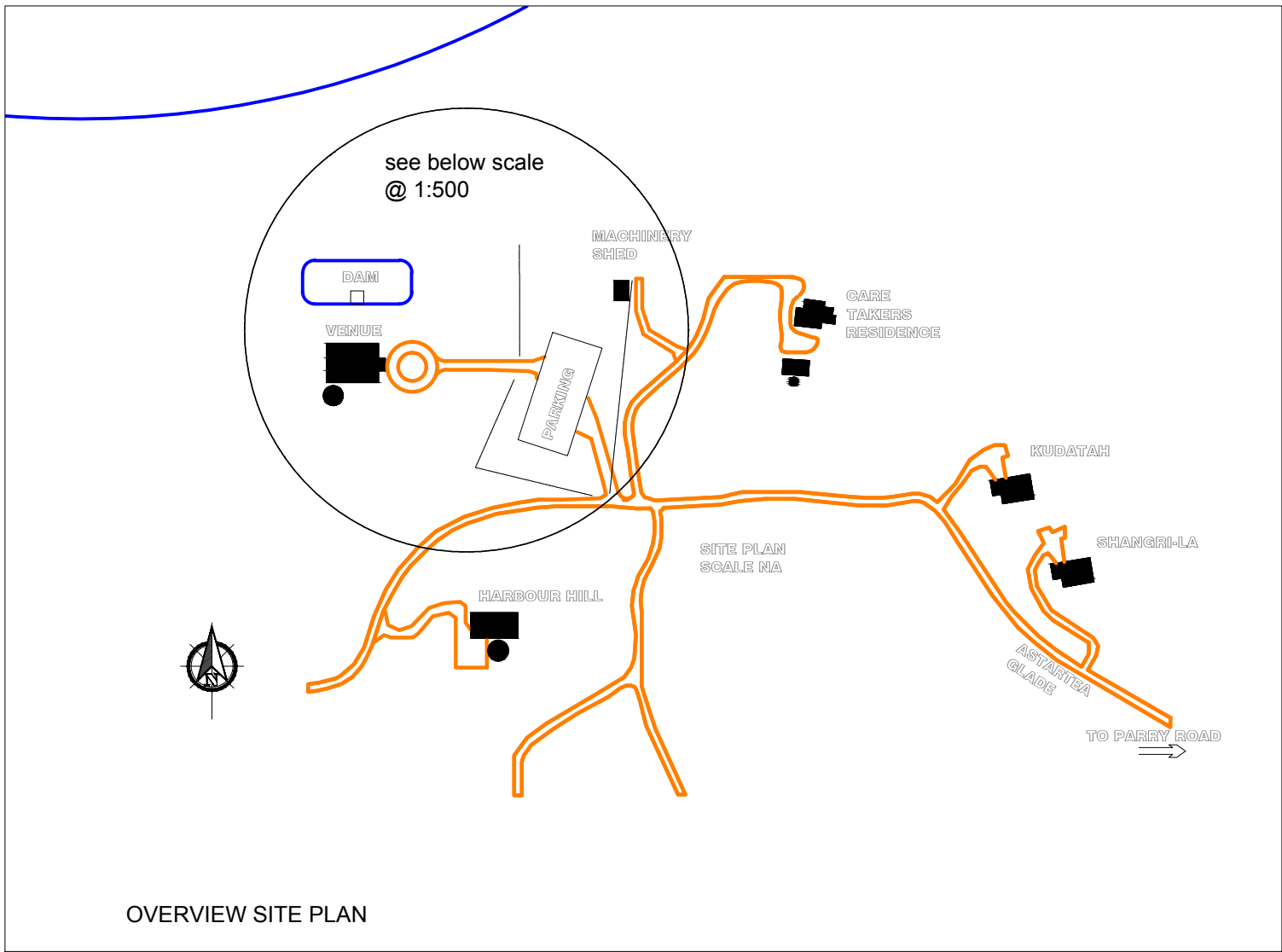
DARREN WILLIAMS  
ASTARTEA GLADE  
DENMARK WA 6333

AMENDED OVERVIEW AND ELEVATIONS

DATE:  
03.06.2019  
SCALE:  
1:200

DRAWING NO

3



p: 98481808  
 m: 0410024606  
 e: obd@westnet.com.au  
 35 heather rd  
 ocean beach denmark wa

DARREN WILLIAMS  
 ASTARTEA GLADE  
 DENMARK WA 6333

OVERVIEW OF SITE  
 FOR PLANNING  
 APPROVAL

DATE:  
 03.06.2019

DRAWING NO





Our Ref: D10951  
Your Ref: A1671 (2019/76)

David King  
Shire of Denmark  
enquiries@denmark.wa.gov.au

Dear Mr King

**RE: VULNERABLE LAND USE - LOT 3821 (88) ASTARTEA GLADE PARRYVILLE -  
RECEPTION CENTRE & ANCILLARY ABLUTION BLOCK**

I refer to your email dated 22 July 2019 regarding the submission of a Bushfire Management Plan (BMP) (Version 1.4), prepared by Working on Fire Planning and dated 22 May 2019, for the above development application.

It should be noted that this advice relates only to *State Planning Policy 3.7 Planning in Bushfire Prone Areas* (SPP 3.7) and the *Guidelines for Planning in Bushfire Prone Areas* (Guidelines). It is the responsibility of the proponent to ensure that the proposal complies with all other relevant planning policies and building regulations where necessary. This advice does not exempt the applicant/proponent from obtaining necessary approvals that may apply to the proposal including planning, building, health or any other approvals required by a relevant authority under other written laws.

**Advice**

- DFES acknowledges the tourism development existed prior to the introduction of the State Government's bushfire planning framework, which includes SPP 3.7.
- However, as the development application seeks a change of use from Rural Outbuilding to Reception Centre and Ancillary Ablution Block, this would constitute an intensification of development and trigger application of SPP 3.7.
- It should be noted that incorporating bushfire protection measures is generally harder to achieve where a development already exists as measures to reduce the bushfire risk may not be able to be implemented.
- Consequently, there may be little influence DFES can advocate in relation to the application of the full bushfire protection criteria for the existing land use.
- Further clarification is required within the BMP of the requirements of SPP 3.7 and the supporting Guidelines as outlined in our assessment below.

19 November 2019 - Attachment 8.1.4b

## Assessment

### 1. Policy Measure 6.5 a) Preparation of a BAL contour map

Issue	Assessment	Action
<b>Vegetation Classification</b>	<p>Figure 2 'Existing Vegetation' and photograph descriptions on pages 9 to 13 appear inconsistent and use various vegetation descriptions.</p> <p>All vegetation classifications should align with AS3959 and be consistent throughout the BMP and supported by photographic evidence.</p> <p>Vegetation on part of the site has been excluded as 'low threat managed pasture', supported by photograph evidence ID8, ID11, ID19 &amp; ID20.</p> <p>Technical evidence and verification should be included in the BMP to qualify the vegetation classification and how the pasture will remain as such in perpetuity.</p> <p>If unsubstantiated, the vegetation classification should be revised to apply the worst-case scenario as per AS 3959, or the resultant BAL ratings may be inaccurate.</p>	Modification to the BMP required.
<b>BAL Contour Map</b>	<p>The indicative BAL ratings cannot be validated. The inputs (i.e. slope/actual separation distances/vegetation classification) need to be included in the BMP to demonstrate the methodology applied to determine the BAL outputs within the Contour Map. This would generally be provided in a table. The BAL contours should extend from all areas of classified vegetation.</p>	Modification to the BMP required.

### 2. Policy Measure 6.5 c) Compliance with the Bushfire Protection Criteria

Element	Assessment	Action
<b>Location</b>	<p><b>A 1.1 – not demonstrated</b></p> <p>The BAL ratings cannot be validated for the reason(s) outlined in the above table.</p> <p>In addition, the BMP should not ignore the site context and the serious threat of bushfire to people and property and infrastructure at this location.</p> <p>The DFES advice considers the intent of the Element, which is to ensure development is <i>"located in areas with the least possible risk of bushfire to facilitate the protection of people, property and infrastructure."</i></p> <p>DFES notes that if compliance cannot be achieved (as the development cannot be located within areas with the least possible risk of bushfire), the BMP should acknowledge non-compliance with this Element.</p>	Modification required.
<b>Siting and design</b>	<p><b>A2.1 – not demonstrated</b></p> <p>It has not been demonstrated that the development can achieve BAL-29 or below.</p>	Modification required.



<b>Vehicular Access</b>	<p><b>A3.1 – does not comply</b></p> <p>The BMP incorrectly states that intent of A3.1 has been achieved. Astartea Glade is an existing gazetted public road maintained by the local government; however, it is ultimately an 880m dead-end road to Parry Beach Road. Access to two different destinations, in accordance with the acceptable solution, is not available until Southwest Highway, approximately 4.8 kilometres from the intersection of Parry Beach Road and Astartea Glade.</p> <p>The BMP also refers to Parry Beach as a refuge and an alternative destination. DFES do not accept Parry Beach as a 'destination' or refuge. In addition, access to Parry Beach, from the intersection of Parry Beach Road and Astartea Glade, is achieved via a 1.5km dead end road.</p> <p>The intent of the performance principle for access – to ensure vehicular access is available and safe during a bushfire event cannot be met through the provision of an on-site refuge.</p> <p>DFES notes that if compliance cannot be achieved, the BMP should acknowledge non-compliance with this Element.</p>	Modification required.
-------------------------	---	------------------------

### 3. Policy Measure 6.6.1 Vulnerable land uses

Issue	Assessment	Action
<b>Bushfire Emergency Evacuation Plan (EEP)</b>	The referral has included a 'Bushfire Emergency Evacuation Plan' for the purposes of addressing the policy requirements. Consideration should be given to the Guidelines Section 5.5.2 'Developing a Bushfire Emergency Evacuation Plan'. This contains detail regarding what an EEP should include and will ensure the appropriate content is detailed when finalising the EEP to the satisfaction of the Shire.	Comment.

#### **Advice – does not comply**

DFES' assessment has identified areas of non-compliance with the bushfire protection criteria.

Modification to the BMP should respond to the non-compliance to influence the appropriate bushfire management measures to reduce vulnerability and to minimise the threat of bushfire to visitors and the site itself.

If the decision maker is of a mind to approve the proposal the above assessment of compliance with SPP 3.7 is provided to aid decision making.

If you require further information, please contact Craig Scott, Senior Land Use Planning officer on telephone number 6551 4032.

Yours sincerely



**Ron de Blank**  
**DIRECTOR LAND USE PLANNING**

12 September 2019

cc: craig.pursey@denmark.wa.gov.au

## **Position Statement No. X: Tourism land uses in bushfire prone areas**

### **1. Policy intent**

The intent of this position statement is to provide guidance for tourism land uses within bushfire prone areas. The position statement maintains primacy for the protection of life but also recognises that the protection of property or infrastructure may be secondary to the social and economic development of a region. If human safety can be satisfied, the asset may be considered 'replaceable' and its bushfire construction level determined to the degree necessary.

### **2. Tourism land uses in bushfire prone areas in Western Australia**

The social and economic importance of tourism is recognised in the State Planning Strategy and many regional and local planning strategies. This position statement recognises the need to provide a framework to facilitate appropriate tourism opportunities across Western Australia where they are supported by a regional strategy, local planning strategy or local planning scheme.

Many tourism land uses are intrinsically linked to the natural landscape values of an area and often, to the remoteness of the location. This link to natural amenity and remote locations makes it difficult for many tourism land uses to meet the current provisions of *State Planning Policy 3.7 Planning in Bushfire Prone Areas (SPP 3.7)*, the supporting *Guidelines for Planning in Bushfire Prone Areas (Guidelines)* and the deemed to satisfy provisions of the *National Construction Code*.

Developing tourism land uses within remote and/or heavily vegetated areas comes with an inherent risk of bushfire, which can be reduced but never fully eliminated. Such risks must be understood in order to anticipate and manage them and foster a culture of resilience at all levels. Local governments should improve the education of tourists by way of prominent signage and/or pamphlets at locations including the visitors' centre and local government offices; land owners and operators should accept responsibility for tourists and visitors using their facilities; and importantly, tourists and visitors alike should be aware of the risks, particularly in remote areas where there is unlikely to be a caretaker on site.

### **3. Application of this policy**

For the purpose of the position statement, tourism land uses refer to short-term accommodation, which means temporary accommodation provided either continuously or from time-to-time, with no guest accommodated for more than three months in any 12-month period. The position statement is also relevant for tourism day uses including art gallery, brewery, exhibition centre, hotel, reception centre, restaurant/café, small bar, tavern and wineries (as defined in the *Planning and Development [Local Planning Schemes] Regulations 2015*).

Tourism land uses are considered vulnerable land uses under SPP 3.7 and the preparation of a Bushfire Management Plan (BMP) and an Emergency Evacuation Plan (EEP) should be undertaken in accordance with the Guidelines for a vulnerable land use.

The position statement provides acceptable solutions (policy measures) to guide the development of a variety of tourism land uses and a framework for the development of performance principle-based solutions. Any application supported by a risk assessment will be treated as a performance principle-based solution.

In accordance with the Guidelines, vulnerable land uses, with the exception of minor development, should be referred to the Department of Fire and Emergency Services (DFES) for advice.

#### 4. Policy objectives

This position statement seeks to achieve the following objectives:

- maintain primacy for the protection of life, but also recognise preservation of property or infrastructure may be secondary to the social and economic development of a region
- provide bushfire protection relevant to the characteristics of the tourism land use
- provide bushfire risk management measures that mitigate the identified risks
- achieve a balance between bushfire risk management measures, environmental protection, biodiversity management and landscape amenity.

#### 5. Policy measures

Applications for tourism land uses should be assessed against the acceptable solutions (policy measures) included in *Table 1* of this position statement.

##### 5.1 Tourism land uses

Different tourism land uses demonstrate different characteristics and may require different levels of protection. Reasons for setting bushfire protection measures specific to the type of tourism land use include, but are not limited to:

- the presence of a resident/manager on site, thereby improving the potential for informed emergency evacuation decisions
- construction under Australian Standard (AS) 3959 may be impractical (that is, tents and caravans) or the dwelling may already exist and not constructed in accordance with AS 3959 remoteness of the site, including proximity to emergency services
- whether the land use involves overnight stay.

The following are 'use classes' as defined in the *Planning and Development [Local Planning Schemes] Regulations 2015*.

##### 5.1.1 Bed and breakfast and holiday house:

A bed and breakfast means a dwelling used by a resident of the dwelling to provide short-term accommodation, including breakfast, on a commercial basis for not more than four adults or one family and containing not more than two guest bedrooms.

Holiday house means a single dwelling on one lot used to provide short-term accommodation but does not include a bed and breakfast.

The decision-maker may determine that a bed and breakfast or holiday house that is within a residential built-out area, satisfies the definition of 'minor development'. A simplified EEP should be provided, or alternatively compliance with the *Homeowner's Bushfire Survival Manual (DFES, 2014)* should be demonstrated, to reflect the residential scale of the vulnerable land use. In addition, a map should be included that identifies the subject property, the access routes available and destinations. The Simple Development Application BMP template should be used.

##### 5.1.2 Caravan park:

As defined in the *Caravan Parks and Camping Grounds Act 1995* section 5.1, means an area of land on which caravans, or caravans and camps, are situated for habitation.

Standard type caravans, motor homes, holiday cabins and tents, including eco tents used for short-term accommodation generally cannot achieve any level of construction under AS 3959.

Consideration should be given to whether, in the event of a bushfire, the loss of these structures is a tolerable risk. If not, then an Asset Protection Zone (APZ) should be provided to minimise risk of loss of these structures during a bushfire event. This should be clearly detailed within the BMP. The emphasis should also be on early evacuation or closure on days of an elevated fire danger rating (FDR) or days of a total fire ban. These triggers should be identified through the BMP and EEP. However, in some scenarios, the EEP may determine that containing people on site is the safest option.

#### *Remote camping grounds*

Western Australia contains many camping grounds that are remote from townsites and emergency services, and require special consideration. Some of these provide limited facilities and may or may not include an on-site caretaker. Bushfire is an inherent risk in these areas and it is the responsibility of the owner/operator to inform visitors of the risk and the options available in the event of a bushfire. It is also the responsibility of those visiting these areas to understand and prepare for the risk. Vehicular access may be limited to a four-wheel drive and potable water and water for firefighting may also not be available.

The use of remote camping grounds in high-risk bushfire prone areas during periods of elevated bushfire danger is discouraged. The BMP should identify the risks and propose bushfire management measures to reduce this risk. This could include improvements to vehicular access, signage and identification of areas of 'least risk' for the camp sites (Section 5.2).

The importance of identifying potential risks and options for seeking on-site shelter should be considered through the preparation of the EEP.

#### 5.1.3 Tourism day uses:

This refers to tourism land uses that involve no overnight stay and include, but is not limited to, art gallery, brewery, exhibition centre, hotel, reception centre, restaurant/café, small bar, tavern, and wineries. Day uses present similar challenges to short-term accommodation in that many of these land uses rely on the natural environment and as such, are often located outside residential built-out areas.

However, many of these land uses can rely on closure in response to a pre-determined fire danger rating and/or on the issue of a total fire ban on any given day. Most of these uses would have a manager and/or staff member on site at all times, who is able to activate these emergency procedures. In most cases visitors to the site would have travelled in their own or shared vehicle or tourist bus and would be able to evacuate the premises in the manner they came. Details on emergency management should be detailed in an EEP.

## **5.2 Bushfire risk assessment**

Developing tourism land uses within remote and/or heavily vegetated areas comes with an inherent risk of bushfire, which can be reduced but can never fully eliminated. Such risks must be understood to anticipate and manage them and foster a culture of resilience at all levels.

This position statement provides for a risk-based assessment and if necessary, the use of contingencies to reduce the risk to acceptable levels. Evacuation in response to a bushfire alert or warning, and/or the provision of an on-site bushfire shelter as a place of last resort are contingency options that may be suitable for some tourism land uses.

The *National Emergency Risk Assessment Guidelines* (NERAG) handbook provides an emergency-related risk assessment method consistent with the *Australian/New Zealand Standard Risk Management – Principles and Guidelines* (ISO31000:2009). These principles

should be applied to assist with demonstration of compliance with this position statement (*Table 2*).

A key component of the risk assessment will be consideration of the broader landscape and the risk of a landscape scale fire. A heavily timbered area, such as a national park will present increasing challenges with landscape scale bushfires and safe evacuation.

The risk assessment should be included within the BMP and decision-makers will need to be satisfied that the assessment:

- determines the likelihood or probability of a landscape scale bushfire event (based on a quantitative analysis of historical data)
- determines the consequences of a bushfire event, such as loss of life and/or loss of infrastructure (based on historic data and/or modelling)
- evaluates the risk
- proposes risk treatment measures to reduce the risk to an acceptable level (such as provision of access routes, on-site shelter, early evacuation and APZs), and
- identifies an appropriate process for ongoing monitoring and review of risk management for the life of the development.

### **5.3 Contingency measures**

This position statement recognises that for different landscape risk scenarios, a range of strategies including sheltering on-site, sheltering off-site (evacuation) and closure of facilities will need to be developed. The declaration of a total fire ban by the emergency services is an appropriate trigger for the activation of the EEP arrangements. This is discussed below.

#### **5.3.1 Sheltering on-site**

The early evacuation of visitors and staff based on an imminent bushfire threat should always be the first consideration and will form the basis of a successful EEP. Care must be taken to avoid creating a perception that sheltering on-site within a designated building or open space area, will provide a degree of protection that aligns with it being considered a first resort option.

Generally, sheltering on-site must be accepted as being a last resort option when it is no longer safe to evacuate to an area not prone to bushfire risk or when DFES has issued advice that it is no longer safe to evacuate. It should be emphasised that sheltering on-site is not a standalone contingency to managing risk to life safety. The EEP should identify the significant risks involved in planning to shelter on-site, due to the uncertainty, variability and indeterminacy of exposure to bushfire. The on-site shelter should be provided with sufficient space for the maximum number of employees and visitors that could be on-site at any given time. The shelter should be within easy walking distance from the tourism land use, with designated and sign-posted footpaths.

#### ***Shelter on-site in a nominated building***

The building nominated to be used as an on-site shelter, should be designed to withstand a bushfire attack in the form of wind, smoke, embers, radiant heat and flame contact. A building proposed for this purpose needs to have a sufficient separation distance from the predominant bushfire prone vegetation to avoid exposure to a radiant heat flux exceeding 10kW/m<sup>2</sup> (with an assumed flame temperature of 1200K). This separation reduces potential fire spread between primary vegetation and the building and enables firefighters wearing protective clothing to approach the building for a short period of time. Any proposed on-site shelter in a nominated building will be assessed against the *National Construction Code* and the *ABCB Design and Construction of Community Bushfire Refuges Handbook* (Australian Building Codes Board, 2014). The building will need to be designed and certified by a suitably qualified fire engineer.

The ongoing maintenance of the building and the surrounding separation distances from the bushfire prone vegetation will be the responsibility of the owner/operator. A 'maintenance plan'



should detail the maintenance requirements and annual testing requirements. It is recommended that the annual testing be undertaken by a fire engineer.

It is recommended that the following conditions are imposed on a development approval.

1. The on-site bushfire shelter must be designed and constructed by a suitably qualified fire engineer in accordance with the *National Construction Code* and the *ABCB Design and Construction of Community Bushfire Refuges Handbook (2014)*.
2. Prior to occupation of the development, a final inspection of the on-site bushfire shelter must be undertaken by a suitably qualified fire engineer with fire risk assessment expertise, accredited with Engineers Australia. The fire engineer shall provide certification, to the satisfaction of the local government, that the works have been completed in accordance with the requirements of the *National Construction Code* and the *ABCB Design and Construction of Community Bushfire Refuges Handbook (2014)*.
3. Prior to occupation of the development, an on-site bushfire shelter maintenance plan must be prepared by a suitably qualified fire engineer with fire risk assessment expertise, accredited with Engineers Australia, and must include:
  - a) details of maintenance requirements, and
  - b) details of annual testing requirements for operational compliance.
4. Annual testing shall include the lodgement of a compliance certification by a suitably qualified fire engineer, to the local government at least one month prior to the start of the bushfire season.

#### ***Shelter on-site in a nominated open space area***

Where a tourism land use, such as a camping ground that provides no facilities or built structures that could be utilised for on-site shelter, a risk assessment may determine that an open space area is acceptable for on-site shelter as a last resort.

Where an open space area is being proposed, the site and surrounding site vegetation modification and management should seek to achieve a radiant heat flux of  $2\text{kW/m}^2$  or less (with an assumed flame temperature of  $1200\text{K}$ ). A person is able to withstand a radiant heat flux of  $2\text{kW/m}^2$  without protection, however it is important to recognise an open space area will provide limited, if any protection and therefore those sheltering are likely to be impacted by smoke, sand, sun and wind.

While the separation distances from bushfire prone vegetation to achieve  $2\text{kW/m}^2$  are likely to be considerable, some remote coastal camping sites may be able to utilise the beach as an open space area to shelter. Consideration will need to be given to the anticipated duration of the bushfire event, including the recovery period. Any ability to provide some shelter, such as a roofed area or shielding, would be beneficial.

The ongoing maintenance of the separation distances from the bushfire prone vegetation will be the responsibility of the owner/operator. It is recommended that the following conditions be imposed on a development approval.

1. A bushfire on-site shelter maintenance plan must be prepared by a Level 3 bushfire planning practitioner to the satisfaction of the local government, to detail the maintenance requirements prior to commencement of operation.
2. Lodgement of a compliance certification by a Level 3 bushfire planning practitioner to the local government, at least one month prior to the commencement of the bushfire season.

### 5.3.2 Early evacuation or closure of a tourism land use

Consideration should be given to the closure of a tourism land use in response to a pre-determined fire danger rating and/or the issue of a total fire ban on any given day. This option would be reliant on a caretaker or staff member residing on-site and able to activate the approved EEP.

Closure requires adoption of a trigger point. For a residential property, DFES generally recommends leaving an area when the fire danger rating is 'catastrophic' or 'extreme'.

In some situations, such as remote tourism land uses, it may be a safer option to require all staff and guests to remain on-site for the day as opposed to undertaking day visits where communication could be more difficult. It is also acknowledged that closure may not be realistic for overnight facilities, however could apply where there are incidental day uses.

Early evacuation in response to the DFES alerts during a bushfire event should be reinforced through an EEP.

- **Advice** – there is a bushfire in the area, but there is no known risk
- **Watch and act:** there is a possible risk to lives or homes; you need to leave or get ready to defend
- **Emergency warning:** you are in danger and need to take immediate action to survive; there is a threat to lives or homes.

An appropriate 'safer place' should be identified within the EEP in the event of a bushfire or trigger point. A 'safer place' is a place that is not prone to bushfire risk, is generally not on the subject site, is accessible and in reasonable proximity to the tourism land use. Local governments are encouraged to identify suitable buildings or areas for use by the community in the event of a bushfire emergency through their Local Emergency Management Framework.

## 5.4 Emergency Evacuation Plan (EEP)

It is a requirement under SPP 3.7 for all vulnerable land uses to be accompanied by an EEP, which details implementation mechanisms to support the BMP. Further guidance can be found in section 5.5.2 of the Guidelines, online at [dplh.wa.gov.au](http://dplh.wa.gov.au) in *A Guide to developing a Bushfire Emergency Evacuation Plan* and the *Bushfire Emergency Evacuation Plan template*.

The purpose of the EEP is to improve the preparedness of vulnerable land uses by identifying steps to be followed before, during and after a bushfire event.

The EEP should be prepared in consultation with the owner/operator, local government and local fire brigade as the differences in responses by emergency services, including time taken to respond, should be understood and included in the plan.

The success of an EEP will be dependent on the transfer of knowledge from the bushfire planning practitioner, to the landowner/operator and staff through regular training and then to those visiting the site through appropriate signage and/or information dissemination.

The local government is encouraged to require as a condition of development approval, regular review of the EEP by an accredited bushfire planning practitioner, to ensure it remains valid and relevant.

## 5.5 Peer review

A risk management approach to bushfire is an emerging field in Western Australia. The need to identify appropriate quantitative tolerable standards for risk and acceptable risk mitigation measures will be subject to continual review and improvement. A peer review should be undertaken by a suitably qualified practitioner to support the recommendations of a BMP where a risk assessment has been prepared.

## **Definitions**

**Acceptable risk:** The level of risk that is sufficiently low that society is comfortable with it.

**Consequence:** An impact on the natural, economic, built or social environments because of the hazard. The consequences are influenced by the vulnerability of elements at risk, by the exposure of elements at risk to the hazard, and by the characteristics of the hazard.

**Hazard:** Any source of potential harm or a situation with a potential to cause loss. A hazard is therefore the source of risk.

**Likelihood:** The chance of an event occurring. Likelihood may be represented qualitatively using measures such as 'likely', 'possible' and 'rare'.

**Minor development:** As per SPP 3.7.

**On-site shelter:** A designated building or open space area that can provide shelter before, during and after a bushfire event.

**Safer place:** a public building or land (such as an oval) registered by the local government for use by the community in the event of a bushfire (or other) emergency. It provides for improved protection of human life during the onset and passage of a bushfire. It is in a central location where people facing an immediate threat to their personal safety or property can gather and seek shelter from the impact of bushfire.

**Short-term accommodation:** Temporary accommodation provided either continuously or from time to time with no guest accommodated for more than three months in any 12-month period.

**Residential built-out area:** A lot that has access to reticulated water and is within or contiguous with, an urban area or town (or similar).

**Risk treatment:** The partial or complete removal of a risk source or some improvement in the controls to reduce the level of risk.

**Unacceptable risk:** A level of risk that is so high that only avoidance enables the elimination of the risk. Loss of life represents unacceptable risk.

## **References**

*Australian Institute for Disaster Resilience 2015, National Emergency Risk Assessment (NERAG) Handbook, Australia*

*COAG 2011, The National Disaster Resilience Strategy, Australia*

*Emergency Management Victoria 2015, Construction and Project Management Guidelines for Community Fire Refuge, Victoria*

*Emergency Management Victoria 2015, Community Fire Refuges, Victoria*

*Australian Building Codes Board 2014, Design and Construction of Community Bushfire Refuges – Handbook. Australian Building Codes Board*

*NSW Rural Fire Service 2018, Planning for Bushfire Protection, NSW*

*NSW Rural Fire Service 2017, Neighbourhood Safer Places, NSW*

*NSW Rural Fire Service 2014, Ecotourism factsheet 1/14, NSW*

TABLE 1: TOURISM LAND USES		
<p><b>Intent:</b> To provide bushfire protection for tourism land uses relevant to the characteristics of the occupants and/or surrounding community to preserve life and reduce the impact of bushfire on property and infrastructure.</p>		
PERFORMANCE PRINCIPLE	ACCEPTABLE SOLUTION (POLICY MEASURE)	RISK ASSESSMENT
<p><b>Bed and Breakfast and Holiday House – not minor development</b> (where the dwelling is existing and is outside a residential built-out area)</p>		
<p><b>1. Siting and design</b> To provide suitable building design, construction and sufficient space to ensure radiant heat levels do not exceed critical limits for emergency services personnel undertaking operations, including supporting or evacuating occupants</p>	<p>1.1 Siting and design to reduce levels of radiant heat, smoke and ember attack through the provision of an APZ to improve the vulnerability of the existing dwelling.</p> <p>1.2 Existing dwellings in BAL-40 or BAL-FZ should only be considered where two-way access is provided; or it is demonstrated through a risk assessment, that the risk can be mitigated. Where there is a permanent resident or caretaker on-site, this can form part of a risk mitigation package.</p> <p>1.3 Where the existing dwelling is located in an area above BAL-low, modifications should be undertaken to improve the building's resistance to ember attack commensurate to its determined BAL level, except where that existing building was required to comply with a higher level of bushfire resistant construction under any other written law.</p>	<p>Where dwelling is in BAL-40 or BAL-FZ and/or where the acceptable solutions for vehicular access cannot be achieved.</p>
<p><b>2. Vehicular access</b> To provide a safe operational access for emergency services personnel in suppressing a bushfire, while residents and visitors are accessing or egressing the site</p>	<p>2.1 Where an existing dwelling is in BAL-40 or BAL-FZ, two-way access should be provided; or it should be demonstrated through a risk assessment that the risk can be mitigated.</p> <p>2.2 Where an existing dwelling achieves BAL-29 or below, the provision of one access route can be considered where it abuts medium or low threat vegetation, and where it is demonstrated that secondary access (including an emergency access way) cannot be achieved.</p> <p>2.3 All roads should be through roads. Dead end roads are not recommended but if unavoidable, or they are existing, they should be no more than 200 metres.</p> <p>2.4 Access routes should achieve the requirements of Table 6 in the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p> <p>2.5 Private driveways longer than 50 metres require:</p> <ul style="list-style-type: none"> <li>• passing bays every 200 metres with a minimum length of 20 metres and a minimum width of two metres (i.e. the combined width of the passing bay and constructed private driveway to be a minimum six metres);</li> <li>• Turn-around areas designed to accommodate type 3.4 fire appliances and to enable them to turn around safely every 500 metres (i.e. kerb to kerb 17.5 metres) and within 50 metres of a house; and</li> <li>• An all-weather surface (i.e. compacted gravel, limestone or sealed).</li> </ul>	
<p><b>3. Provision of water</b> The provision of a permanent and secure water supply that is sufficient for firefighting purposes</p>	<p>3.1 The development or land use is provided with a reticulated water supply in accordance with the specifications of the relevant water supply authority and/or the local government; or</p> <p>3.2 Provision of a static water supply on the lot for firefighting purposes, that has an effective capacity of at least 10,000</p>	

	<p>litres in addition to any requirements for potable water.</p> <p>3.3 Dedicated water supplies shall be non-combustible (or suitably shielded) and located such that fire services can readily gain access to appropriate fittings and connect fire fighting vehicles to dedicated water supplies in a safe manner.</p>	
<p><b>Bed and Breakfast and Holiday House – minor development</b> (where the dwelling is existing or the dwelling is not yet constructed) (in residential built-out area)</p>		
<p><b>1. Siting and design</b> To provide suitable building design, construction and sufficient space to ensure radiant heat levels do not exceed critical limits for emergency services personnel undertaking operations, including supporting or evacuating occupants</p>	<p><b>Where the dwelling is existing</b></p> <p>1.1 Siting and design to <u>reduce</u> levels of radiant heat, smoke and ember attack through the provision of an APZ to improve the vulnerability of the existing dwelling.</p> <p>1.2 Any dwelling determined to be BAL-40 or BAL-FZ is subject to justification under cl 6.7.1. of SPP 3.7</p> <p><b>Where the dwelling is not yet constructed</b></p> <p>1.3 In accordance with Element 2: Siting and Design of Development A2.1 Asset Projection Zone, contained within the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p>	N/A
<p><b>2. Vehicular access</b> To provide a safe operational access for emergency services personnel in suppressing a bushfire, while residents and visitors are accessing or egressing the site</p>	<p>2.1 The provision of one access route which connects to the public road network, and provides safe access and egress.</p>	
<p><b>3. Provision of water</b> The provision of a permanent and secure water supply that is sufficient for firefighting purposes</p>	<p>3.1 The development or land use is provided with a reticulated water supply in accordance with the specifications of the relevant water supply authority and/or the local government.</p>	
<p><b>Bed and Breakfast and Holiday House – not minor development</b> (where the dwelling is not yet constructed and is outside a residential built-out area)</p>		
<p><b>1. Siting and design</b> To provide suitable building design, construction and sufficient space to ensure radiant heat levels do not exceed critical limits for emergency services personnel undertaking operations, including supporting or evacuating occupants</p>	<p>1.1 In accordance with Element 2: Siting and Design of Development A2.1 Asset Projection Zone, contained within the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p>	Where dwelling is in BAL-40 or BAL-FZ and/or where the acceptable solutions for vehicular access cannot be achieved.
<p><b>2. Vehicular access</b> To provide a safe operational access for emergency services personnel in suppressing a bushfire, while residents and visitors are accessing or egressing the site</p>	<p>2.1 Provision of one access route can be considered where it abuts medium or low threat vegetation, and where it is demonstrated that secondary access (including an emergency access way) cannot be achieved.</p> <p>2.2 All public roads should be through roads. Dead end roads are not recommended but if unavoidable, or they are existing, they should be no more than 200 metres.</p> <p>2.3 Access routes should achieve the requirements of Table 6 in the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p>	



	<p>2.4 Private driveways longer than 50 metres require:</p> <ul style="list-style-type: none"> <li>• passing bays every 200 metres with a minimum length of 20 metres and a minimum width of two metres (i.e. the combined width of the passing bay and constructed private driveway to be a minimum 6 metres);</li> <li>• Turn-around areas designed to accommodate type 3.4 fire appliances and to enable them to turn around safely every 500 metres (i.e. kerb to kerb 17.5 metres) and within 50 metres of a house; and</li> <li>• An all-weather surface (i.e. compacted gravel, limestone or sealed).</li> </ul>	
<p><b>3. Provisions of water</b> The provision of a permanent and secure water supply that is sufficient for firefighting purposes</p>	<p>3.1 The development or land use is provided with a reticulated water supply in accordance with the specifications of the relevant water supply authority and/or the local government; or</p> <p>3.2 Provision of a static water supply on the lot for firefighting purposes, that has an effective capacity of at least 10, 000 litres in addition to any requirements for potable water.</p> <p>3.3 Dedicated water supplies shall be non-combustible (or suitably shielded) and located such that fire services can readily gain access to appropriate fittings and connect fire fighting vehicles to dedicated water supplies in a safe manner.</p>	
<p><b>Caravan Park (includes camping ground)</b></p>		
<p><b>1. Siting and design</b> To provide sufficient space to ensure radiant heat levels do not exceed critical limits for emergency services personnel undertaking operations, including supporting or evacuating occupants</p>	<p>1.1 Siting and design to <u>reduce</u> levels of radiant heat, smoke and ember attack.</p> <ul style="list-style-type: none"> <li>• Consideration should be given to the provision of an APZ to achieve 29kW/m<sup>2</sup> around the camp ground facilities, which may include the office, manager’s residence, camp kitchen and shower/laundry.</li> <li>• Consideration should be given to clustering of camp sites and securing an APZ around the entire development or providing an APZ to separate the site from the potential adjoining hazard.</li> <li>• Where there is no bushfire construction standard (i.e. tents and caravans and some eco tents) and the loss of these structures is identified in a risk assessment as a ‘tolerable’ risk, then no APZ is required and subject to a risk assessment, these structures may be located in areas of BAL-40 or BAL-FZ.</li> </ul> <p>1.2 Where a building is to function as an on-site shelter, there must be sufficient separation distance from the predominant bushfire prone vegetation to avoid exposure to a radiant heat flux exceeding 10kW/m<sup>2</sup> (with an assumed flame temperature of 1200K); or where an open space area is to function as an on-site shelter, there must be sufficient separation distance from the predominant bushfire prone vegetation to avoid exposure to a radiant heat flux exceeding 2kW/m<sup>2</sup> (with an assumed flame temperature of 1200K).</p> <p>1.3 Buildings identified as suitable on-site shelter shall be designed and constructed in accordance with <i>National</i></p>	<p>Where buildings or structures are located in BAL-40 or BAL-FZ and/or where the acceptable solutions for vehicular access cannot be achieved.</p>

		<i>Construction Code</i> and the ABCB Community Shelter Handbook.	
<p><b>2. Vehicular access</b> To provide a safe operational access for emergency services personnel in suppressing a bushfire, while residents and visitors are accessing or egressing the site</p>	<p>2.1 Caravan parks located in residential built-out areas should provide one access route which connects to the public road network, and provides safe access and egress.</p> <p>2.2 Caravan parks located outside of residential built-out areas -where vehicular access in two different directions to two different destinations cannot be provided, the BMP should identify the risks and propose bushfire management measures to reduce this risk, which may include on-site shelter and or closure.</p> <p>2.3 All roads should be through roads. Dead end roads are not recommended but if unavoidable, or they are existing, they should be no more than 200 metres.</p> <p>2.4 Access routes should achieve the requirements of Table 6 in the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p>		
<p><b>3. Provisions of water</b> To provide an adequate supply of water for firefighting purposes to reflect the intended response to a bushfire event, by emergency services and/or the owner/occupier</p>	<p>3.1 The development or land use is provided with a reticulated water supply in accordance with the specifications of the relevant water supply authority and/or the local government; or</p> <p>3.2 Where the intention is to actively defend property and infrastructure, provision of a minimum 10,000 litre static water supply for firefighting purposes per building/structure, in addition to any requirements for potable water; or</p> <p>3.3 Where the intention is to actively defend property and infrastructure, provision of a minimum 50,000 litre static water supply for firefighting purposes per 25 buildings/structures, to the satisfaction of the local government; and</p> <p>3.4 Dedicated water supplies shall be non-combustible (or suitably shielded) and located such that fire services can readily gain access to appropriate fittings and connect fire fighting vehicles to dedicated water supplies in a safe manner.</p>		
<p><b>Other short-term accommodation</b> – including motel, serviced apartments, tourist development, holiday accommodation and <b>Day uses</b> – including art gallery, brewery, exhibition centre, hotel, reception centre, restaurant/cafe, small bar, tavern, winery</p>			
<p><b>1. Siting and design</b> To provide suitable building design, construction and sufficient space to ensure radiant heat levels do not exceed critical limits for emergency services personnel undertaking operations, including supporting or evacuating occupants</p>	<p>1.1 In accordance with Element 2: Siting and Design of Development A2.1 Asset Projection Zone, contained within the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p> <p>1.2 Where a building is to function as an on-site shelter, there must be sufficient separation distance from the predominant bushfire prone vegetation to avoid exposure to a radiant heat flux exceeding 10kW/m<sup>2</sup> (with an assumed flame temperature of 1200K); or where an open space area is to function as an on-site shelter, there must be sufficient separation distance from the predominant bushfire prone vegetation to avoid exposure to a radiant heat flux exceeding 2kW/m<sup>2</sup> (with an assumed flame temperature of 1200K).</p> <p>1.3 Buildings identified as suitable for on-site shelter shall be designed and constructed in accordance with <i>National</i></p>		Where buildings or structures are located in BAL-40 or BAL-FZ

	<i>Construction Code and the ABCB Community Shelter Handbook.</i>	and/or where the acceptable solutions for vehicular access cannot be achieved.
<p><b>2. Vehicular access</b> To provide a safe operational access for emergency services personnel in suppressing a bushfire, while residents and visits are accessing or egressing the site</p>	<p>2.1 The provision of one access route can be considered where:</p> <ul style="list-style-type: none"> <li>• the proposal is within a residential built-out area; or</li> <li>• the access route abuts medium or low threat vegetation, and</li> <li>• where it is demonstrated that secondary access (including an emergency access way) cannot be achieved, and</li> <li>• the access route is not travelling back towards or through the hazard.</li> </ul> <p>2.2 Access routes should achieve the requirements of Table 6 in the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p> <p>2.3 Private driveways longer than 50 metres require:</p> <ul style="list-style-type: none"> <li>• passing bays every 200 metres with a minimum length of 20 metres and a minimum width of two metres (i.e. the combined width of the passing bay and constructed private driveway to be a minimum six metres);</li> <li>• Turn-around areas designed to accommodate type 3.4 fire appliances and to enable them to turn around safely every 500 metres (i.e. kerb to kerb 17.5 metres) and within 50 metres of a house; and</li> <li>• An all-weather surface (i.e. compacted gravel, limestone or sealed).</li> </ul>	
<p><b>3. Provisions of water</b> The provision of a permanent and secure water supply that is sufficient for firefighting purposes</p>	<p>3.1 The development or land use is provided with a reticulated water supply in accordance with the specifications of the relevant water supply authority and the local government; or</p> <p>3.2 Provision of a static water supply for firefighting purposes on the lot that has an effective capacity of 10,000 litres per building/structure in addition to any requirements for potable water; or</p> <p>3.3 Provision of a minimum 50,000 litre static water supply for firefighting purposes per 25 buildings/structures, to the satisfaction of the local government; and</p> <p>3.4 Dedicated water supplies shall be non-combustible (or suitably shielded) and located such that fire services can readily gain access to appropriate fittings and connect fire fighting vehicles to dedicated water supplies in a safe manner.</p>	

**TABLE 2: Risk assessment framework adapted for planning in bushfire prone areas**

<b>STAKEHOLDER CONSULTATION</b>	<p><b>Establish the context</b></p> <p>Confirm the purpose, objectives, scope and stakeholder consultation of the risk assessment</p> <p>Identify the planning proposal, site and locality context</p>	<b>MONITORING AND REVIEW</b>		
	<p><b>RISK IDENTIFICATION</b></p> <p><b>Bushfire hazard identification</b></p> <p>Undertake a vegetation assessment including consideration of the broader landscape. Identify fire weather, vegetation types and topography</p> <p>Investigate fire history, key fire runs, emergency service response and options for evacuation</p>			
	<p><b>VULNERABILITY ANALYSIS</b></p> <table border="0" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> <p><b>Determine consequence</b></p> <p>Develop consequence scale and determine consequence</p> </td> <td style="width: 50%; vertical-align: top;"> <p><b>Determine likelihood</b></p> <p>Develop likelihood scale and determine likelihood of loss of life and assets</p> </td> </tr> </table>		<p><b>Determine consequence</b></p> <p>Develop consequence scale and determine consequence</p>	<p><b>Determine likelihood</b></p> <p>Develop likelihood scale and determine likelihood of loss of life and assets</p>
	<p><b>Determine consequence</b></p> <p>Develop consequence scale and determine consequence</p>		<p><b>Determine likelihood</b></p> <p>Develop likelihood scale and determine likelihood of loss of life and assets</p>	
	<p><b>RISK EVALUATION</b></p> <p><b>Evaluate identified risks</b></p> <p>Based on the bushfire hazard identification, likelihood of a bushfire event occurring and the possible level of consequence, evaluate the risk to people and property.</p>			
	<p><b>RISK TREATMENT</b></p> <p><b>Identify risk treatment options</b></p> <p>Identify potential risk treatment options, including contingency measures and management, to ensure preservation of life, minimise risk to assets to an acceptable level and reduce the level of risk identified from the risk matrix/vulnerability analysis</p> <p><b>Evaluate risk treatment options</b></p> <p>Demonstrate the suitability and effectiveness of these risk treatments options</p>			
<p><b>IMPLEMENTATION</b></p> <p><b>Prepare Emergency Evacuation Plan (EEP)</b></p> <p>Prepare an EEP that ensures effective implementation of these risk management measures for the duration of the tourism land use</p>				