

SHIRE OF DENMARK

Local Planning Strategy



Endorsed by the
Western Australian Planning Commission

13 AUGUST 2025

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Consultation with the respective Local Government Authority should be made to view a current legal version of the Strategy.

Please advise the Department of Planning Lands & Heritage of any errors or omissions in this document.

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Local Planning Strategy 2024

Adoption & Endorsement

The Shire of Denmark Local Planning Strategy is adopted when signed by the Shire President and Chief Executive Officer on behalf of the Shire Council. The Local Planning Strategy becomes a recognised and operative strategic planning document once endorsed by the Western Australian Planning Commission.

Advertising

The Shire of Denmark Local Planning Strategy certified for advertising on

22 September 2023

Signed for and on behalf the Western Australian Planning Commission

C. Gustavsson

An officer of the Western Australian Planning Commission duly authorised by the Commission (*pursuant to the Planning and Development Act 2005*)

Date 22 September 2023

Adopted

The Shire of Denmark hereby adopts the Local Planning Strategy, at the Ordinary Council Meeting held on

28 May 2024

Idun Phillips

Shire President

[Signature]

Chief Executive Officer

Endorsement

Endorsed by the Western Australian Planning Commission on

13 August 2025

[Signature]

An officer of the Western Australian Planning Commission duly authorised by the Commission (*pursuant to the Planning and Development Act 2005*)

Date 13 August 2025.



Acknowledgement of Country

This document sets the course for the future of land development and protection in the Shire of Denmark which is situated on Minang and Bibbulmun Noongar Boodja. We aim to ensure that the Local Planning Strategy respects Indigenous cultural, social and environmental connection to this Country.

The Shire of Denmark acknowledges the Minang and Bibbulmun people who have cared for these lands and waters around Kwoorabup (Denmark), Nornalup and Kwallup (Peaceful Bay) for thousands of years and welcome their guidance and counsel.

We pay our respects to the Minang and Bibbulmun Elders past, present and emerging, and extend those respects to all First Nations people living, working or visiting in our Shire.



Shire Snapshot



Population (2021)

6,422



Median Age (2021)

50 years old



Number of families (2021)

1,400



Additional people by 2036

1,400



755 – 1,000

additional homes needed
by 2036



65%

of housing is 3 – 4 bedrooms
(2021)



27.7%

Housing vacancy rate (2021)



742

Local businesses (2016)



160,000

day visitors (2019)



167,000

visitor overnight stays (2019)



86.9%

use a car to travel to work
(2021)



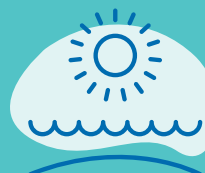
1,200m²–
1,500m²

additional industrial
floorspace required



47%

of the Shire is bushland



84km

of mostly undeveloped
coast



This Document Aims to

- Avoid urban sprawl
- Promote housing diversity and affordability
- Achieve greater sustainability
- Encourage flexible commercial and industrial land to accommodate future changes
- Support a sustainable and resilient local economy with services and employment for our community
- Retain rural areas for agricultural production
- Promote opportunities to increase the sustainability of tourism land use and development
- Preserve and invest in high quality public open space (POS)
- Contribute to protecting and managing the Shire's environmental features and ecological communities
- Protect and conserve the quality and quantity of the Shire's natural resources
- Recognise and seek to preserve the outstanding landscape values of the district
- Preserve the 'village feel' and existing character within the Denmark Town Centre
- Minimise the risk to life, property and service delivery from natural hazards
- Acknowledge the importance of high-quality community facilities and services
- Support a safe and well-connected movement network



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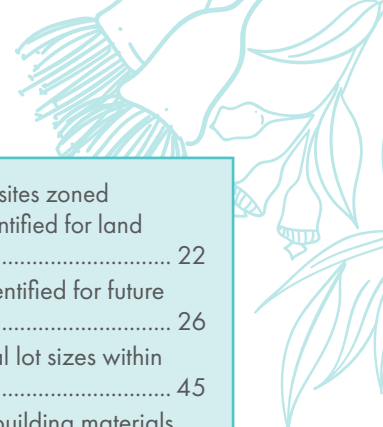
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Part 1 – Local Planning Strategy

1 Introduction

The Shire of Denmark Local Planning Strategy (Strategy) is adopted when signed by the Shire President and Chief Executive Officer on behalf of the Shire Council. The Local Planning Strategy becomes a recognised and operative strategic planning document once endorsed by the Western Australian Planning Commission (WAPC).

This Local Planning Strategy is a key component of this framework, outlining a pathway to realise our collective vision for land management and development across the Shire.

The role of this Strategy is to facilitate land use planning and development responses that enact the vision, aspirations, and objectives of the Shire's Strategic Community Plan – Our Future 2033 over a 15-year period. The Strategy has also been informed by community feedback received through preliminary community consultation undertaken by the Shire's planning team during 2020 and 2021, which included online surveys and in-person events across the Shire.

This Strategy applies to the entire Local Government Area within the Shire boundaries and provides direction for the review of Town Planning Scheme No.3 (TPS3) and the preparation and implementation of a new Local Planning Scheme.

As required by the Planning and Development (Local Planning Schemes) Regulations 2015 (Regulations), the purpose of a local planning strategy is to:

- a) Set out long-term town and regional planning directions;
- b) Apply relevant State and regional planning policies; and
- c) Provide the rationale for changes to the local planning scheme.

The Strategy is divided into two sections:

- Part 1 – Strategy
- Part 2 – Background Information

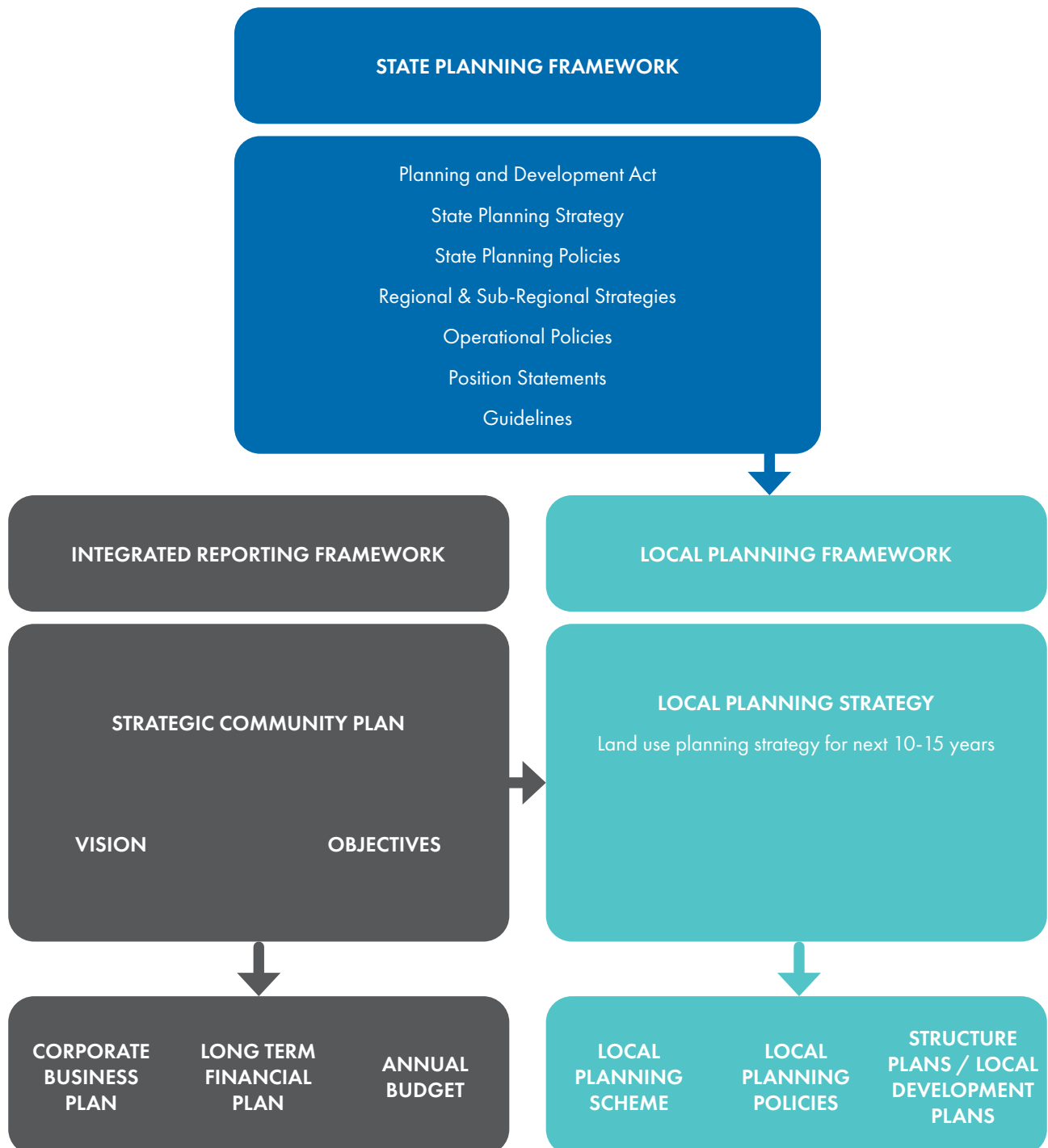
Strategy Maps are provided within this document for the following purposes:

- a) The purpose of the Strategy Maps is to spatially represent the actions, future planning and desired land uses identified in this Strategy.
- b) The Local Planning Strategy Maps are not zoning maps, but rather a conceptual representation of broad planning intentions to assist in identifying the future urban and regional planning direction for the Shire and with the review and preparation of an updated Local Planning Scheme. Therefore, the planning areas and future land use designation on the maps require further detailed investigation to formalise the land use zoning or reservation in the Local Planning Scheme.

This Strategy comes into operation on the day on which it is endorsed by the WAPC, at which time the Shire's preceding 2011 LPS will be revoked.



Planning Framework



2 Vision

The Shire's Strategic Community Plan (*Our Future 2033*) establishes a collective vision for the Shire of Denmark's future as:

"A vibrant coastal community, connected to the environment, living the village lifestyle."

The Strategic Community Plan outlines the community's values and long-term priorities for the Shire and has a broad range of implications for this Strategy. There are three key objectives:

Objectives of Denmark Shire's Strategic Community Plan (<i>Our Future 2033</i>)		
		
Enhance community connection and well-being.	Operate as environmental custodians for the future.	Support local jobs, industry, and small business and facilitate sustainable development.

In September 2019, the Shire declared a Climate Emergency and aligned itself to 2016 Paris Agreement Targets. The council and our community have identified ecological sustainability as a critical priority for the Strategy. The Strategy will attempt to address inherent tensions between environmental, social, cultural and economic values, identifying strategies and actions that represent a balance between competing interests. Land use planning initiatives in the Strategy seek alignment with the objectives and actions contained within the Shire's *Sustainability Strategy* and *Sustainability Action Plan*. The Shire is committed to facilitating our community's transition to achieving more sustainable outcomes, particularly working towards a net-zero emissions target as an important step in tackling climate change.

The vision of this Strategy is to support the creation of a sustainable and resilient community, providing direction for the continual improvement in land use and development planning practice, and providing a framework for growth that protects and enhances the Shire of Denmark's unique character and environment.

The vision of this Strategy also comprises the following objectives:

Our Economy:

- Provide opportunities for businesses to service the needs of the Shire of Denmark community locally as our district grows.
- Provide flexibility to support businesses and commercial developments that maximise the benefit to the local community.
- Promote community resilience by encouraging a diversified and circular local economy.
- Protect agricultural land from fragmentation, competition, and incompatible land use, while encouraging regenerative land management and food production systems.

- Promote increased sustainability within tourism, agriculture, commercial and industrial land uses and development, including responsiveness to climate change.
- Support the development and expansion of educational establishments as a locally significant service industry.

Our Natural Environment:

- Improve ecologically sustainable land use and development outcomes.
- Provide for the protection, enhancement and regeneration of the natural environment to meet the needs of current and future generations.
- Support our community's response and adaptation to climate change by improving land use and development standards.
- Encourage behaviour change and a reduction in ecological footprints, to ensure that consumption of resources occurs within the environmental limits of the bioregion and planet earth.
- Plan for land use and development in a way that minimises the risks and impacts of natural hazards.

Our Built Environment:

- Support a sustainable settlement pattern that reduces the reliance on urban sprawl to accommodate future population growth.
- Retain the Shire's unique sense of place by preserving and enhancing its character and cultural heritage.
- Plan for the development of accessible, equitable and ecologically sustainable residential communities.
- Promote housing affordability by encouraging diverse housing types and enabling suitable land supply.
- Promote the primacy of the Denmark Town Centre and use the local planning framework to create places and spaces that are cohesive, inclusive and vibrant.
- Promote the consolidation of residential growth to support the efficient use of public infrastructure.

Our Community:

- Acknowledge the interests of Traditional Custodians of land within the Shire and work to integrate their perspectives into land use planning.
- Support the development of accessible and adaptable community facilities to maximise community benefit.
- Provide POS that enhances community liveability and promotes healthy lifestyles.
- Use land use planning to promote accessibility to services and sustainable transport choices.
- Facilitate the development of a happy, healthy, inclusive and diverse community that supports access to employment and housing for all residents and aims to eliminate inequity.
- Plan for land use in a way that minimises conflict and balances competing needs, including between the Shire's permanent residents and visitors.

Our Local Government:

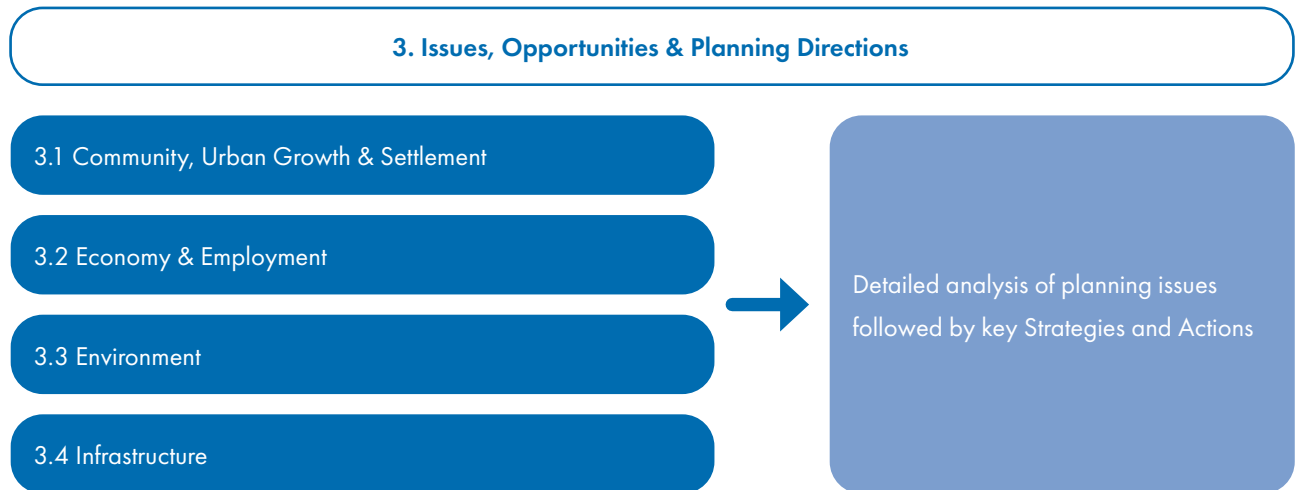
- Consult and collaborate with our local community to develop a simplified local planning framework that is more easily understandable and reduces unnecessary approval requirements.
- Provide a framework that supports consistent and considered decision-making for land use planning and development.
- Promote the use of land, infrastructure and resources efficiently and equitably.
- Initiate partnerships with government authorities and service providers to facilitate the delivery of community services and infrastructure.



3 Issues, Opportunities & Planning Directions

As shown in the diagram below, Section 3 contains four overarching themes:

Community, Urban Growth & Settlement, Economy & Employment, Environment, and Infrastructure. Each subsection discusses key issues and opportunities that have been considered in developing the Strategies and Actions proposed by this Local Planning Strategy.



3.1 Community, Urban Growth & Settlement

3.1.1 Demographic Profile and Planning Implications

Complementary to the information included in Part 1, Section 7 of Part 2 of this Strategy includes a comprehensive profile that provides background information and analysis of the demographic considerations and key planning issues for the Shire. Assessment of the Shire's population and demography demonstrates the following implications for future settlement planning.

- The Shire has experienced steady population growth driven by lifestyle migration and retirees, and it is expected that this will continue in the near future.
- An increasing proportion of aged persons in the community will require consideration concerning the provision of housing and services.
- The attraction of families with children to the district will increase demand for relevant services.
- The Shire currently experiences a low level of cultural diversity relative to other Local Government areas.
- While income levels are relatively low, the Shire overall demonstrates a relatively high level of socio-economic well-being within the broader region.
- A high proportion of absentee property owners and tourism accommodation has implications for the provision of housing and the seasonality of demand for a range of community and commercial services.
- The Shire has experienced steady population growth consistently above averages for Regional WA, with recent growth resulting in pressure on housing and services.

3.1.2 Settlement Planning

The strategic planning direction for the growth of our community and settlements is influenced by a range of considerations, including the local context, community preferences, State and Regional planning frameworks, and various technical studies.

This Strategy approaches settlement planning by pursuing improved sustainability and growth management in line with the community's vision.

State and Regional strategic direction and policies emphasise the need to create sustainable and liveable communities, make efficient use of land and infrastructure, limit our impact on the environment, and improve community resilience to natural hazards.

The Shire is likely to experience population growth and this Strategy acknowledges that change to previous practice is required to balance the opportunities that growth provides while reducing impacts on our existing community values and attributes.

This Strategy's approach to settlement planning remains consistent with the Shire's 2011 LPS in the following ways:

- Preserve the 'village feel' of Denmark and support development that contributes to this.
- Reduce the impacts of urban growth by carefully managing visual and environmental impacts.
- Support the Denmark Town Centre as the primary focus for commercial activity.
- Protect the ongoing viability of agricultural industries within the Shire.

The Strategy differs from the 2011 LPS in its approach to several areas, including:

- Prioritising consolidated urban growth and placing a greater emphasis on infill development to accommodate a proportion of additional housing.
- Reducing the extent of land identified for urban growth and increasing the expected yield from zoned land acknowledging our community's desire to contain unnecessary sprawl.
- Emphasising the need for housing diversity and encouraging smaller format housing to promote affordability and sustainability.

- Emphasising the need to plan for sustainable transport modes and minimising infrastructure costs.
- Reducing the expectation that expansion of the Shire's rural villages is required to accommodate growth, acknowledging that they are isolated from community services and further development is highly constrained.
- Acknowledging that large lifestyle lot subdivisions are inherently unsustainable because they increase public infrastructure costs, depend on cars for transport, consume more land and compete with other productive land uses.
- Acknowledging the potential need for an additional bridge over the Denmark River to provide alternative access in an emergency is not required as the current access is considered sufficient for the foreseeable future.

The following sections of the Strategy will detail how these directions will be put into practice. It is acknowledged that in some circumstances, the legacy of previous approaches to settlement planning cannot be unwound, but it is critical that change towards a more sustainable future starts within this Strategy.

3.1.3 Population Growth & Sustainability

While the views of the Shire's community vary, some residents express satisfaction with the current population and levels of development, communicating a desire for these to remain as they are. Linked to this is the discussion about whether there is a 'sustainable' population level for the Shire's community and environment. Although population growth within the Shire is assumed in this Strategy, this is an acknowledgement, rather than an intentional position or design, for the future of the community.

In preparing this Strategy, it is acknowledged that the majority of influences on population growth and demographic change are occurring on a much broader scale and are outside of the control of the local community. For example, the retiring of the baby boomer generation has created a large population cohort that is mobile and seeking a place of residence in a 'lifestyle' location, without the need to be close to a workplace. Online and remote forms of working supported by increased internet access have promoted a similar response within the working-age population. The increasing price of housing in capital cities has also prompted migration to regional areas, while relatively high levels of affluence in Western Australia have supported the purchase of second homes for holiday use.

The Shire is fortunate to have many of the attributes sought by migrants to regional Western Australia, but demand has historically been limited by a lack of employment/employment diversity and the relative distance from Perth. As such, the Shire has not experienced the same pace of growth as some other regional towns in locations closer to the Perth metropolitan area.

An adequate response to demand pressures is necessary to avoid a shortfall in housing supply, which can result in a decline in housing affordability, an increase in rental prices, increased housing insecurity and homelessness, a loss of workers in lower-paid service industries, and limited opportunities for housing for young people.

It is also difficult to select any particular number as a 'sustainable' population for the Shire, given this is strongly associated with levels of resource use. For many businesses and services, an increased population improves viability, allowing the community to benefit from a wider range of locally provided services. The Shire's community has also benefitted from an increased range of clubs, societies and other opportunities for recreation that have contributed to increased community social capital. The natural environment is often challenged by population growth and the need for additional housing, but the degree of impact is highly dependent on the form this takes, not simply the number.

A key tenet of this Strategy is an acceptance that population growth is likely to occur, that the community has a limited ability to contain this without significant social costs, and that the principal role of the Strategy is to guide and manage growth in accordance with the community's vision.

3.1.4 Residential Growth

A key purpose of this Strategy is to identify sufficient land to accommodate housing needs for the next 15 years.

The 2011 LPS identified extensive urban growth areas, taking into account a high growth projection, traditional patterns of development and planning related to a period of time longer than 15 years (20 years).

Results from community engagement for this Strategy have necessitated a review of the 2011 trajectory for future growth and housing.

This section focusses on how and where land for residential housing is prioritised, in accordance with the community's vision and the adopted approach to settlement planning.

Assuming the population forecasts presented in this Strategy, the Shire has a sufficient supply of zoned land to accommodate forecast housing needs to 2037.

Consistent with the 2011 LPS, the Denmark townsite will remain the primary focus for population growth given the ample opportunities for additional housing and support of existing community services, infrastructure, and commercial activity/employment.



3.1.4.1 Infill & Consolidation

The Shire has previously experienced a predominance of conventional subdivision and development patterns, resulting in low density suburban housing and a majority of detached three and four bedroom homes (representing 65% of the total dwellings within the Shire) (ABS 2021). Projected forward, this development pattern would require significant expansion of the existing footprint of the Denmark townsite. Given the ambitions of the Shire community to avoid urban sprawl, improve housing diversity, promote affordability and achieve a greater level of sustainability, this development profile requires significant intervention.

To achieve these objectives, the Strategy seeks to prioritise consolidation of the Denmark townsite through limited expansion in key locations and infill development.

What is Infill Development?

Infill development can be broadly described as additional development on land that already has some development in place, which may be retained or replaced in the process. This typically occurs in older suburbs with large lot sizes where additional housing can be provided near town centres and existing services and transport infrastructure.

Conventional infill development in Western Australia over the past 30 years has produced medium density rear battle-axe lots and duplex/ triplex developments within older suburban areas. In many cases this has led to development outcomes that have negatively impacted on liveability, with a lack of sympathy to established character, limited northern orientation, small garden spaces and the removal of mature trees. These undesirable outcomes have created a poor perception of infill development, creating a significant challenge in promoting infill as a critical part of housing the Shire's growing population in a sustainable manner.

These shortcomings have been recognised by the State Government and changes to the Residential Design Codes Volume 1 are being progressively implemented to improve outcomes. This includes the introduction of a specific Draft Residential Design Codes Volume 1 and associated draft guidelines (November 2020).

This Strategy acknowledges that conventional infill development on a large scale would detract from the character and amenity of the Denmark townsite. In order to provide infill housing that is appropriate for the Denmark townsite, this Strategy considers changes occurring within State policies as well as a range of alternative approaches that are supported within our community.

Achieving desirable forms of infill development may require an outcome focussed, criteria driven approach that enables greater flexibility in development standards. For example, this may involve greater flexibility in lot sizes or setbacks where necessary to preserve remnant vegetation.

This Strategy supports infill development through a wide range of built form outcomes, which supports housing diversity and provides opportunities to achieve infill in a variety of ways. Further discussion on alternative housing types is included in Section 3.1.4 of this Strategy.

Density

In order to facilitate infill development, this Strategy recognises that changes to the zoning of existing residential areas will be necessary to accommodate increases in density. This will allow vacant land to be used more efficiently and support additional development in established residential areas.

Residential areas with existing servicing infrastructure, adequate POS and within a walkable catchment to the Denmark Town Centre are acknowledged as the most suitable locations for increased residential density. This will enable the development of additional dwellings in well-serviced locations and encourage more sustainable transport options.

The application of the Residential Design Codes through local planning schemes has encouraged the development of uniform lot and housing sizes. This has seen the development of many streetscapes with a consistent type and style of housing and promoted this as the expected norm rather than a more varied pattern of development. This Strategy supports varying densities within streetscapes. An increase in density coding would likely produce this diversity as infill development typically occurs incrementally and at a small scale.

Incentivising Infill Development

Some parts of the Denmark townsite are not currently provided with a reticulated sewerage service, and the achievement of infill development is therefore constrained by State government policies in regard to sewerage. The local planning framework also strongly favours low density housing development, and changes to this framework are necessary to enable and incentivise infill development relative to urban expansion.

- **Conditional Coding**

Throughout Western Australia it is common to use 'dual' or 'split' density codes to set pre-conditions for development at a higher density. It is acknowledged that the imposition of additional requirements for accessing a higher coding may hinder the achievement of infill housing in the Shire, and instead work to maintain development at the lower density. It is recommended that current provisions and zoning of dual coded properties under TPS3 be reviewed as part of a new Local Planning Scheme, having regard to the directions of this Strategy and changes in the broader planning framework, including sewerage, bushfire and environmental considerations.

This Strategy proposes to explore options to introduce a minimum density requirement to ensure that residential land in key locations is used productively and for its highest and best use. This may include disincentives for low density development and/or a minimum density requirement. Taking into account the conditions of the site, this may require a proposal for development at a lower density to demonstrate how opportunities for potential future infill development are being preserved, or how larger dwellings can be adapted in the future into multiple smaller dwellings.

- **Minimum Lot Size Variations**

In seeking to create a more diverse and affordable range of housing, avoid uniformity of development outcomes, and promote the uptake of infill development opportunities, the Strategy supports the flexible application of the Residential Design Codes minimum lot size standards within an 800 metre walkable catchment from the Denmark Town Centre. This will enable the offset of higher density development by lower density development. Variations to minimum lot sizes will, in some cases, remove the need to demolish existing homes in the pursuit of infill development. This will preserve established streetscapes and amenity, while also providing additional opportunities to subdivide smaller lots and develop smaller dwellings.

For example, reducing minimum lot sizes from those in the Residential Design Codes whilst maintaining the lot averages could potentially result in a greater diversity of lot and housing outcomes such as the development of a 440m² lot and a 900m² lot within an R15 coded area, compared to two 670m² lots. Other development standards, such as setbacks and open space requirements, would be maintained to ensure the preservation of neighborhood amenity.

- **Reticulated Sewerage Infrastructure**

Some parts of the Denmark townsite are not currently provided with a reticulated sewerage service, and the achievement of infill development is therefore constrained by the government policies in regard to sewerage. Investment by the State in this infrastructure would enable new housing development as well as improving environmental outcomes. In particular, the development of a reticulated sewerage service in residential areas within an 800-metre catchment of the Town Centre (refer Map 1) should be prioritised.

This is unlikely to be achieved without State-led investment due to the fragmentation of land ownership and preliminary costs that would be borne by the first developer.

Utility services are discussed in detail in Section 3.4.2 of this Strategy.

- **Financial Incentives**

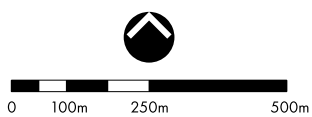
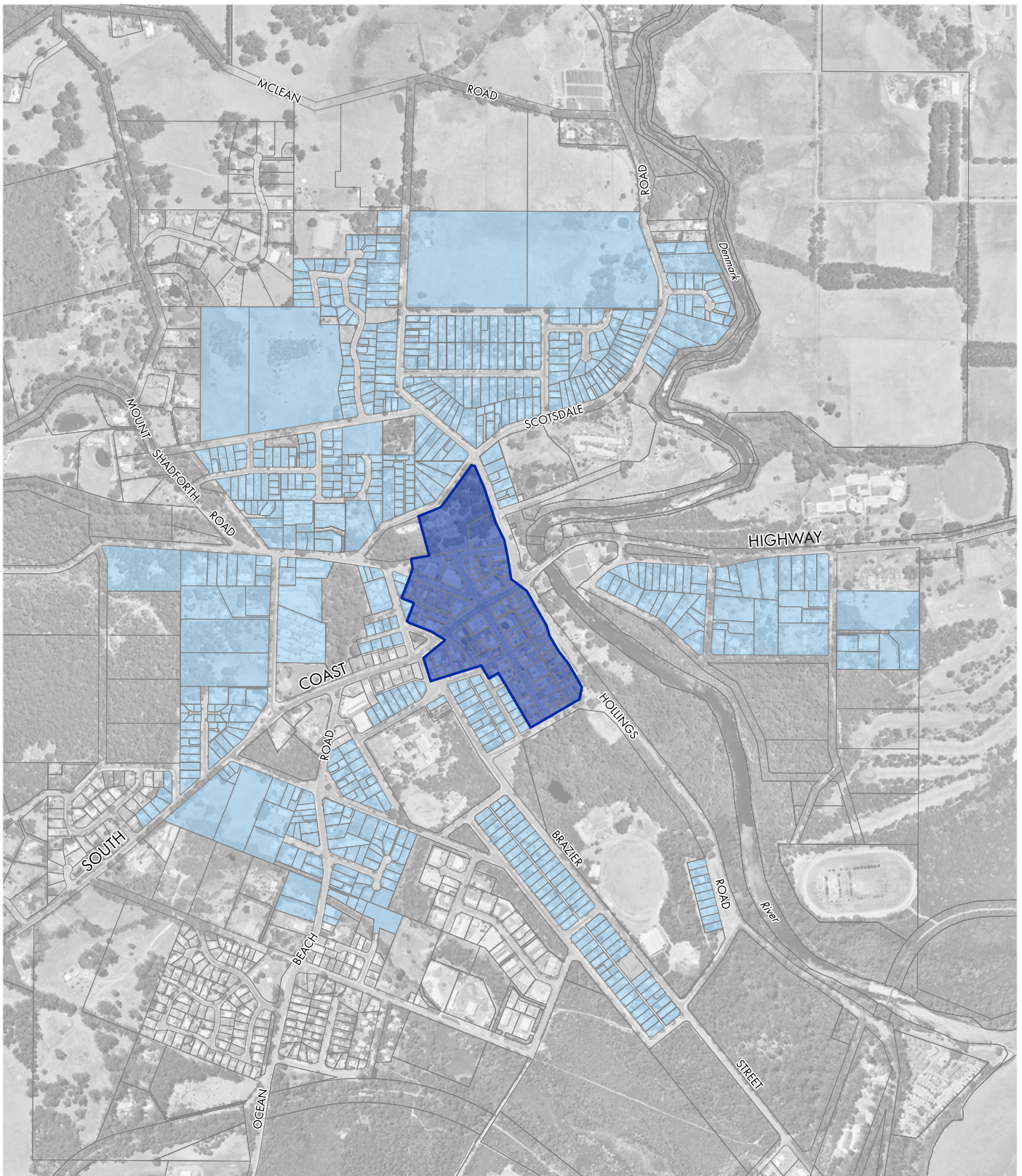
Infill development often occurs at a small scale, releasing an additional one or two lots at a time. At this scale, the cost of development is often higher per lot, somewhat reducing its viability for developers, however it is still more achievable for landowners who would not have the means to subdivide on a larger scale. The Strategy supports investigation into financial incentives to encourage infill development. Financial incentives can potentially be justified by the reduction in externalised costs from less sustainable forms of residential subdivision and development.

Strategies & Actions – Infill & Consolidation

1. Support sustainable urban growth by promoting quality infill development to enhance social capital, encourage economic viability and conserve the natural environment.
 - a) Prepare a local planning policy (LPP) to provide guidance for the achievement of a high standard of infill development, incorporating the following criteria:
 - i. Development that enhances the streetscape.
 - ii. Support and encourage ecologically sustainable development.
 - iii. Remnant vegetation is retained and protected wherever practical.
 - iv. Impacts on surrounding residential amenity and landscape values are minimised.
 - v. Utility services are adequately provided, including connection to a reticulated sewerage and stormwater system capacity.
 - vi. Development represents an efficient and appropriate use of residential zoned land to meet the housing needs of the community.
 - vii. Development facilitates the achievement of greater housing diversity.
 - viii. Retention and enhancement of heritage places and buildings.
2. Enable the development of medium density housing in serviced locations close to and within the Denmark Town Centre to provide for changing housing needs.
 - a) Enable infill development by making the following changes to residential density codings in the local planning scheme:
 - i. Increase residential density 800 metre walkable catchment of the Denmark Town Centre within a range of R30-R60, prioritising higher densities for corner lots and large consolidated infill sites.
 - ii. Within the areas identified at i. above, investigate the introduction of minimum density requirements that mandates the achievement of at least 50% of the identified residential density coding or the preservation of opportunity for this to be achieved in future, via LPP or scheme provisions.
 - iii. Review residential density coding within the Denmark Townsite and surrounding residential areas during the local planning scheme review, to ensure that coding reflect existing lot sizes and fit for purpose development standards in alignment with contemporary State and local land use planning frameworks.
 - b) Investigate means to facilitate additional housing within mixed-use development as part of further planning for the Denmark Town Centre Planning Area.
 - c) Advocate for the extension of reticulated sewerage to residential areas within the Denmark townsite that are not currently serviced.
3. Support alternative approaches to infill development to promote flexibility, diversity, sustainability and affordability in housing supply.
 - a) In consultation with the community, DPLH and WAPC, review of existing TPS 3 dual-coded zoning and related provisions over residential zoned land in the new LPS, and investigate potential variations to minimum lot sizes to retain existing dwellings within a walkable catchment of the Denmark Town Centre.

Map 1

Walkable Catchment



Legend

- Denmark Town Centre Commercial Core
- Residential Lots within a 10 minute walk (800m) from the Denmark Town Centre Commercial Core

3.1.4.2 Urban Expansion

Zoned Land

A number of landholdings in close proximity to the Denmark townsite are currently zoned for Residential or Special Residential development in the Shire's TPS3 but are yet to be developed. Subject to the resolution of relevant planning and infrastructure issues, these sites are likely to provide the majority of opportunities for land development in the short to medium term. These sites are detailed in Figure 1 and spatially represented in Map 2.

While the Strategy acknowledges that these landholdings have been attributed a development right by having been zoned in the Scheme, it is noted that some sites have critical issues constraining their potential development. Constraints to land development within the Shire include:

- **Project Scale**

Due to the Shire's relative isolation and small population size, the economics of land developments differ greatly from larger urban centres such as Albany and Perth. The cost of development is also significantly higher in regional locations, with the cost of materials, tradespeople and infrastructure all coming at a premium due to limited competition, shortages and added transport costs.

A typical subdivision stage within the Shire comprises a relatively small number of lots created at a time (in the range of 10 to 20 lots maximum), as compared to an equivalent greenfield subdivision in metropolitan Perth (potentially hundreds of lots at a time). The same economies of scale do not exist to support infrastructure investments. Slower lot sales can also create increased holding costs. Developers undertaking urban greenfield subdivision projects in the Shire are also typically smaller companies, less likely to have adequate capital available to fund large scale projects.

- **Site Constraints**

Due to slope, water management and the presence of remnant vegetation, a number of sites currently zoned for urban expansion have complex constraints and high development and infrastructure costs.

- **Bushfire Risks**

The presence of bushfire risk may reduce the developable area of some urban expansion sites and suggest that others are unable to be developed within the requirements of the current State planning framework.

- **Reticulated Sewerage**

The Government policies in regard to sewerage categorises the majority of areas identified for future urban development as being within sewerage sensitive areas, falling within a 2km buffer around the Wilson Inlet and lower reaches of the Denmark River. The policy restricts potential subdivision where a reticulated sewerage service is not available. The cost of extending sewerage infrastructure and constructing pumping stations is cost prohibitive for many smaller development sites.

Urban Expansion

The preparation of a local planning strategy enables consideration of the need for 'new' urban land to provide for housing needs. A strategy also allows for reconsideration of land previously identified in light of contemporary community values, planning policies and the impacts of climate change.

The 2011 LPS identified a number of landholdings that were potentially suitable for Residential or Special Residential development, subject to detailed investigation and rezoning. The extent of land identified at the time of the 2011 LPS took into account higher population forecasts over a longer period of time than this Strategy does, as well as being premised on a development pattern that prioritised urban expansion. This was highlighted in the Denmark Regional Land Supply Assessment (2017), which assessed the available land supply as potentially capable of providing for 9,000 additional residents over the following 36 years. As the majority of this land has remained undeveloped, each of these sites has been reconsidered in light of the Shire's current trajectory (as at 2022) and the 15 year outlook of this Strategy.

Some of the areas previously identified as 'Special Residential' within the 2011 LPS are now identified by this Strategy as 'Rural' as they are no longer deemed as being suitable to be rezoned for more intensive development, because of various site constraints including slope, environmental characteristics, bushfire planning matters (extreme BHL), and servicing.

Additionally, the 2011 LPS previously identified Lot 5434 (DP144747) Crowea Road, Denmark as 'Urban', however this Strategy now designates the site as 'Rural Residential' due to significant site constraints, most notably the presence of remnant vegetation.

While recognising that existing zoned land is potentially sufficient to provide for housing needs for the next 15 years, this Strategy acknowledges that land development in the Shire is constrained and some zoned land may not be economically viable to develop within this time. The required time to assemble land, resolve planning issues and procure investment can also vary considerably according to the site. The retention of additional land for urban expansion is necessary in order to provide sufficient flexibility and security to ensure future housing needs can be met.

The identification of selected sites for urban expansion will also promote improved development outcomes by supporting a logical staging of the development front and the extension of servicing infrastructure.

Consistent with the adopted vision of this Strategy, it is proposed to minimise reliance on urban expansion. Where necessary to identify new growth areas, the Strategy identifies sites that are concentrated in and around the Denmark townsites to support access to services, infrastructure and opportunities for sustainable transport.

Structure Plans

A critical stage in the development of land for housing is the preparation of a local structure plan, which shows the proposed layout of housing lots, roads, parks and other infrastructure.

Structure plans provide an avenue for the directions of this Strategy to be implemented, along with the various other requirements of the State planning framework.

This Strategy promotes the review of historic structure plans, where possible, to support the implementation of contemporary planning policies, to promote improvements to sustainability, and to increase housing yield and diversity. Many of the structure plans for growth areas within the Shire have been in existence for some time and require updating to align with current State planning framework and the intent of this Strategy.

This Strategy identifies some of the relevant considerations for the preparation and assessment of structure plans, acknowledging that each structure plan will have a need to address generally similar matters despite the different characteristics of each site.

Further discussion on the integration of sustainability into the structure planning process is included in Section 3.1.7 of this Strategy.



Strategies & Actions – Urban Expansion

1. Maintain a consistent supply of zoned land to support potential urban expansion, while acknowledging the preferred settlement pattern adopted by this Strategy.
 - a) Retain existing zoned land for urban expansion and explore alternative outcomes for sites with critical constraints as identified in Figure 1.

Figure 1: Considerations for existing sites zoned Residential or Special Residential identified for land development

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Wattle Wy	DMK05	Lot 3000 (P044260), Smith St	10	Available adjacent to development site	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including appropriate setbacks to the reserve on eastern boundary of the site are to be addressed at subsequent planning stages.	<ul style="list-style-type: none"> Zoned Residential (R10/20) Within 800m of Town Centre No recent approvals 	Retain for residential development, seek increased yield & diversity
Smith St	DMK03, DMK04	Lots 2 (D082651) & 358 (DP230731), Smith St	108	Available adjacent to development site	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including setbacks to retained vegetation to be addressed at subsequent planning stages. Coordination of subdivision design required to provide access/ egress in two directions.	<ul style="list-style-type: none"> Zoned Residential (R10/20, R20) Part site within 800m of Town Centre Prior approval for 68 lots on Lot 2 	Retain for residential development, seek increased yield & diversity
Kearsley Rd to Horsley Rd	DMK06	Lot 999 McLean Rd and Lot 106 McLean Road (DP46635)	106	Prior approval at a density where sewer is not required	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues to be addressed at subsequent planning stages.	<ul style="list-style-type: none"> Zoned Special Residential (SR12) Approved Subdivision WAPC 158185 – 24 Lots Approved Structure Plan 	Retain for low-density residential development (R5 density)
	DMK29	Lot 9000 Wishart Pl (DP61012)		Prior approval at a density where sewer is not required		<ul style="list-style-type: none"> Zoned Special Residential (SR9) Approved Subdivision WAPC 162020 – 15 Lots Approved Structure Plan 	Retain for low-density residential development (R5 density)
	DMK30	Lot 901 & Lot 902 Horsley Rd (DP422025)		Sewer extension required		<ul style="list-style-type: none"> Zoned Part Special Residential (SR9) and Residential R12.5 Approved Structure Plan (Expires October 2025) 	Retain for low-density Residential development, and Residential R12.5 density as outlined within the Approved Structure Plan. Seek to maximise yield from R12.5 designated portion.

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
West of Kearsley Rd	DMK07	Lot 349 (DP230731) & 9000 (DP77503) Kearsley Rd, Lot 350 (DP230731) Mount Shadforth Rd	117	Sewer extension required/ prior approval at density where sewer not required	Existing approved structure plan responds to bushfire risk constraints and fuel management as part of lot design. Prior to subdivision the preparation of a Bushfire Management Plan and variation from the annual Firebreak and Fuel Management Notice may be required.	<ul style="list-style-type: none"> Zoned Residential (R10)/ Special Residential (SR13) Approved structure plan 	Retain for residential development, seek increased yield & diversity
Buckley St to Kemsley Pl	DMK38	12 lots in the area bound by Buckley St, Ocean Beach Rd, Kemsley Pl and South Coast Hwy	174	Available on site	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including setbacks to retained vegetation to be addressed at subsequent planning stages. Structure plan/ subdivision design to incorporate access via Harlequin St and DMK14.	<ul style="list-style-type: none"> Zoned Residential (R20, R2.5/20) Structure planning required 	Support rezoning to Urban Development to require structure planning to achieve coordinated approach. A structure plan will be required to maximise retention of native vegetation. Retain for residential development, seek increased yield & diversity.
Lot 5 South Coast Hwy	DMK14	Lot 5 South Coast Hwy (DP57222)	378	Connection to reticulated sewer is required, including significant headworks	Existing approved structure plan responds to bushfire risk constraints. Connection to the south to Ocean Beach Road and to DMK45 required to achieve compliance to the BPC access requirements. Perimeter roads required to Extreme BHL areas.	<ul style="list-style-type: none"> Zoned Residential (R20), Reserve (Recreation) Approved structure plan 	<p>Support the rezoning of the land to Urban Development zone.</p> <p>A structure plan is required prior to subdivision and should address the following issues:</p> <ul style="list-style-type: none"> Land capability assessment Visual impact Retention and protection of remnant vegetation Screen development from South Coast Hwy and Ocean Beach Rd Restrict access to South Coast Hwy Stormwater management Diversity of lot sizes Foreshore reserve and POS provision Fire protection Coordinate planning with DMK45 Rehabilitation of gravel pit

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Ocean Beach Rd and Little River Rd	DMK37	Lots 213, 214 and 215 Ocean Beach Rd (DP52368)	168	Connection to reticulated sewer is required, including significant extension and headworks.	Intensification of land use in areas with an extreme bushfire risk identified is not recommended, noting extent of expected impact on remnant vegetation. Intensification of land use in areas with a moderate bushfire risk identified is subject to review of the existing structure plan to respond to bushfire risks. Incorporation of secondary access via adjoining growth areas required (DMK 37, DMK 47 and Little River Road).	<ul style="list-style-type: none"> Zoned Residential (R10, R20), Commercial, Public Use (Primary School), Reserve (Recreation), Tourist Historic structure plan for residential development (Lot 214) 	Support the rezoning of the land to Urban Development zone
	DMK47	Lot 32 Ridley PI (D062910)		Existing subdivision approval at Residential R2 currently allows unsewered development. Connection to sewer would be supported if a future connection was made available by then future development of DMK37		<ul style="list-style-type: none"> Zoned Residential (R2) and Rural Prior approval for low density residential subdivision (Lot 32). 	Retain for low-density Residential development. Proposals for higher density sewer development may also be supported.
Springdale Beach	DMK19	Part Lot 9012 (P425632)	103	Prior approval at density where sewer not required	Existing approved structure plan responds to bushfire risk constraints and provides for through-access via Woodward Heights. Interface with areas of extreme bushfire risk and multiple access routes should be demonstrated as acceptable prior to any further subdivision.	<ul style="list-style-type: none"> Zoned Special Residential (SR6) Subdivision guide plan 	Retain for continuing low density residential development

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Hardy St	DMK28	Lots 303-304 Hardy St (DP230726)	20	Sewer extension required	Existing zoned land with site specific issues including appropriate setbacks to the reserve on western boundary of the site and the retention of vegetation on the site to be addressed at subsequent planning stages.	<ul style="list-style-type: none"> • Zoned Residential (R10/20) • Within 800m of Town Centre 	Retain for residential development, seek increased yield & diversity. Key issues to be addressed prior to the development of this site include: <ul style="list-style-type: none"> • Remnant vegetation • Bushfire risk • Connection to reticulated sewerage
Ocean Beach Rd	DMK50	Lots 11 (D082894), 12 (D082894) & 13 (D082894) Ocean Beach Rd	Unknown	Sewer available adjacent to development site. Connection to reticulated sewer is required.	Site specific issues to be addressed at subsequent planning stages. Limited infill potential due to required setbacks to reserve on southern boundary of the site and existing remnant vegetation on the site.	<ul style="list-style-type: none"> • Zoned Residential (R2) 	Retain for residential development, seek increased yield & diversity. Key issues to be addressed prior to the development of this site include: <ul style="list-style-type: none"> • Remnant vegetation • Bushfire risk • Connection to reticulated sewerage
Beveridge Rd	DMK68	Lot 152 Beveridge Rd (DP224101)	22 **	Sewer extension required	Site specific issues to be addressed at subsequent planning stages, including the retention of existing remnant vegetation on the site.	<ul style="list-style-type: none"> • Zoned Residential (R5/15) • No structure plan/recent approvals 	Retain for residential development, seek increased yield & diversity

* Based on Denmark Regional Land Supply Assessment and planning approvals issued. ** Indicative based on current zoning.

Strategies & Actions – Urban Expansion

b) Identify priority areas for potential urban expansion as outlined in Figure 2.

Figure 2: Considerations for sites identified for future urban expansion

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Horsley Rd to Scotsdale Rd	DMK01	Lots 366 (DP230731) & 372 (DP230731) Horsley Rd, Lot 50 (D093372), 51 (D093372) & 365 (DP230731) Scotsdale Rd	343	Sewer available adjacent to development site. Connection to reticulated sewer is required.	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including the retention of vegetation to be addressed at subsequent planning stages. Approved structure plan appropriately achieves access/egress in multiple locations.	<ul style="list-style-type: none"> Lots 366, 372 and Lot 51: zoned Residential (R20); Lots 50 and 365: zoned Rural (2012) Approved Structure Plan 	<p>Support the rezoning of the land to Urban Development zone. A structure plan is required prior to subdivision and should address the following issues:</p> <ul style="list-style-type: none"> Visual impact Retention and protection of remnant vegetation Landuse conflict Stormwater management Diversity of lot sizes POS provision Vehicular access to Scotsdale Rd Buffers
McLean Road and Scotsdale Road	DMK49	Part Lot 374 Scotsdale Rd (DP230731)	Unknown	Connection to reticulated sewer is required.	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including the retention of vegetation to be addressed at subsequent planning stages. Connection of access to Scotsdale Road and to development areas to the south (DMK1) should be incorporated into structure plan/subdivision design.	<ul style="list-style-type: none"> Zoned Rural 	<p>Support the rezoning of the land to Urban Development zone. A structure plan is required prior to subdivision and should address the following issues:</p> <ul style="list-style-type: none"> Visual impact Retention and protection of remnant vegetation Landuse conflict Stormwater management Diversity of lot sizes POS provision Vehicular access to Scotsdale Rd Buffers Coordinate planning with DKM01

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Ocean Beach Road	DMK51 (part)	Lots 3, 4 & 5 (portion) Ocean Beach Rd (D085810)	Unknown	Sewer currently located approximately 250m away. Connection to reticulated sewer is required.	Interface with areas of extreme bushfire risk requires further investigation and resolution through the structure planning process. Road connection to west (DMK14) required to be incorporated in structure plan/subdivision design.	<ul style="list-style-type: none"> • Zoned Rural • Logical extension of Townsite that enables connection between existing identified growth areas and associated infrastructure. 	<p>Support the rezoning of the land to Urban Development zone. A structure plan is required prior to subdivision and should address the following issues:</p> <ul style="list-style-type: none"> • Visual impact • Retention and protection of remnant vegetation and waterways • Stormwater management • Diversity of lot sizes • POS provision • Fire protection • Coordinate planning with DMK14
Ocean Beach Road	DMK 46 (part)	Lot 56 Ocean Beach Rd (D043841)	Unknown	Site is located approximately 300m from Sewer Treatment Plant	Interface with areas of extreme bushfire risk requires further investigation and resolution through the structure planning and subdivision process. Site specific issues including the retention of vegetation on the site to be addressed at subsequent planning stages.	<ul style="list-style-type: none"> • Zoned Rural 	<p>Support the rezoning of the land to Urban Development zone. A structure plan is required prior to subdivision to and should address the following issues:</p> <ul style="list-style-type: none"> • Connection to reticulated sewerage and coordination of servicing, including a wastewater pump station • Creekline preservation and water sensitive urban design • Interface with vegetated areas and management of bushfire risk • Diversity of lot sizes • POS provision
Inlet Drive	DMK73	Lots 2 (D054097) & 210 (DPI44746) Inlet Dr	Unknown	Sewer available approximately 220m from Lot 210. Connection to reticulated sewer and provision of a pump station is required.	Further intensification of land use subject to detailed assessment of bushfire risk in the context of the site, vegetation to be retained on Lot 2 and the interface with adjoining reserved land.	<ul style="list-style-type: none"> • Lot 210 zoned Rural • Lot 2 zoned Residential (Portion R40) and Reserve (Parks & Recreation) 	<p>Site is heavily constrained due to vegetation over Lot 2, however some potential for residential development exists given proximity to Denmark townsite. Key issues to be addressed prior to the development of this site include:</p> <ul style="list-style-type: none"> • Remnant vegetation • Bushfire risk • Connection to reticulated sewer • Interface with adjoining reserve • Land capability

Location	Identifier Number (Regional Land Supply Assessment)	Lots	Indicative Yield *	Sewerage	Bushfire Assessment	Notes	Recommendation
Kemsley Pl to South Coast Highway	DMK45	Lots 1 (D023279) & 617 (DP230743) South Coast Hwy, Lot 621 (DP230743) Harlequin St	140	Sewer available adjacent to development site. Connection to reticulated sewer is required.	Minimal landscape scale bushfire risk constraints to potential and use intensification. Site specific issues including the retention of vegetation on the site to be addressed at subsequent planning stages. Structure plan/ subdivision design to incorporate access via Harlequin St and DMK14.	<ul style="list-style-type: none"> • Zoned Urban Development 	<p>A structure plan is required prior to subdivision and should address the following issues:</p> <ul style="list-style-type: none"> • Visual impact • Retention and protection of remnant vegetation • Stormwater management • Diversity of lot sizes • Foreshore reserve and POS provision • Fire protection • Screen development and restrict access to South Coast Hwy • Coordinate planning with DMK14 • Land capability assessment

Strategies & Actions – Urban Expansion

- Require comprehensive structure planning prior to subdivision and development of residential estates as identified in Figures 1 and 2 (zoned and identified for expansion), including consideration of:
 - Logical coordination with existing and planned/anticipated development;
 - Wastewater management, including connection to reticulated sewerage where required by relevant State policies;
 - Bushfire hazard separation and risk mitigation;
 - Assessment and mitigation of impacts on visual landscapes;
 - Accessibility, including a priority for sustainable transport modes;
 - Achievement of targets for housing yield and diversity;
 - Buffers to agricultural land to protect against issues such as noise, odours and spray drift;
 - Impact on the environment, including a priority to preserve remnant vegetation and downstream water quality;
 - Water management planning, incorporating water sensitive urban design;
 - Ecological sustainability, including assessment against the criteria identified in this Strategy; and
 - Other relevant planning matters, as necessary.
- Improve the consistency of zoning for low-density residential land uses in the local planning scheme and pursue alignment with the State planning framework.
 - Swap the existing Special Residential zone with low-density residential zoning whilst retaining appropriate amenity and land use controls in the local planning scheme.

Map 2



Legend

3.1.4.3 Rural Residential

Rural Living Estates

The Shire's desirable natural features, climate, ecology and secluded coastal location make it an attractive option for the increasing number of people leaving cities and larger towns in the pursuit of a tree or sea change, often with a preference for 'lifestyle' blocks.

Over the course of the last 30-40 years, approximately 1,630 hectares of the Shire's rural land has been subdivided or identified for rural living lots. This has produced about 500 lots in the range of 1-10 hectares in the Hay, Kentdale, Kordabup, Ocean Beach, Scotsdale, Shadforth and William Bay localities.

While the 2011 LPS acknowledged the legitimacy of rural living estates as a lifestyle choice, there is increasing recognition of the impacts of this form of development. In previous years, there has been an uptake and sprawling of rural living estates within the Shire. However, given the amount of land required per dwelling, rural living estates are an inefficient use of land in providing for our community's housing needs.

The designation of land for rural living estates can also result in the loss of land suitable for agriculture and other rural enterprises. While it has been countered that a lack of rural living opportunities results in large agricultural lots being bought for lifestyle purposes, the subdivision of land into smaller parcels results in the irreversible fragmentation of rural land that will reduce the potential for future agriculture.

In years past, rural residential development was pursued to preserve remnant vegetation by attributing value to vegetated areas on agricultural land. As bushfire mitigation requirements have increased this has drastically reduced the amount of remnant vegetation possible to retain within these estates, whilst also resulting in a significant number of properties that have already been subdivided and developed in locations where bushfire risks are inherently higher. This was reflected in the 2011 LPS, which noted that additional zoning or lots within the Landscape Protection zone would not be supported.

Further risks to environmental health may also result from the lack of an adequate compliance mechanism for the maintenance of on-site wastewater disposal systems, which typically results in a higher amount of nutrients in adjacent waterways than is forecast at the establishment of rural living estates.

The development of rural living estates has been supported by land developers who have been granted the opportunity to develop land distant from the townsite with fewer up-front infrastructure costs. The expense of establishing a water supply, wastewater disposal, as well as clearing and developing a home site is commonly passed on to subsequent lot owners, while the ongoing costs of inefficiently used power, road and drainage infrastructure are shared by the community more widely.

These concerns are reflected in State policy which has moved towards limiting the development of further rural living estates.

From a settlement planning perspective, rural living estates are essentially incompatible with the community vision and the objectives of this Strategy to pursue improved sustainability in land use and development. Therefore, the Strategy adopts a position that does not support the rezoning of land for the development of new rural residential estates, beyond what has already been zoned for in TPS3 (as Special Rural and Landscape Protection). This will include removing a number of designations from the 2011 LPS that may have potentially supported rezoning.

In order to seek greater efficiencies from existing zoned land, the Strategy supports infill development within existing Special Rural zoned areas where it can be adequately demonstrated that bushfire risks, environmental impacts and other relevant land use planning considerations can be appropriately addressed. Through the review of the Shire's Local Planning Scheme, the Shire will review existing special rural areas and determine if they have the potential to support additional rural residential infill, as envisaged by this Strategy.

The majority of the Shire's rural residential estates contain few businesses and cottage industries due to a very limited range of permissible land uses. The largely dormitory nature of rural residential estates has resulted in the 'preservation of amenity' being a primary planning concern of many residents, which has inhibited more functional uses of these large lots.

The Strategy recommends expanding land use permissibility to enable more functional and productive uses of rural residential land that are low impact, of a suitable scale, and appropriately located.

Consistency of Provisions

Land use permissibility and development standards within the Shire's Special Rural zone are guided by Special Provisions in TPS3. This has resulted in significant variations between each rural living estate and caused the local planning framework to be confusing and difficult for the community to understand. To align with the model provisions for local planning schemes in the State planning framework, the Strategy supports the zoning of existing Special Rural zoned lots to the Rural Residential zone, and Landscape Protection zoned lots to the Rural Residential or Conservation zones, as appropriate.

The Strategy also supports the consolidation and alignment of land use permissibility and development standards for future Rural Residential and Conservation zones.

Rural Multiple Occupancy

The Rural Multiple Occupancy zone includes several rural landholdings used for cooperative forms of rural residential living. This zone supports rural residential land use with a non-conventional approach to ownership and development – where freehold subdivision does not occur.

The Rural Multiple Occupancy zone has a number of distinctions from other rural living zones that would not be easily merged, and no commensurate zone is contained within the model provisions of the Regulations. The Strategy recommends that areas currently zoned Rural Multiple Occupancy by TPS3 are identified as Rural, and have relevant development standards transferred to the new local planning scheme.

As a rural living land use, the Strategy does not support the expansion of the Rural Multiple Occupancy zone beyond what is currently identified in TPS3. Minor infill development may be considered where relevant planning considerations can be addressed.

Rural Smallholdings

The 2011 LPS proposed the introduction of a Rural Smallholdings zone into TPS3 consistent with the model provisions of the Regulations. This Strategy does not propose the introduction of a Rural Smallholdings zone, recognising that this is not required in order to provide distinctions in land use permissibility for rural lots over/under 40 hectares and that the promotion of additional subdivision to facilitate rural lifestyle lots is not desirable.

Strategies & Actions – Rural Residential

1. Improve the consistency of zoning for rural living land uses in the local planning scheme and pursue alignment with the State planning framework.
 - a) Introduce a Rural Residential zone into the local planning scheme and include landholdings currently zoned Special Rural within the Rural Residential zone.
 - b) Review zoning provisions within the local planning scheme for the Rural Residential zone, supporting appropriate scheme provisions to consider further subdivision where this is necessitated by unique geographic characteristics, and where bushfire risks, environmental matters and other relevant considerations under the planning framework can be addressed.
 - c) The Shire will explore options so that areas currently zoned Rural Multiple Occupancy by TPS3 are identified as Rural, and have relevant development standards transferred to the new local planning scheme through suitable mechanisms.
 - d) In some instances, structure planning may be required for Rural Residential zoned land prior to any proposed subdivision, in order to ensure orderly and proper planning, including the coordination of strategic road connections across multiple landholdings.
2. Acknowledge the inherent conflict of rural living estates with sustainable land use and only support the retention of existing zoned land for this purpose.
 - a) Not support the identification of any additional land for inclusion in the Rural Residential zone.
3. Increase the function and utilisation of land zoned for rural living purposes by providing greater opportunities for small scale businesses and self-sufficiency and supporting increases in density and limited infill development to increase housing yield.
 - a) Consider proposals for infill development within the Rural Residential zone subject to the resolution of land use capability, bushfire risk, environmental impacts and other relevant land use planning considerations.
 - b) Support a wider range of permissible land uses within the Rural Residential zone to promote consistency and encourage the establishment of small scale, ancillary functions such as home businesses, small scale horticulture, cottage industries and tourist accommodation.

3.1.4.4 Availability & Affordability

A recent significant issue has been the availability and affordability of housing in the Shire. This experience has been similar to other regional coastal and 'lifestyle' locations in Western Australia and Australia, resulting from an increase in regional migration since the onset of COVID-19.

While relatively stable in the preceding years, the housing and rental markets in the Shire have experienced a spike in demand since mid-2020. Demand has been significantly higher than the supply of existing properties available and the capacity of the building industry to keep pace, creating increased competition and a surge in housing prices.

With the availability of housing substantially reduced, a significant number of new and existing residents have been forced into insecure housing, homelessness, or leaving the Shire. Due to the lack of housing supply in both the rental and sales market locally, residents with financial capacity are also facing demand-driven pressures.

While the local planning framework has limited ability to address the demand for housing in the region and some of the other broad level issues that influence housing prices, the Strategy has a role to play in ensuring that land for housing is identified and used efficiently to meet the community's needs.

Diversity & Inefficiency

An underlying cause of the lack of housing availability is limited housing diversity and the inefficient use of existing housing stock.

In 2021, the Shire contained an estimated 7,350 bedrooms within 2,453 occupied private dwellings, equating to approximately 1.22 bedrooms for each resident. This does not account for a further 922 unoccupied dwellings. This figure is one of the highest of regional Local Governments in Western Australia and has gradually increased from 1.12 bedrooms for each resident in 1996.

Within the Shire, there is an inadequate number of houses with two bedrooms or less (22.9%) relative to the number of households with one person (29.8%) or two persons (40.6%). This lack of smaller homes requires singles, couples and small families to occupy larger homes than they may need or can potentially afford. This mismatch between housing type and family size means that available housing resources are used inefficiently. This lack of smaller dwellings is also a key influence on the affordability of property, with few small and entry-level housing options available locally.

Some of the factors influencing housing efficiency include demographic change (for example, empty nesters staying in large family homes, young couples investing in a home for a future family), affluence (wealth enabling ownership of houses larger than needed) and region-specific needs (for example, homeowners maintaining rooms for travelling family/visitors).

A key intention of this Strategy is to facilitate the development of a greater range of housing, particularly smaller homes and medium density development. The achievement of this will be challenged by a market preference for three bedroom dwellings, which are considered to appeal to the largest market segment.

This Strategy identifies minimum targets for housing diversity based on achieving a range of residential densities within new urban growth areas.

House Prices

Over the past 15 years, the cost of housing in the Shire has been relatively affordable compared to the Perth metropolitan area, but above the mean for the broader Great Southern Region. This has offset other costs of living that are higher in regional areas, resulting in an overall cost of living within the Shire that has been relatively comparable to metropolitan Perth. Recent increases in the cost of housing are therefore having a significant bearing on the overall cost of living within the district.

Recent figures from the Real Estate Institute of Western Australia (REIWA) suggest relatively stable housing prices between 2017 and 2020 and a marked jump in the median price in 2021.

Residential rental prices were relatively consistent over the 2014 to 2018 period; however, recent figures suggest a current median rent of \$420 per week.

For more information refer to Section 7, in Part 2 of this Strategy.

Constraints to Supply

The supply of additional housing has been constrained by limited capacity within the local residential building industry, little land development activity, and materials shortages being experienced across Western Australia. Developing land and building homes within the district comes at a higher cost than in other larger markets that are faced with fewer topographical and servicing constraints, lower transport costs and greater economies of scale.

While a sufficient supply of land zoned for development has been maintained within the local planning framework, current wastewater and bushfire planning requirements introduced by the State Government have proven a substantial constraint to development. It is broadly noted that the standard of housing and urban development has progressively increased in Australia for several decades, and while changes to building and planning requirements have generally improved quality of life and reduced risk this has also contributed to increased housing costs.

While many of these matters are outside of the control of this Strategy, relevant actions are proposed to help to address some of the broad issues that are limiting housing availability and affordability.

Holiday Homes

The prevalence of both commercial and private holiday homes is often criticised within the community as exacerbating housing supply issues. This typically relates to the impact of additional competition in the housing market, the consideration of 'empty' houses when a local housing need exists, and negative perceptions associated with affluent second home owners that are absent from the community.

The Shire estimates that there are between 120 and 140 commercially operating holiday homes within the Shire, a number that is unlikely to have a significant impact on the overall availability of properties for residential use. It is noted that a small number of properties switch between long-stay residential tenancies and seasonal short-stay businesses, a practice that can have a direct impact on residents and is likely to be escalating concerns about the broader impact of holiday homes.

Privately used holiday homes also make up a significant portion of the Shire's housing stock, and the majority of unoccupied dwellings in the Shire. While the proportion of overall housing used as private holiday homes has remained relatively consistent, anecdotal reports of an increase in demand over the past two years may have contributed to overall housing market pressures. The high proportion of private holiday homes that remain vacant for the majority of the year represents an inefficient, inequitable and unsustainable use of resources and the Shire's housing stock. This detracts from an area's vibrancy, affordability and sense of community, and forces full-time residents to compete with private holiday home owners and prospective purchasers who don't reside in the Shire, for access to the Shire's limited housing stock. As the Shire does not currently have the ability to distinguish between privately used holiday homes and permanent residences within the planning framework, the Strategy supports further investigation into how these distinct land uses can be categorised.

Further discussion on holiday homes is included within Section 3.2.5.4 of this Strategy.

3.1.4.5 Housing Forms

The Strategy supports the development of a diversity of housing forms to improve affordability and encourages innovations in building design and tenure.

Aged Housing

The community is supported by aged housing and care services located within the Denmark townsite, with a wider range of accommodation and healthcare facilities throughout the broader Great Southern region. Due to the relatively high proportion of residents over 60 years of age within the Shire there is likely to be a significant increase in demand for aged housing and care facilities in the future. The development of a greater diversity of housing will provide more options for independent seniors than currently exists, while infill housing could facilitate opportunities to provide a greater amount of low maintenance and disability friendly housing options to enable ageing in place.

The Strategy supports the development of additional aged housing and care facilities in highly accessible locations in close proximity to community services. The Residential Design Codes provide concessions to incentivise this form of housing within residential areas. These are not generally preferred land uses at the urban fringe and are not supported in the Tourism and Rural zones as they are considered vulnerable land uses.

Key Worker Accommodation

Recent housing market pressures have reduced available options for accommodating employees working in a variety of industries, with flow on effects for community services and businesses when critical roles cannot be filled. Some businesses that have been unable to find housing to accommodate staff have consequently had reduced capacity to deliver services, particularly during peak visitor seasons.

The Shire's Sustainable Tourism Strategy identifies recent challenges in attracting and accommodating seasonal workers to support the tourism and hospitality industry sectors. The attraction of workers to seasonal roles is an industry-wide issue, influenced by limited work security and relatively low wages. However, housing for seasonal workers can potentially be accommodated in different ways to permanent residents.

Planning provisions enable the development and use of accommodation for staff in several ways, with assistance provided by recent relaxations for ancillary accommodation and the tourism length of stay provisions proposed in this Strategy.

Small Dwellings

Recent changes to the Residential Design Codes have removed the requirement for dwellings to be eligible for certain site area concessions to apply only to single bedroom dwellings. The removal of the single bedroom limit means that two-bedroom dwellings can be eligible for site area concessions, provided they still meet the maximum internal floor area of 70m² and other requirements under the R Codes.

The local planning framework supports the development of small dwellings in any zone where a single house may be developed, in accordance with relevant development standards.

Ancillary Dwellings

Ancillary dwellings (commonly referred to as granny flats) provide for the expansion of residences and the development of small-scale dwellings as an additional form of housing. This supports extended families, multi-generational households and provides increased availability of small dwellings within the rental market. Unlike a grouped dwelling, an ancillary dwelling generally cannot be subdivided from the main residence and is limited in the maximum allowable floorspace.

The local planning framework supports the development of ancillary dwellings in any zone where a single house may be developed, in accordance with relevant development standards. Recent changes to TPS3 and the introduction of accompanying *LPP 49: Ancillary Dwellings* have provided greater opportunities to develop ancillary dwellings and have enabled their use by non-family members. Further changes to optimise these opportunities may be considered on merit.

Tiny Homes on Wheels

Similar to caravans, Tiny Homes on Wheels (THOW) are constructed on a trailer. Utilising traditional house building techniques and materials, they are built to last longer than caravans and offer increased comfort to the occupants, being similar in character to traditional homes.

Within the community, THOW's are increasingly becoming viewed as a form of long-term transportable housing, particularly given the context of declining housing affordability and rental shortages. THOW's allow for the separation of land and home ownership, offering an affordable and flexible housing form that is capable of being moved periodically.

Allowing land owners to rent space to a THOW dweller is a quick and cost-effective way to increase rental supply for certain demographics, subject to meeting appropriate minimum standards regarding aesthetics, services, safety and environmental impact. For example, research indicates that single women over 50 are at a particularly high risk of homelessness in Australia and are also the demographic group most interested in occupying a THOW.

This Strategy generally supports the use of THOW's for permanent residential use and tourist accommodation, subject to compliance with applicable regulatory requirements.

Flexible Infill

The application of the Residential Design Codes through local planning schemes has historically encouraged the development of uniform lot and house sizes. To enable infill development, support the retention of existing homes and promote housing diversity, the Strategy proposes to relax the Residential Design Codes minimum lot sizes within residential areas. Allowing the creation of smaller lots in existing residential areas will increase housing yields by providing additional opportunities to construct smaller homes, without the demolition of existing dwellings. The development of smaller homes on individual titles will also improve the affordability of the Shire's housing stock, providing more one and two bedroom homes that are well-suited to singles, couples and small families. Small homes also offer significant potential to achieve reduced ecological footprints through efficient use of land, building materials and energy. Further discussion on the environmental implications of housing design and size is included in Section 3.1.7 of this Strategy.

Converted Dwellings

The adaptation of existing single houses into grouped or multiple dwellings can produce an affordable form of infill housing that has minimal impact on the streetscape and a reduced environmental footprint. The Strategy recommends a review and clarification of regulatory constraints to understand how this outcome can be better facilitated, noting that limitations exist in the Building Code of Australia, TPS3 and potentially other State regulations. This may be assisted by introducing variations to ancillary dwelling requirements.

It is also recognised that non-habitable structures such as shipping containers and sheds are sometimes converted into homes. The local planning framework should provide guidance and development requirements to ensure the appropriate management of potential amenity impacts.

Affordable Housing Schemes

The State Government supports a range of programs aimed at delivering affordable housing under the WA Housing Strategy 2020-2030. In some cases, the planning system can be used to enable the development of targeted affordable housing schemes. For example, the Residential Design Codes provide for discounts on standard development requirements to support the development of aged housing. A successful initiative such as this could potentially be used to promote other forms of affordable housing.

Co-operative Housing

There are several existing examples within the Shire of co-operative housing developments where ownership is shared, as an alternative to more common housing development formats. Using shared resources, housing co-operatives can potentially enable greater access to housing, provide cost savings and improve social capital. The Strategy supports the development of housing co-operatives as a part of the development of future housing within the district.

Social Housing

The Strategy encourages the development of social and transition housing within the Shire, providing opportunities for a diverse range of housing needs. As the Shire's population continues to grow so will the need for the complete spectrum of housing options within the local area. The Shire will work with State agencies and not-for-profit organisations to enable delivery wherever possible.



Strategies & Actions – Housing

1. Support the development of a diverse range of housing types to improve affordability and encourage innovations in building design and tenure.
 - a) Require new and revised structure plans for residential growth areas to demonstrate alignment with the following aspirational housing diversity targets:
 - i. A minimum of 10% of total housing lots are high density (R60 or above).
 - ii. A minimum of 25% of total housing lots are medium density (R30 to R60).
 - iii. A minimum of 25 dwellings per hectare net residential density.
 - b) Investigate the potential introduction of scheme and/or LPP provisions to:
 - i. Incentivise the development of one and/or two bedroom dwellings and affordable housing schemes.
 - ii. In consultation with the community and DPLH/WAPC, investigate the opportunity to legitimise the use of tiny houses on wheels as a form of permanent residential accommodation and tourist accommodation.
 - iii. Incentivise the development of high quality infill housing development.
 - c) Support proposed initiatives and the development of:
 - i. Low maintenance and disability friendly housing options that enable independent seniors to age in place.
 - ii. Aged care facilities within the Denmark townsite (only).
 - iii. Tourism-led initiatives developing dedicated key workforce housing.
 - iv. Co-operative housing and other innovative forms of tenure and housing development.
 - d) Review regulatory constraints to the adaptation of existing single houses into grouped or multiple dwellings.
 - e) Review the local planning framework to minimise or remove approval requirements where appropriate and continue to improve the efficiency of the approval process.
 - f) Advocate for the provision of crisis services and transition housing in the Shire to support residents experiencing insecure housing and homelessness.
 - g) Advocate that the State Government assesses the housing affordability implications of all proposed changes to planning policy.
 - h) Work with the land development and building industries to understand cost and regulatory constraints, and consider opportunities to promote housing affordability.

3.1.5 Built Form, Design & Character

The design and form of buildings and the way that they interact with the street plays a significant role in our experience of a place. The style and characteristics of a building should also be sensitive and contribute to the existing character of the local area.

Built form typically varies according to locally available materials, climate, consumer demand and the common building practices of the day. Timber was once the predominant building material throughout the Shire. However, more recently there has been a relative consistency with broader State-wide building trends and styles. As a result, a diverse range of building styles and materials used can be seen throughout the district, and although some streets have a common character, there is no single distinct architectural style across the urbanised areas within the Denmark townscape or the Shire more broadly.

This Strategy supports a diverse range of design style or character throughout the Shire. The majority of responses received during community consultation emphasised the importance of the 'village atmosphere', as well as 'natural', 'green' and 'wild' elements being the key desirable elements of the Shire's built form and character.

This Strategy adopts the ten design principles outlined in the *SPP 7 – Design of the Built Environment* as the basis for the assessment of new development proposals and the preparation of more detailed guidance within the local planning framework. The implementation of design review practices as proposed by SPP 7 may be considered should the need arise, while the Shire may refer major development proposals to external, independent professionals to assist with design assessment.

3.1.5.1 Denmark Town Centre

The Denmark Town Centre retains a traditional 'main street' environment and development is typically small scale, with a sense of 'village feel' supported by retained heritage buildings and a relative lack of franchise retailers. The experience of this environment plays a very significant role in its success in attracting visitation.

The Town Centre maintains relatively low-scale built form, with few buildings above three storeys in height and a majority being one or two storeys. Some buildings have utilised natural slopes to increase building height without increasing the visible size and bulk when viewed from the street. The relative height of karri trees and natural topography surrounding the Town Centre also serve to reduce the visual prominence of larger developments within the wider landscape. The cumulative effect of this supports the retention of the 'village feel' experienced in the Denmark Town Centre.

While this Strategy discusses principles for development, it also acknowledges that appropriate height limits may be site specific and should be investigated in more detail as part of the strategies and actions listed below. It is also desirable that built form is sufficiently flexible to accommodate changing land uses over time.

Although the Town Centre does not demonstrate a consistent architectural style, common design elements include the prevalence of awnings and verandas, front façade parapets, and buildings up to front lot boundaries. A more detailed assessment of urban design and form may be undertaken to inform the preparation of urban design guidelines for built form within the Town Centre, in order to promote new development in a manner sensitive to existing character. Desirable characteristics on main street frontages generally reflect existing development form, including zero lot setbacks, highly active shopfronts, connected awnings, and human scale at street level.

Heritage buildings within the Town Centre provide landmarks and contribute significantly to identity and character, and their retention and enhancement should therefore be prioritised. Section 3.1.8 of the Strategy identifies the need to preserve and enhance heritage buildings, an important part of retaining character within the Town Centre.

The Town Centre benefits from attractive surroundings, with public reserves maintaining a strong sense of the natural environment. This includes parklands along the Denmark River, providing space for formal and informal public activities. The Strategy supports the development of stronger connections between these parklands and the remainder of the Town Centre. The preparation of an enhancement and activation plan for the Town Centre Planning Area will allow for improvements to public spaces and infrastructure to be explored in greater depth.



Pedestrian Environment

Through preliminary consultation for this Strategy and the Strategic Community Plan, our community expressed a strong desire to improve the pedestrian environment within the Denmark Town Centre. Upgrades to road infrastructure and public spaces are possible avenues to enhance pedestrian movement.

Strategic improvements to the Town Centre's streetscapes and pedestrian environment have the potential to reduce the dominance of cars and car parking areas on main streets. The Strategy supports the gradual relocation of longer stay car parking toward the periphery of the Town Centre, retaining short term parking and parking for persons with a disability in prominent locations.

Additionally, future land use and development proposals within the Town Centre should facilitate a more positive pedestrian experience and provide universal access, reducing the dominance of vehicles. As such, land uses that rely on direct vehicle access are considered inappropriate within the core of the Town Centre. This will be addressed by prohibiting drive-through facilities and limiting inappropriate land uses within the Commercial zone.

Improved pedestrian experience will be investigated through more detailed planning for the Town Centre Planning Area. Each of these considerations requires a high standard of design for any new development within the Town Centre, consistent with the ten design principles identified in SPP7.

Strategies & Actions – Denmark Town Centre

1. Promote a high standard of built form design within the Denmark Town Centre that maintains the main street environment, ‘village feel’ and existing sense of character, while acknowledging contemporary needs.
 - a) Complete a detailed urban design assessment for the Denmark Town Centre to inform the preparation of an enhancement and activation plan for public realm improvements and a LPP for urban design guidelines to seek to protect, maintain and enhance the character and identify of the Denmark Town Centre. Include consideration of:
 - i. Architectural principles for building design in keeping Denmark’s ‘village’ character.
 - ii. Increased density and height limits that respond to topography.
 - iii. Human scale and interaction at street level.
 - iv. Visual presentation on landmark sites.
 - v. Minimising the visual impact of commercial signage.
 - vi. Interpretive guidelines and design palette for infrastructure and public works to reflect local environment, values, and culture.
 - vii. Heritage.
 - viii. Laneways.
 - b) Assess all new development proposals against the ten design principles of *SPP 7 – Design of the Built Environment* and promote best practice in building design.
 - c) Identify improvements to public reserves, streetscapes, laneways, and car parking, as part of the preparation of a Town Centre Enhancement and Activation Plan, promoting the connection of the Town Centre to the Denmark River parklands.
 - d) Prioritise pedestrian movement and universal access as streetscapes are progressively upgraded, identifying priority improvements as part of the preparation of a Town Centre Enhancement and Activation Plan.
 - e) Support improvements to the portion of South Coast Highway within the Town Centre that will improve the pedestrian environment and retain the ‘village’ character.

3.1.5.2 Residential Areas

Within the Denmark townsite, there is a range of residential areas with low to medium density housing. These areas vary in character according to the environmental conditions and era of development, resulting in different lot sizes, housing styles, construction methods and earthworks, and the retention of remnant vegetation. While there is relative consistency in housing type, there is no uniformity in architectural style or building materials.

Over time, the size of residential lots has reduced and the size of new houses has increased. This has been a result of consumer demand, building industry practices and State Government policies. It means the typical ‘suburban’ area of 2021 has a very different character to those developed in decades prior. Reductions in yard space, privacy and remnant vegetation are factors often cited as negative outcomes of development that reflect the current format. Conversely, contemporary design has increased the efficiency of land and promoted improved walkability, POS and stormwater management.

The design and development of residential areas are largely governed by the State’s policy framework, which aims to promote consistency across the State and accommodates only limited discretion at a local level. As these policies continue to evolve and seek to address previous shortcomings, the Strategy supports efforts to optimise their use to achieve preferred design outcomes within the Shire.

This Strategy acknowledges the potential for conflict between a desire to maintain the existing character of Denmark townsite and support for consolidation and infill development. Ensuring that new development is of a high standard and does not detract from existing streetscapes is critical to achieving community support, creating an urban environment that still reflects desired values, and accommodating future housing needs.

Key issues include:

- **Remnant vegetation** – residential and urban growth areas within the Shire are fortunate to contain a high proportion of remnant vegetation, particularly within road and public reserves. In combination with the natural topography, this has preserved the dominance of trees within the skyline and a strong sense of the natural environment, even from within highly developed areas.
- **Earthworks** – the creation of new residential lots can involve bulk earthworks that rely on ‘cut and fill’ retaining,

effectively creating terraces on sloped land. This has a higher level of impact on the natural landscape, increases the loss of remnant vegetation, and can increase the cost of land development (and therefore housing affordability).

- **Retention of existing homes** – within any streetscape the retention of existing development helps maintains character. Supporting this outcome while providing for new development may require greater flexibility in design. This is particularly important in areas with a significant proportion of heritage listed and older character homes.
- **Garages** – as double garages have become more common and lot sizes reduced, garages are becoming an increased proportion of streetscapes. This limits building design outcomes, minimises passive surveillance and reduces interactions between homes and the street.

Strategies & Actions – Residential Areas

1. Support new and infill residential development that achieves the desired streetscape values and maintains a high level of amenity.
 - a) Implement the new Residential Design Codes Volume 1 to improve the standard of design of development.
 - b) Investigate options for subdivisional design to provide for tree planting within road reserves.
 - c) Investigate LPP provisions that vary the Residential Design Codes to increase required deep soil areas and landscaping requirements.
 - d) Incorporate desired ecological linkages and visual buffers as identified in structure plans.
 - e) Promote reduced ‘cut and fill’ retaining within residential subdivision and retain natural features of the landscape where site conditions allow.
 - f) Investigate opportunities to incentivise the retention of existing dwellings as part of zoning provisions within the local planning scheme to support infill development.
 - g) Encourage consideration of ‘cottage lot’ subdivision design, tandem parking and other alternative design measures to reduce the prevalence of garages on street frontages.
 - h) Investigate local variations to the Residential Design Codes to reduce the prevalence and visual impact of garages on residential street frontages.
 - i) The proposed subdivision of a Residential lot adjoining a laneway should provide a frontage to the laneway where practical, to avoid the creation of battle-axe lots.

3.1.5.3 Building Materials

The Shire’s TPS3 identifies standards for external building materials in several Special Residential and Special Rural estates where reflective glare is a potential concern and/or development may be visually prominent within a sensitive landscape.

These requirements are generally consistent in intent but should be better clarified by aligning related terminology within a new local planning scheme and updated set of LPP’s. Revised provisions should be clear in the need to address potential impacts but avoid directing architectural style or unnecessarily inhibiting personal design choices.

It is also recommended that a standard suite of policy provisions is prepared for all areas considered to have significant visual landscape values to promote consistency in approach.

Strategies & Actions – Building Materials

1. Manage the use of building materials where necessary to avoid reflective glare or reduce the visual impact of development within sensitive landscapes.
 - a) Align policy provisions and definitions for non-reflective and external building materials within a LPP.



3.1.5.4 Public Art & Interpretive Materials

Interpretative materials may be provided as signage or produced in a range of other formats, including integration with artworks. They provide an opportunity to share historical accounts, local stories and cultural perspectives relating to historical buildings or sites, points of interest, environmental features or other displays.

Consideration of the design and placement of artworks and interpretive materials in public spaces is necessary to ensure they provide best value and support consistent themes within the district. Planning approval may be required in some circumstances; however, a non-legislative approval process may also be considered by the Shire to support the appropriate development of artworks and interpretive materials in public spaces.

The Shire currently maintains a LPP that requires the provision of public art within substantial development proposals and guidance for how this is to occur. The Strategy recommends a review of this policy to ensure alignment with Shire plans and strategies for cultural development, as well as seeking to pursue best practice in the management of development contributions.

The provision of public art, heritage interpretation, wayfinding and other visual amenity improvements are relevant considerations for the preparation of an enhancement and activation plan for the Denmark Town Centre.

Strategies & Actions – Public Art & Interpretive Materials

1. Support the development of artworks and interpretive materials in public spaces that reflect community values.
 - a. Review LPP provisions relating to public art to improve outcomes and align the collection of financial contributions with best practice.
 - b. Consider the preparation of a plan for the development of public art, heritage interpretation, wayfinding and other place-making improvements as part of an enhancement and activation plan for the Denmark Town Centre.
 - c. Investigate the introduction of an approval process for the development of artworks and interpretive materials in public spaces.
 - d. Review the Shire's Interpretive Guidelines to provide contextual and sympathetic outcomes for the use of colours and materials in the design of public spaces, infrastructure, and signage.

3.1.5.5 Commercial Signage

A key component of the maintenance of visual amenity across the Shire is the appropriate management of commercial signage. The proliferation of commercial signage can create visual clutter, traffic hazards, detract from predominantly natural landscapes and create a sense of over-development.

This Strategy asserts that without regulation, key community values could potentially be compromised by excessive, poorly designed and inappropriately located signage.

While the Shire maintains local planning scheme and policy requirements that address the development of signage, it is recommended that provisions are reviewed to ensure relevance, clarity of guidance for proponents, and alignment with the Visual Landscape Evaluation prepared in support of this Strategy. This would be assisted by a coordinated public information program to promote an understanding of policy rationale and practice.

Strategies & Actions – Commercial Signage

1. Mitigate the impact of commercial signage on visual amenity across the district.
 - a) Review local planning scheme and policy requirements for signage to ensure clarity, relevance and alignment with the preservation of visual landscape values.

3.1.6 Rural Planning

3.1.6.1 Rural Settlements

Nornalup, Bow Bridge and Peaceful Bay are identified in the 2011 LPS and the Lower Great Southern Strategy (2016) as rural villages, potentially accommodating additional population and limited local services. This Strategy recommends that further development is considered in Nornalup only, with Peaceful Bay retained as a tourism node and no further development progressed at Bow Bridge.

This approach recognises that focussing potential growth within a single settlement is more likely to promote self-sufficiency, while supporting the viability of developing utility services and community facilities. Self-sufficiency is likely to be challenged by services remaining in Denmark and Walpole, requiring residents to travel to access employment, health, education and general commercial services. In addition, the viability of local services can be undermined by a predominance of unoccupied dwellings (56.8% Nornalup and 89.8% Peaceful Bay (ABS 2021)). Trends towards the online delivery of services, working from home, and sustainability improvements in transport will be influential.

Recent changes to SPP's also represent significant constraints to the development of each of these rural settlements. The major changes that most significantly impact the viability of progressing the intensification of the three settlements relate primarily to servicing requirements, environmental protection and bushfire prone areas.

All of the existing and proposed rural settlements are without a reticulated sewerage service and are within a designated 'sewerage sensitive area' under the government policies in regard to sewerage. On the basis that this Strategy does not support the designation of additional land for low-density residential or rural residential subdivision, the establishment of a reticulated sewerage service is therefore a pre-requisite for further development. This could be considered in the form of a system that is operated by a water service provider and licensed by the Economic Regulation Authority.

Nornalup

Nornalup is an existing settlement of approximately 80-85 lots and minor community facilities located on the South Coast Highway, on the eastern side of the Frankland River, at the western extent of the Shire. Nornalup has a high level of visual amenity owing to its riverside location, elevated land and proximity to the Walpole-Nornalup National Park. Nornalup is approximately 9.5km from the Walpole Townsite (within the Shire of Manjimup) which provides access to a range of services.

Nornalup has the strongest attributes of the proposed rural settlements to accommodate and benefit from additional development. The proximity of Walpole provides a reasonable level of access to established community services, while the proximity of the Frankland River, Valley of the Giants and other attractions within the Walpole-Nornalup National Park provide a high level of tourism activity and amenity.

Consultation during the preparation of this Strategy indicated a strong level of interest from local residents and landowners to see Nornalup grow its population, with cleared rural landholdings to the south and east to be considered to provide opportunities for additional housing.

The Nornalup Character Study, prepared in 2011, provides guidance for potential future development for the Nornalup area. Some recommendations are relevant to consider in the preparation of a new local planning scheme, some within any future concept or structure planning, and others require review in light of recent changes to SPP's.

The zoning of additional land along the South Coast Highway to facilitate the development of commercial businesses is supported by this Strategy, subject to appropriate investigation into need and demonstration of demand. Future planning should also identify land for tourism-oriented development in a prime location to enable the development of accommodation and/or attractions at an appropriate scale.

It should be noted that the Nornalup townsite is currently unsewered and is entirely located within a sewerage sensitive area, as designated under the State policies in regard to sewerage. Comprehensive concept planning and detailed investigation of servicing requirements is necessary to demonstrate that expansion of the Nornalup Townsite can occur in a safe and environmentally sustainable manner, and to determine the appropriate number of potential new residential lots.

Peaceful Bay

Peaceful Bay is a small coastal settlement situated approximately 50km west of the Denmark townsite and is comprised of approximately 49 freehold lots, 203 leasehold sites, a 130-site caravan park, chalet development and a number of community facilities. Although few permanent residents live in Peaceful Bay, the seasonal population can reach over 1,500 people.

Further development of Peaceful Bay is limited by bushfire risk and access constraints, a lack of adequate utility services, the extent of remnant vegetation and the lack of (or distance to) community and commercial services. In addition, preliminary consultation for this Strategy indicated a community desire to retain Peaceful Bay largely as it is.

In 2000/01, a structure plan was adopted to guide the potential expansion of Peaceful Bay up to approximately 700 lots, including additional tourism development. Since then, changes in SPP's have rendered this structure plan obsolete, while community expectations around the amount of clearing this plan would have resulted in have also shifted.

In 2010, a study was undertaken into the potential provision of services and infrastructure in Peaceful Bay, including alternatives to traditional infrastructure. This recommended the installation of a reticulated wastewater service and the reuse of treated wastewater as key outcomes, with the need to explore potential funding mechanisms to provide capital funding.

In 2014, a feasibility study was undertaken to assess the conversion of leasehold lots to freehold, providing funding for the development utility services. This proposal was voted against by the Peaceful Bay community and the existing leasehold arrangement has been maintained, which limits potential permanent occupancy within this area.

The historic and aesthetic value of the leasehold settlement is recognised, with the Peaceful Bay Conservation Plan Development Guidelines adopted in 2004 to guide the preservation of this special character.

Recognising the considerable constraints and acknowledging the community's desired direction, this Strategy identifies the settlement as a 'tourism node' given this more appropriately reflects its current use. This supports the retention of tourism and residential land uses to the existing extent, while supporting efforts to optimise recreation assets and improve utility infrastructure.



Bow Bridge

Bow Bridge is a rural locality approximately 40km west of the Denmark townsite. A roadhouse has existed at the junction of South Coast Highway and Valley of the Giants Road since the 1960s, while several tourist attractions are clustered within the vicinity. Bow Bridge is a short drive from regional attractions in Peaceful Bay and the Valley of the Giants.

In 1999, a structure plan was prepared to explore the concept for a potential village at Bow Bridge, based on the initial development of unserviced rural residential lots. This proposal was without the support of detailed investigations, and issues were subsequently identified with servicing infrastructure, remnant vegetation protection, bushfire risks, land capability, highway access, waterway management and flooding that remained unresolved. A study of flood risk in 2009 and contemporary expectations of the retention of remnant vegetation substantially reduces the potential area available for development.

This Strategy does not support any future proposals for a new settlement at Bow Bridge, acknowledging that there is no considered need and that pursuing this outcome would potentially detract from the viability of development at Nornalup.

Strategies & Actions – Rural Settlements

1. Identify Nornalup as a 'rural village' and support the potential future expansion of the Nornalup Townsite subject to more detailed investigations:
 - a. Any proposed amendment to the local planning scheme to accommodate potential expansion of the Nornalup Townsite is to be accompanied by a detailed Concept Plan.
 - b. Investigations into the potential expansion of the Nornalup Townsite should address the provision of reticulated sewer and access to community and commercial services, including potential funding mechanism.
 - c. Consider the recommendations of the Nornalup Character Study (2011) for all planning processes relating to Nornalup, including the preparation of a new local planning scheme, structure planning, and development and subdivision assessment.
 - d. Identify dedicated site/s for the development of tourist accommodation and/or attractions within planning for the expansion of the Nornalup Townsite. Dedicated tourism sites should demonstrate a high level of achievement against recognised tourism attributes and be located within or adjacent to the Townsite.
2. Identify Peaceful Bay as a 'tourism node' and support low-key residential and tourism development within its existing extent.
 - a. Not support further expansion of Peaceful Bay, acknowledging that the existing extent of development is the preferred outcome at this time.
 - b. Support low-key development within Peaceful Bay that is sensitive to historic and aesthetic values and consistent with the Peaceful Bay Conservation Plan Development Guidelines (2004).
 - c. Investigate potential mechanisms to fund the provision of reticulated potable water and wastewater services to Peaceful Bay.
 - d. Support the development of recreational facilities and infrastructure at Peaceful Bay that enhance its function as a coastal tourism node.
3. Not support further investigation into the establishment of a settlement at Bow Bridge, retaining this area as a rural locality.
 - a. Recommend that the designation of Bow Bridge as a 'rural village' is removed from the Lower Great Southern Strategy at the next review.

3.1.6.2 Rural Land Uses

The Shire has a diversity of rural land uses and issues. Extensive parts of the Shire remain as uncleared remnant vegetation, including State Forests, National Parks and a significant proportion of private land. On cleared land, agriculture and horticulture are the most common land uses, with tree plantations, extractive industries and residential lifestyle lots also evident. The district is also fortunate to contain some of the most picturesque rural landscapes within Western Australia, supporting the operation of a mix of tourism accommodation and destinations.

The district's rural areas should generally be used for agricultural production, while providing for a range of rural pursuits which are compatible with the capability of the land and which also retain the rural character and amenity of the locality. In the appropriate circumstances, rural areas can also provide opportunities for non-agricultural land uses which are not detrimental to agricultural productivity, landscape values, or environmental conservation.

This section seeks to provide direction for some of these rural land uses, acknowledging the unique demands and sometimes competing interests between these varying land uses.

The preservation of ecological values is addressed in Section 3.3 and tourism is further discussed in the Section 3.2.5.

Agriculture & Food

The Shire receives relatively high annual rainfall and has a range of soil types, supporting opportunities for a wide range of agricultural pursuits within the Shire. The largest single type is beef cattle farming, which accounted for the largest employment industry at the time of the 2016 Census. Other common agricultural land uses include feed production, horticulture and viticulture, animal husbandry, and rural processing at both cottage and industry scales.

While these land uses will continue to change over time according to market and industry trends, there is a State-wide need to preserve land for agricultural production in order to maintain food security. This is driven by population growth within the State, concerns about the resilience of our food production systems within Australia, and growth in global demand for high quality foods.

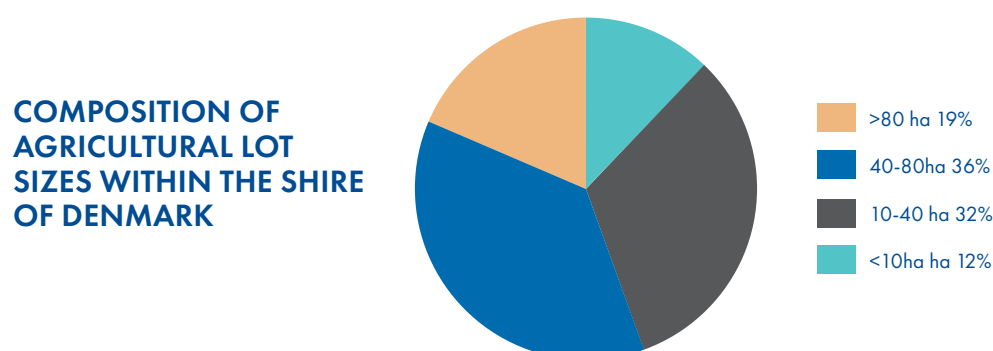
Many forms of agricultural production have adapted in order to remain viable within changing markets – some have increased in scale, some have sought to add-value through processing, and others have diversified outside of agriculture. The Strategy seeks to maintain a local planning framework that accommodates these varying directions, providing that food production remains the primary land use.

The district has a high capability for a range of more intensive agricultural pursuits, often with the potential for 'value adding' through processing and tourism. Value-adding may involve, for example, an existing dairy adding on a cheese-making business and farm-gate shopfront. The Shire has a number of existing examples of successful businesses, and further co-location will enhance the district's reputation, tourism market and production/processing capacity. This has the potential to result in the intensification of land use in rural areas and become a key driver of economic growth.

Preserving Land for Agriculture

Rural zoned land within the Shire is highly fragmented, with a significant portion having been subdivided since the 1980s to create rural living lots. Almost half of all rural landholdings are under 40 hectares in size as shown in Figure 3.

Figure 3: Composition of Agricultural lot sizes within the Shire of Denmark



There is currently a wide variety of lot sizes within the Rural zone and therefore a suitable range of rural properties that can potentially support the establishment of agriculture and other rural pursuits. This diversity demonstrates that there is no need to further subdivide rural land to enable business opportunities, and existing rural lot sizes are therefore not considered a precedent for further subdivision.

The further fragmentation of rural land also poses a threat to the long-term viability of agriculture and food production. Fragmentation makes the assembly of land for viable farming enterprises more difficult, while smaller rural lots are also more vulnerable to demand from buyers seeking 'lifestyle' opportunities without the intention or ability to realise commercially viable food production. Rural living estates can also consume potentially productive rural land and cause issues at the interface between residential and agricultural land uses.

Current rural land values in the Shire are relatively high compared to surrounding regions, with anecdotal evidence of continuing strong demand for farming properties. Demand for 'lifestyle' properties has the effect of pushing up the price of rural land, particularly smaller and more visually attractive properties. The Strategy does not support the creation of additional rural living estates as an approach to addressing this demand as this facilitates the further fragmentation of rural land. While some portion of rural land may be owned and used for residential purposes, retaining large lot sizes preserves the opportunity for future agricultural production.

The 2011 LPS proposed the introduction of a Rural Smallholdings zone into the local planning scheme. In order to maintain consistent land use permissibility between rural lots over/under 40 hectares and to avoid the potential further subdivision of rural land, this Strategy does not propose to introduce a Rural Smallholdings zone into the Shire's local planning scheme.



Priority Agricultural Land

While it is possible to identify land with more favourable attributes for agriculture, all of the Shire's agricultural land is considered important and worthy of protection. Only in locations where the Strategy identifies the need for rural land to make way for a specific alternative use (for example, expansion of the Denmark Townsite) should this be compromised.

While this Strategy recommends consistent zoning provisions across rural land, the Shire may consider the State's designations of priority or high quality agricultural land as part of discretionary decision making. For example, the establishment of large scale tree plantations on priority or high quality agricultural land may not be considered appropriate, or the Shire may support the re-establishment of pastures after completion of an extractive industry (rather than revegetation).

Agricultural Impacts

The district's climate and rainfall make it potentially desirable for forms of intensive agriculture such as horticulture, viticulture, fodder production, market gardens and turf farms. Management of the potential environmental impacts of these land uses needs to be considered, particularly the potential for nutrients, pesticides and herbicides to contaminate land or waterways offsite.

Aquaculture within the Shire has the potential to grow given the water bodies of Wilson Inlet and Irwin Inlet and the various bays within the Southern Ocean. Land based aquaculture farms are dependent upon good water supplies, sufficient land area and areas in which water can be disposed of after final treatment. Aquaculture activities need to be considered in terms of conflict with other land uses, environmental concerns, infrastructure requirements and access to roads.

Animal husbandry is the breeding and keeping of animals on an intensive basis, including cattle feedlots, piggeries, poultry farms and other similar land uses. These uses can create noise, odours and concentrated effluent, and are more appropriately located some distance from residential areas and other sensitive land uses. A detailed assessment of environmental impacts and compliance with relevant standards will be required for all proposals.

Relevant codes of practice for all forms of agriculture should be implemented through the assessment of planning applications and considered for adoption within planning policies where appropriate.

LPP's should also provide guidance on the appropriate level of information and assessment for agricultural pursuits according to their scale, removing unnecessary approval requirements for low impact cottage industries and horticulture, while promoting best practice management.

Management of the potential environmental impacts of these land uses needs to be considered, particularly the potential for nutrients, pesticides, and herbicides to contaminate land, waterways, or wetlands offsite, and of native fauna habitat loss and secondary salinisation.

Climate & Water

Climate change is already impacting the viability of agricultural land uses across the State, which could potentially lead to changes in the type and intensity of agriculture present within the Shire. A reduction in rainfall reliability may result in some agricultural land uses moving into districts where rainfall and temperatures are more favourable. This likelihood increases the importance of maintaining all potentially productive rural land within the Shire as an important resource for food security within the region and further afield.

The availability of water to support agriculture is also likely to become a critical issue should trends toward declining rainfall continue, with the need for water storage on farms potentially conflicting with landscape values and environmental water needs. This Strategy proposes to investigate ways to reduce the establishment of dams intended primarily for aesthetic purposes.

The presence of remnant vegetation also needs to be maintained and afforded a level of protection as it assists in maintaining the surface and subsurface quality of the water, preserving productive soils, and directly capturing carbon emissions from agriculture.



Strategies & Actions – Rural Land Use

1. Recognise the importance of preserving all rural land for agricultural production in order to maintain regional food security.
 - a. Avoid the fragmentation of Rural zoned land by adopting a presumption against further subdivision, other than in the circumstances specified in *Development Control Policy 3.4*. Existing lot sizes are not considered a precedent for further subdivision.
 - b. Not support the identification of additional land for rural residential subdivision.
 - c. For lots containing rural residential, tourist accommodation or other sensitive land uses, support increased setbacks and buffers to preserve the capacity for productive agriculture on adjoining rural land.
 - d. Where the Department of Primary Industries and Regional Development (DPIRD) has identified priority and high value agricultural land, consider the preservation of agricultural production as part of discretionary decision making for non-agricultural land uses in the Rural zone, via a LPP or scheme provisions.
2. Support the adaptation and diversification of agriculture to maintain its sustainability, including the development of value-adding processing and other rural industries.
 - a. Provide flexibility in land use in the Rural zone to support a variety of agricultural and ancillary enterprises where these are not detrimental to agricultural productivity or the environment, including the processing of agricultural produce.
 - b. Limit permissibility for non-compatible uses.
3. Promote best practice environmental management amongst rural land uses.
 - a. Assess the environmental impacts of all rural land use proposals, including the potential for offsite impacts associated with nutrients, pesticides and herbicides.
 - b. Consider the impact of climate change and the increasing scarcity of water resources as part of assessing all proposed rural land uses.
 - c. Consider the adoption of LPP provisions to:
 - i. Adopt relevant codes of practice for agricultural pursuits; and,
 - ii. Provide guidance on information requirements and assessment of proposed agricultural pursuits according to their scale.

Other Rural Land Uses

Rural Industry

Rural industries are processing and production facilities that have a direct association with primary produce and may therefore be established within a rural area. For example, a winery which processes grapes or a cheese factory which processes dairy produce are rural enterprises that benefit from being located on the same premises (or in the same locality) where the primary product is grown or reared. Supporting rural industries such as these is a key part of enabling value-adding and diversification within agricultural businesses.

The location and form of rural industries must be carefully managed so as not to blight rural areas or cause significant environmental impacts. General industrial land uses are not supported within rural areas.

Rural Enterprise

A range of other enterprises have been established in the Shire's rural areas to take advantage of the scenic qualities and land availability. This includes tourism and hospitality land uses such as restaurants, breweries, art galleries and tourist accommodation.

While acknowledging that these enterprises provide a diversity of attractions, this Strategy recognises that other commercial enterprises should not constrain the capacity of rural land for primary production.

The Strategy supports the establishment of other commercial enterprises within rural locations where they are ancillary to the predominant use of the land for primary production.

In acknowledgement of the site's unique nature, the Shire supports the designation of the Rural Enterprise zone over the southern portion of Lot 9001 South Coast Highway (P413953). This will allow for a transitional zoning of the site to reflect and facilitate existing land uses. Rezoning of additional land to the Rural Enterprise zone will not be supported.

Tree Plantations & Forestry

A significant area of rural land in the Shire is currently used for tree plantations, particularly eucalypt (blue gum) and pine species. Tree farming produces a timber resource, the demand for which is likely to increase as a result of a reduction in timber harvesting from State managed forests.

Tree plantations are a relatively passive land use that require little day to day management over a long period. Plantations, when occurring at an expansive scale, often attract criticism for competing with other forms of primary production and reducing community activity and employment in rural areas. Tree plantations can also pose significant environmental risks in relation to the removal of remnant native vegetation, loss of biodiversity, impacts on soil biology caused by non-native monocultures, impacts on water catchment and resulting runoff, and threats to water and soil quality posed by pesticides, herbicides and excess nutrients.

This Strategy only supports the development of tree plantations where bushfire risk, environmental impact, and adverse implications on the visual landscape amenity can be appropriately managed. Tree farming should only be established in areas already cleared and should not result in the removal of remnant native vegetation. Development of tree plantations must also consider appropriate setbacks and buffers from adjoining conservation reserves, National Parks and any other areas of biodiversity value. Additional management measures should also be implemented in order to address all potential environmental impacts.

The potential impact of tree plantations and forestry on visual landscape values should also be assessed under Section 3.3.1.3 Landscape Values. Proposals for the harvesting of timber from remnant vegetation on private land will be assessed similarly, with additional requirements for detailed environmental assessment and the achievement of relevant State approvals.

Strategies & Actions – Other Rural Land Uses

1. Support the establishment of rural industries and other commercial enterprises in rural areas where they are compatible with primary production, land capability, sound environmental management and surrounding land uses.
 - a. Provide flexibility in land use permissibility within the Rural zone to allow for low-key industrial and commercial enterprises associated with agriculture and tourism.
 - b. Consider the preparation of LPP provisions to provide further guidance on the assessment of commercial enterprises in rural areas.
 - c. Support inclusion of a Rural Enterprise zone for portion of Lot 9001 South Coast Highway (P413953) only.
2. Support the establishment of tree farms in appropriate locations, subject to the resolution of relevant planning considerations.
 - a. Assess proposals for tree farms in accordance with relevant LPP's.
 - b. Not support the establishment of tree farms:
 - i. Within the proposed Special Control Area for Landscape Values.
 - ii. On identified 'priority agricultural' and 'high quality agricultural' land unless integrated with other forms of agricultural production.
 - iii. in locations where land is uncleared and remnant native vegetation is required to be removed.
 - iv. where bushfire risks, negative environmental impacts, and adverse implications on the visual landscape amenity are not considered to be appropriately managed.
 - c. Require comprehensive measures to manage potential on and off-site impacts on ecological and biodiversity values, including the implementation of effective setbacks and buffers to adjoining conservation reserves, National Parks, and any other areas of biodiversity value.
 - d. Review and update relevant LPP provisions as required, including reference to relevant industry codes of practice.

Rural Workers Accommodation & Second Dwellings

Within the agricultural industry it is common for farming businesses to provide housing for staff, providing an on-site presence to ensure safe and effective farm management. Housing is sometimes used as a supplement to wages in this industry. Second dwellings on rural properties can also allow for extended families to be accommodated, supporting farm management, succession planning and aging in place.

The local planning framework currently allows a number of potential options for developing additional housing for rural workers, with provisions for housing and short-stay accommodation on rural lots that are generous compared to other Local Governments. This has promoted the purchase of rural land for lifestyle purposes, which has reduced access for agricultural uses and other rural enterprises.

Acknowledging the potential for sensitive land uses (such as residential dwellings) to restrict the operation of horticulture, intensive agriculture and other rural land uses, the Strategy recognises the need for residential land uses to be carefully managed within rural areas.

This Strategy recommends reviewing existing scheme provisions to address these concerns, while preserving the opportunity to accommodate the agricultural workforce. In broad terms, this should provide a distinction between accommodation for temporary or seasonal use and housing for permanent occupation.

Strategies & Actions – Rural Workers Accommodation & Second Dwellings

1. Provide housing and accommodation options that support the sustainability of rural land uses while protecting rural land from the widespread development of residential land uses.
 - a. Support the introduction of a 'workforce accommodation' use class into the local planning scheme generally in accordance with the model provisions of the Planning and Development (Local Planning Schemes) Regulations 2015 to accommodate temporary and seasonal workforce needs.
 - b. Develop updated scheme and LPP provisions for workforce accommodation and second dwellings in rural areas, to guide the provision of appropriate servicing and minimise potential impacts on primary production, environmental conservation and visual amenity.

Conservation Lots

The Shire has a unique natural environment, with the extent of land clearing since European settlement being limited by the topography, vegetation types and relative isolation. A significant proportion of the Shire is included within State Forests, National Parks and other reserves, preserving extensive areas of remnant vegetation along the southern coastline and the northern half of the district. Large tracts of remnant vegetation also remain on freehold land in rural areas. Ecological values are further discussed in Section 3.3 of this Strategy.

The Shire has historically supported some forms of rural residential subdivision (e.g. Landscape Protection zone) as a means to preserve remnant vegetation within a rural landscape setting, where this vegetation may have traditionally been attributed a low value compared to cleared agricultural land. Contemporary bushfire planning requirements have since impacted the viability of this form of development as a means to secure the long term protection of vegetation.

More recently, subdivision of Rural zoned land through the use of conservation covenants under *Development Control Policy 3.4* has been supported by the WAPC, resulting in the ad-hoc fragmentation of rural land holdings. This Strategy does not support subdivisions for conservation purposes under *Development Control Policy 3.4*, unless part of a defined ecological corridor as identified within this Strategy or a future Biodiversity Study, as referred to in Section 3.3.1.1.

Subdivision for conservation purposes must be carefully managed to ensure consistency with the following principles:

- A coordinated, strategic approach to the conservation of ecological values is taken, and conservation outcomes maximised.
- Development outcomes can be provided for without necessitating additional clearing or an unacceptable level of bushfire risk.
- Land use conflict and potential impacts on primary production, basic raw materials and other significant rural land uses are minimised.

- The fragmentation of rural land is appropriately considered having regard to lot sizes and viability.
- Avoid increasing the threat of bushfire to people, property and infrastructure.
- The area of vegetation preserved is sufficient to achieve long term sustainability as part of identified biodiversity corridors.
- Implications for community infrastructure are addressed.
- Appropriate management arrangements are implemented, including consideration of weeds, domestic animals and *Phytophthora Cinnamomi* (dieback).
- Resources and mechanisms are available to support ongoing monitoring and compliance with the Conservation Covenant requirements.

The Strategy recommends the preparation of a revised set of zoning and development control provisions to align with these principles, including replacement of the existing Landscape Protection zone.

The Strategy acknowledges that this is an incentive-based approach to securing conservation outcomes and that the regulation of clearing (as discussed in Section 3.3) is also a relevant consideration.

Strategies & Actions – Conservation Lots

1. Enable the conservation of remnant vegetation on freehold land in rural areas through the local planning framework.
 - a. Introduce an Environmental Conservation zone into the local planning scheme consistent with the model provisions of the Planning and Development (Local Planning Schemes) Regulations 2015, accommodating a limited range of land uses compatible with conservation outcomes.
 - b. Introduce provisions into the local planning scheme and policies to manage land use and development outcomes within the Environmental Conservation zone.
 - c. Remove the Landscape Protection zone from the local planning scheme and designate lots currently included in this zone with an appropriate alternative (i.e., Rural Residential, Environmental Conservation), with relevant provisions in place to address the landscape qualities of the area. Further subdivision of these lots is generally not supported due to significant environmental and bushfire constraints. The appropriateness of subdivision and any specific criteria will be considered through the review of the Shire's Local Planning Scheme.
 - d. The Shire will recommend support of the subdivision of rural land for conservation purposes under *Development Control Policy 3.4* to the WAPC, in the following circumstances only:
 - i. Proposals generally located within the immediate vicinity of the 'regional ecological linkages' as depicted on Map 3 on page 94;
 - ii. Proposals that include contiguous remnant vegetation directly adjoining national parks, local reserves, conservation reserves, riverine or wetland systems or other environmental features, where they demonstrate significant capacity to contribute to a local-level ecological linkage;
 - iii. Where a minimum area of 20 hectares of contiguous remnant vegetation in good or better condition will be preserved through the proposal. Variations may be considered where, in the opinion of the Shire, ecological values are considered outstanding, and a relevant agency has endorsed the suitability of the smaller area of vegetation to retain the conservation values in perpetuity;
 - iv. Where the balance rural lot maximises the productive capacity of the land and is suitable for the continuation of the rural land use.
 - v. Consistent with other identified requirements in the local planning framework, including bushfire risk, land use compatibility and landscape values.
 - vi. Notwithstanding the above points (i) to (v), all proposals are required to have support of a relevant agency (e.g. the Department of Biodiversity, Conservation and Attractions, or other relevant agency), endorsing the suitability of the conservation lot for the intended purpose of retaining environmental values, and support to administer the necessary conservation covenant.
 - e. As part of the preparation of a Biodiversity Study:
 - i. Consider landholdings within rural areas that might be appropriately included within the Environmental Conservation zone by way of Strategy and Scheme amendment.
 - ii. Consider other biodiversity conservation incentives that may be included within the local planning framework or Shire policies.
 - iii. Consider modifications or refinement of the Shire's position in relation to subdivision proposals for conservation purposes.

3.1.7 Ecologically Sustainable Development

The Shire acknowledges that there is a government responsibility at all tiers to contribute to climate change mitigation through climate change adaptation strategies.

Acknowledging its role in addressing climate change, the Shire passed a Notice of Motion, declaring a climate emergency in September 2019. In March 2021, the Shire Council adopted the *Sustainability Strategy 2021-2031*, aiming to make the Shire an organisation that positively contributes to the genuine sustainability of the world and support the district as a whole to adopt more sustainable practices.

This Local Planning Strategy contributes towards implementing the objectives and actions of the Shire's *Sustainability Strategy*, providing a land use planning framework for how the Shire develops into the future. In particular, this Strategy will focus on how we:

- Minimise the impact of development on our natural environment and systems.
- Promote sustainable forms of transport through improved land use planning.
- Minimise resource, energy and water consumption through promoting improved development outcomes.

The planning framework has the potential to guide development in a manner that is more ecologically sustainable. Within this Strategy, Ecologically Sustainable Development (ESD) is defined as:

“Development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends”

Buildings currently account for over 50% of electricity use and almost a quarter of Australia's carbon emissions. In 2019, the Western Australian State Government adopted a Climate Policy that commits to achieving net-zero greenhouse gas emissions by 2050. Similarly, the Shire has committed in its *Sustainability Strategy* to a 50% reduction of current Shire greenhouse gas emissions by 2030 and net zero greenhouse gas emissions from all Shire operations and activities by 2050. To achieve this objective, emissions resulting from the construction and operation of buildings will need to be significantly reduced.

A range of opportunities exist to enhance the energy efficiency of buildings and reduce emissions over a building's entire lifecycle, providing operating cost savings to occupants. However, a number of challenges commonly hinder the effective implementation of these efforts - including higher up-front costs, passive return on investment, and a lack of enabling mechanisms within existing regulatory frameworks. Implementing ESD minimum development standards into the Shire's local planning framework has the potential to:

- Reduce pressure on public energy, water and infrastructure networks.
- Align with the One Planet Living sustainability framework, as adopted by Shire's *Sustainability Strategy*.
- Progress toward the State and Shire's aspirational carbon emission reduction targets.

3.1.7.1 Structure Planning & Subdivision

Structure planning and subdivision processes provide an opportunity to achieve significant improvements in ESD outcomes at a neighbourhood level. The local planning framework has the ability to implement a comprehensive and holistic direction for the Shire's future land releases in accordance with ESD principles and the State's Liveable Neighbourhoods (2015).

Due to changes to the Regulations, structure plans (including subdivision guide plans in the Rural Residential zone) with active approvals issued prior to 2015 will expire in coming years and require re-assessment under the current State and Local Government planning frameworks at that time. This process provides a significant opportunity to introduce contemporary planning policies, including ESD design principles and outcomes in those locations. Opportunities to implement favourable ESD elements which have not historically been fully realised in the Shire's subdivision or structure planning processes include:

- Retention of remnant vegetation and natural landscape features.
- Minimisation of earthworks, excavation and retaining of lots.
- Water Sensitive Urban Design (WSUD).
- Lot layout and design to optimise favourable solar orientation.
- Diversity of lot sizes and types.

Developers of housing estates sometimes prepare design guidelines to direct built environment outcomes, often with the intention of providing aesthetic consistency through control of colours, materials, building envelopes and landscaping. This strategy actively discourages design guidelines from containing any requirements which have the potential to conflict with ESD principles and the utility of lots - for example, guidelines that set a minimum dwelling size. Design guidelines do, however, present developers with an opportunity to embed ESD requirements that improve sustainability and may form one part of meeting minimum ESD requirements of the Shire and State planning frameworks.

Strategies & Actions – Structure Planning & Subdivision

1. Minimise infrastructure requirements and support sustainable transport modes.
 - a. Prioritise a consolidated urban growth pattern and a logical staging of extensions to the Denmark townsite, to ensure efficient use of energy and infrastructure.
2. Encourage the incorporation of ESD principles and initiatives at a neighbourhood level throughout structure planning and subdivision assessment processes, in accordance with the State planning framework.
 - a. Formulate a combination of local planning scheme and policy provisions which establish an integrated framework of ESD requirements for structure planning and subdivision proposals, with consideration given to the following:
 - Retention of remnant vegetation and natural landscape features.
 - Minimise earthworks, excavation and retaining of lots.
 - WSUD.
 - Lot layout and design to optimise favourable solar orientation and access.
 - Diversity of lot sizes and types.
 - Encourage the inclusion of local food production systems.
 - Create walkable neighbourhoods that prioritise pedestrians and bicycles.
 - Environmentally responsible infrastructure and utility services.
 - Facilitate fully electric households.
 - Wastewater recycling and reuse.
 - Accounting of greenhouse gas emissions throughout the lifecycle of the development and demonstration of proposed mitigations.
3. Estate covenants and design guidelines should support ESD outcomes.
 - a. The Shire will advocate against estate covenants and design guidelines that conflict with the ESD principles identified in the Shire's *Sustainability Strategy* and the requirements of this Strategy.
 - b. Encourage the adoption of 'estate covenants' and 'design guidelines' that promote a higher standard of ESD, including targets for the mitigation of greenhouse gas emissions from the overall development.

3.1.7.2 Development Applications & Buildings

While the Shire's 2011 LPS, TPS3 and local planning policies do not currently set any specific ESD requirements, other mechanisms do exist within the National Construction Codes (NCC) which are administered at State and National levels.

Thermal Efficiency

Houses that perform with a high level of thermal efficiency can significantly reduce heating and cooling energy use, and associated greenhouse gas emissions. The NCC require new buildings to meet minimum design standards of energy efficiency and thermal performance, applied through the process of building license assessments under the *Building Act (2011)*. A component of the NCC, the Nationwide House Energy Rating Scheme (NatHERS) is a performance-based rating system that assesses the thermal performance of a home. Homes are assessed and scored on a scale of 0-10 stars for their energy efficiency, with a higher star rating demonstrating efficiencies that necessitate lower operational energy use to maintain heating and cooling. NatHERS scores are based on the simulated thermal performance of a building design using specialist software by accredited assessors. Factors which can influence the result include building orientation, insulation, glazing type and shading devices.

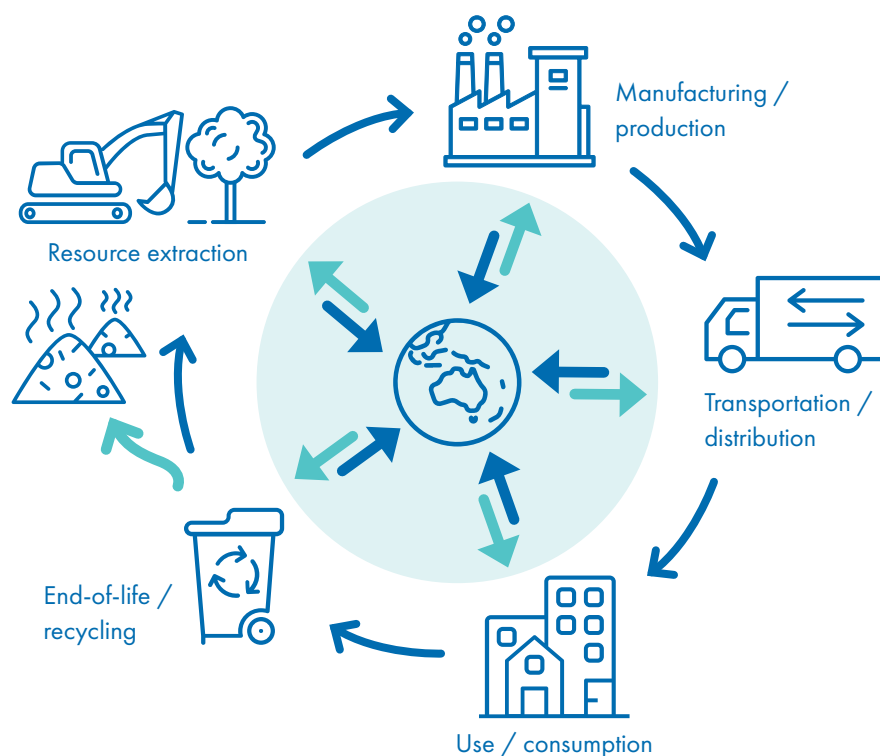
Buildings that solely prioritise thermal efficiency have been commonly found to contain high embodied energy, with the production of materials such as high-performance insulation and glazing having the potential to offset operational energy savings, when embodied energy is accounted for. The highest NatHERS rating may not necessarily result in the lowest overall energy use when considering the entire life cycle of a building.

Conversely, improvements by design can reduce both operational and embodied energy use. This is because certain strategies, such as favourable solar orientation, optimal window placement, length of eaves, reverse brick veneer walls, or exposing the concrete slab either do not require additional embodied energy, or actually reduce the total embodied energy demand by using fewer materials.

Material Selection & Embodied Energy

The selection of building materials has a significant impact on the total energy demand and ecological footprint of a home. The amount of energy required to manufacture, transport and maintain materials is an important consideration, as is the impact of where materials were sourced from and what happens to them at the end of the building's useful life. A holistic approach of accounting for the overall material and energy requirements of buildings is known as 'life cycle assessment' (LCA).

Figure 4: Life Cycle Assessment for building materials and energy requirements



Construction materials and their embodied energy can have a significant and immediate impact when compared to the projected operational energy use over the life of a building. When buildings are constructed, most materials used – along with their corresponding embodied energy – are fixed in place and not easily changed within the building's lifecycle. The operational energy use of a building is more likely to fluctuate during its lifecycle and is an easier area to reduce energy use through more efficient appliances, technological advances, education and improved behaviour of the occupants.

Building Size

Over the past 60 years, the average Australian home has more than doubled in size, becoming one of the largest in the world. At the same time, the number of people living in each household has been declining, resulting in the average floor area per person increasing dramatically. Larger houses require more heating and cooling, resulting in higher energy use. They also need significantly more materials to build and maintain, and more energy to manufacture and replace these materials. The ratio of embodied energy and operational energy use of buildings is relatively high in Australia due to the very high amount of floor space per person and a large proportion of vacant floor space. Building size, therefore, has significant potential to directly influence a home's total embodied energy and operational energy use.

Strategies & Actions – Development Applications & Buildings

1. Integrate a holistic set of best practice ESD requirements into the local planning framework, applicable to residential and non-residential development, in a manner that minimises impacts on affordability and prioritises a performance-based approach (water use and carbon emission reductions).
 - a. Review Shire's existing planning scheme and policy provisions to ensure they do not hinder improved ESD outcomes.
 - b. Investigate the potential inclusion of incentive-based mechanisms.
 - c. Investigate the potential for ESD requirements to be implemented on a sliding scale in proportion to the size, impact and cost of the development.
 - d. Consider whether some building types could be exempt from additional ESD requirements, on account of their use and size.
 - e. Investigate opportunities to introduce ESD requirements with a minimum target that is able to be increased incrementally over time.
 - f. Generally require the inclusion of water tanks for all new single houses, plumbed into the house for non-potable use (toilet, laundry).
 - g. Incorporate WSUD principles for all development.
 - h. Investigate opportunities to set benchmarks for sustainability within new tourism developments.
 - i. Investigate the adoption of LCA methodology within the planning framework for new buildings.
 - Consider a voluntary trial period for the use of LCA, before any mandatory minimum requirements are implemented.
 - Measure the size of dwelling floor area per occupant, based on the number of bedrooms.

3.1.7.3 Education & Engagement

Education and engagement programs will play a critical role in supporting our community to make informed choices to improve the sustainability of development, working in partnership with minimum requirements introduced through the local planning framework. This aims to support a cultural shift in recognising how to live more sustainably and empowering residents to make choices accordingly, addressing the need to limit our ecological footprint.

The Shire's *Sustainability Strategy* recognises the importance of and commits to sustainability education and outreach. Any introduction of new ESD requirements for buildings within the Shire's local planning framework will necessitate a proactive educational approach with the Denmark community, local building sector and Shire staff in building, planning, health and customer service areas. In order to effectively implement any new ESD policy requirements, it is important that landowners and designers are made aware as early as possible in the land development and building design process to enable the incorporation of passive solar site and building design principles from the outset, as this design approach reflects one of the most significant opportunities to make reductions to the environmental impact at of new buildings at low or no cost.

Strategies & Actions – Education & Engagement

1. A proactive approach by the Shire in providing opportunities for community education and engagement to successfully implement ESD requirements within the local planning framework.
 - a. Develop and distribute ESD educational material as follows:
 - Fact sheets applicable to residential and non-residential developments, new buildings, and renovations.
 - Case studies that demonstrate best practice design and construction methods.
 - Provide information specific to the Great Southern region on sourcing and selecting sustainable building materials, including those made from renewable or waste resources.
 - Shire to engage an ESD practitioner to assist with technical and climate-specific aspects of solar passive design guidance.
 - Applicable information should be made available as early as possible in the design process so that less costly methods such as passive solar site and building design principles can be incorporated from the outset.
 - b. Educational initiatives shall be adapted for and targeted towards the community, building sector and relevant Shire staff.
 - c. Acknowledge and engage with local sustainability leaders and positive local/regional examples of ESD development.
 - d. Share links on the Shire's website to existing online ESD resources that are up to date and applicable to our local community, climate and regional context.
 - e. Distribute information regarding State and federal government initiatives that support and subsidise community members to implement sustainable design features such as the installation of energy and water-saving features.
 - f. Conduct and support education programs informing the community around sustainable living (e.g. Living Smart).
 - g. Incorporation of sustainable design principles within all Shire buildings, public spaces, streetscapes and neighbourhoods.

3.1.8 Cultural Heritage

3.1.8.1 Traditional Custodians

The Strategy acknowledges that the traditional custodians of the land within the Shire's district are the Minang and Bibbulmun people of the Noongar nation. It is understood that ancestors of the Minang and Bibbulmun people utilised the area around the Denmark River (Kwoorabup Beelia) at least as early as 40,000 years ago, developing sustainable land management practices and an intimate connection to the natural environment.

The sense of belonging to ancestral country is very personal and deeply rooted in traditional culture, reinforced by generations of spiritual and physical connection to the area. Traditional rights of access and use were, in this sense, embedded in a socio-cultural system in which both 'rights' and 'obligations' were inherited and transferred variously through ceremony, genealogical succession and affiliation to particular stretches of country over long periods of time.

Heritage Sites

Evidence of historical occupation exists in numerous places throughout the Shire, providing physical evidence of the district's history and maintaining cultural and spiritual connections to country for traditional custodians.

Noongar cultural heritage is embedded within the landscape, meaning that many natural features within the Shire hold important heritage values. Wilson Inlet, Nornalup Inlet, Frankland River, Styx River, Denmark River, Hay River and Blue Lake are all highly significant heritage features and are listed as such in the Municipal Heritage Inventory (2011). Conserving Noongar cultural heritage means conserving natural heritage as the two are completely intertwined. As such, factors impacting upon natural values such as development, dieback, invasive species, visitor impacts and erosion are also impacting upon Noongar cultural heritage values.

This Strategy acknowledges that Aboriginal heritage sites are protected under the *Aboriginal Heritage Act 1972* which seeks to enable the consideration of heritage sites early in the planning process, and avoid land use designations that may create conflict.

The Strategy also supports a range of general measures aimed at reducing impacts on the natural environment, and it is hoped that this will also enable the preservation of Indigenous cultural heritage. This includes elevating requirements for the retention of remnant vegetation, measures to preserve visual landscape values and a reduction in the amount of land identified for urban expansion. This will be further influenced in future through greater adoption of Indigenous perspectives on land use planning and management.



Shared Management

As part of the South West Native Title Settlement, Wagyl Kaip Regional Corporation has been established, providing a representative body for the Minang, Bibbulmun and other traditional custodians of the region. The Strategy acknowledges the need for the Shire to work collaboratively with Wagyl Kaip to develop strong working relationships, agreed engagement practices and enhance our community's understanding of indigenous perspectives.

It is hoped that this will facilitate the progressive development of a shared vision for the community to be realised through the Strategic Community Plan, as well as for land use planning and management to support future versions of this Local Planning Strategy.

It is anticipated that Wagyl Kaip will manage lands within the Shire's district that are granted to the Noongar Boodjah Trust, co-manage a number of significant State reserves, and coordinate housing, community and economic development programs across the region. The Strategy recognises that at the time of writing, Wagyl Kaip is at a formative stage and management directions have yet to be determined, but it is accepted that flexibility and review of the local planning framework will be considered where necessary to support the social and economic advancement of Aboriginal people in our community.

Strategies & Actions – Traditional Custodians

The following strategies are to guide the Shire's approach to Aboriginal cultural heritage:

1. Recognise the traditional custodians of land within the Shire and support the establishment of strong working relationships with the Wagyl Kaip Regional Corporation.
 - a. Establish relationships and agreed engagement processes with the Wagyl Kaip Regional Corporation to support consultation on heritage and other matters.
2. Identify and support the preservation of local history, culture and traditional sites within the Shire.
 - a. Identify and seek to protect Aboriginal Heritage sites at the earliest possible stage of the planning process, including while considering land use designations within the local planning strategy.
 - b. Where development potentially interacts with Aboriginal cultural heritage, require proponents to address the Department of Aboriginal Affairs Cultural Heritage Due Diligence Guidelines and meet the provisions of the *Aboriginal Heritage Act 1972*.
3. Work with traditional custodians towards the development of a shared vision for land use planning and management.
 - a. Engage with traditional custodians to support the development of a shared vision for the community through the Strategic Community Plan.
 - b. Following the Strategic Community Plan, continue to engage with traditional custodians to develop an understanding of indigenous perspectives on land use planning and incorporate this into review of the local planning framework.
 - c. Work with the Wagyl Kaip Regional Corporation to consider potential land use changes that may result from the establishment of the Noongar Land Estate and seek to enable this through the local planning framework.
 - d. Consider the interests of traditional custodians as part of developing and promoting environmental protection measures within the local planning framework.

3.1.8.2 European History

Exploration of the Denmark district by Europeans first occurred in 1829, but it was not until the 1880s that settlement was established on the Denmark River in support of early grazing and timber industries. Significant early events included milling between 1895 and 1905, railway construction in the early 1900s and the Group Settlement Scheme in the 1920s. Cumulatively, this resulted in significant clearing and modification of the natural landscape, increasing as farming and timber-felling mechanised through the mid-1900s.

Denmark remained a small service centre throughout most of the 1900s in support of surrounding agricultural industry, including horticulture and fisheries. Population declined as agriculture contracted and mechanised but rebounded as the tourism industry emerged and from the 1980s onwards the Shire experienced consistent population growth, trebling between 1981 and today.

The history of life in Denmark since the 1880s is reflected in numerous early buildings and sites across the district, as documented in the Shire's Municipal Heritage Inventory (now referred to as a Local Heritage Survey). The preservation of these places maintains both physical examples and stories of life in Denmark, the families that called the district home and the industries that were pursued here.

A Local Heritage Survey serves to document all locally significant heritage sites, providing a record and detailed description to inform decision making. From this, sites that require statutory protection are identified and included on a Local Heritage List adopted under the scheme. In the absence of a Local Heritage List the Local Heritage Survey is adopted for this purpose. Several heritage sites are included on the State Register of Heritage Places and preserved under the *Heritage Act 2018*. This recognises the importance of the heritage of these sites to State and/or regional identity.

The Strategy supports the preservation of heritage sites within the district, and within the Denmark townsite in particular where historic buildings contribute significantly to character, identity and 'village feel'. The State planning framework enables the Shire to incentivise the retention of heritage buildings, and it is further recommended that the Shire explore means to promote the retention of existing homes where infill development occurs.

Strategies & Actions – European History

1. Review the local planning framework to improve the protection and interpretation of areas and places of heritage importance including significant sites, buildings, structures and landscapes.
 - a. Undertake a review of the Shire's Municipal Heritage Inventory (Local Heritage Survey) to ensure historic sites and buildings are recorded and interpreted.
 - b. Introduce a Local Heritage List into the local planning scheme, identifying sites and places requiring preservation.
 - c. Review the Shire's LPP for heritage to provide guidance on development application requirements, assessment criteria, preferred outcomes, and the use of planning incentives to preserve heritage streetscapes and sites included on the Local Heritage Survey and Heritage List.
 - d. Have due regard for the potential heritage, ethnographic and archaeological implications of a proposal when assessing and making decisions in respect of an application for development approval.
 - e. Assess heritage buildings for possible inclusion in the Shire's Heritage List and Local Heritage Survey (as appropriate) and seek to promote their preservation, enhancement and adaptive re-use through the local planning framework.



3.2 Economy and Employment

3.2.1 Overview

The Shire's local planning framework accommodates a wide range of commercial land use and development types, enabling the functioning of a local economy that provides income, employment, and services to the residents of our district. Analysis of existing commercial and industrial uses by this Strategy outlines the demand and availability of land to support commercial, industrial and tourism uses over the length of this Strategy.

This Strategy seeks to support a sustainable and resilient local economy that provides services and employment for our community, encourages innovation, and adapts to change. This will be achieved by providing sufficient zoned land in appropriate locations and a balanced local planning framework that supports community outcomes but does not unnecessarily encumber business investment.

This Strategy also supports reducing regulatory requirements for small and micro businesses, supporting local employment, and encouraging entrepreneurship and innovation.

This Strategy seeks to identify appropriate measures to minimise the potential detrimental impacts of commercial and industrial development in all forms. This includes promoting attractive, articulated and cohesive built form, minimising commercial signage, and avoiding development which prioritises vehicles.

3.2.1.1 Key Industries & Workforce

In 2020, the Shire had a resident workforce of 2,869 people in 2,393 local jobs, employed within 742 businesses across a diverse range of industry sectors. This generated a gross regional product of \$261 million, a figure that has seen consistent growth since 2006.

Industry sectors generating the largest amount of local employment are Education and Training, Accommodation and Food Services, Agriculture, Forestry and Fishing. This concentration of employment around these sectors is notably different to Western Australia, reflecting the Shire's unique local context.

The high proportion of employment in Accommodation and Food Services is strongly influenced by the tourism industry. This also influences high levels of employment in retail trade and a number of other supporting services. Like agriculture, tourism is heavily influenced by broader economic and social trends.

Agriculture, Forestry and Fishing are the largest industry sectors within the Shire by value and they generate significant income and employment as well as having an extensive footprint within the Shire. In recent years, this sector has experienced a decline in the number and proportion of employment that it provides within the district, largely due to external factors and trends within the industry rather than localised change.

Employment and businesses within the Shire are also closely linked with the regional centre of Albany, with commuting and the delivery of services on a regional basis recognised as being a significant factor. Approximately 11% of local workers live outside of the Shire, while 22% of local working residents travel outside of the Shire to work.

Since 2018, the Shire has maintained a level of unemployment under 4%, significantly lower than regional and State figures. A lack of workers in service industries has been an acute issue identified by some local businesses since mid 2020.



3.2.1.2 National & Global Trends

Since the 2011 LPS, there have been significant shifts in National and global trends influencing economic activity, affecting consumer behaviour and disrupting commercial patterns. Global, or megatrends in technological innovation and e-commerce, climate change and environmental concerns, ageing demographic, and the impact of the COVID-19 pandemic are having a significant impact on the Shire's economy. These global economic considerations have an economic, social and cultural impact, influencing future planning for commercial and industrial land uses within the Shire.

The following global trends have been considered:

- The next wave of digital innovation will have profound and transformational impacts.
- Many industries are undergoing transformational changes which will result in more localised supply chains and decoupling of labour costs from manufacturing competitiveness. This will open new opportunities for regional areas.
- Global population growth will result in an increased demand for fresh food (fruit, vegetables fish, dairy, meat) and processed food. However, change in land uses from agricultural land to non-productive lifestyle is likely to see a reduction in farmland available for food production.
- The ageing population will stimulate employment in supporting sectors.
- Climate change is recognised as the most important global challenge by the Generation Z (Gen Z) demographic¹. A growth in the Gen Z demographic is likely to therefore focus on sustainability at all levels, with renewable energy creating opportunities for regional areas.
- The traditional definition of retail is evolving from shopping destinations to entertainment and lifestyle precincts, with a demand for experiences, not only products.
- Future jobs are likely to be more flexible, agile, networked and connected, with a rise in entrepreneurship. Flexible commercial spaces that allow for change over time will be critical in supporting these changes.
- E-commerce has significantly shifted consumer preferences. With this, there is a demand for industrial space across the globe for e-commerce distribution and logistics facilities.
- COVID-19 has had a significant economic impact and has likely accelerated some of the existing trends, such as aspects of business digitalisation, that may have otherwise taken years to have occurred. Australian businesses will continue to monitor the nation's economic trends and main drivers over the next 40 years.

3.2.1.3 Local & Regional Trends

Local trends represent the behaviour of individual households and businesses in making decisions on the allocation of limited resources. These trends are influenced by global trends (as discussed in Section 3.3.1.2), as well as by trends within industries and the political environment.

Localised Growth

The Shire has experienced a steep increase in total consumer expenditure between February 2019 to February 2021, noting a rise of 32% over the two year period. This figure relatively exceeds the growth rate for Australia as a whole (14.5%). The significant rise in expenditure is conceivably the result of the COVID-19 pandemic and for regional areas, is likely to be influenced by State and National border closures stimulating domestic travel.

This growth has included a significant increase in visitor expenditure, the value of which has exceeded local resident expenditure for every month during this time period – previously this only occurred during holiday periods. While the continuing impact of visitor expenditure is uncertain, a substantial increase in the resident population over this same period is expected to have a lasting effect.

¹ Food Security Plan for Western Australia, September 2019 Curtin University and Perth NRM

Trade Leakage

Trade leakage occurs when residents leave their local area to purchase goods and services. Trade leakage can be seen as one measure for the self-sufficiency of a local economy. Some level of escape expenditure to higher order centres, such as Albany, is reasonable to expect, given that larger populations can support specialised commercial services, larger format retailers and a wider range of businesses.

The Shire experiences a relatively high level of trade leakage outside of the district, particularly to Albany as the regional service centre. Local spending within the Shire is lower than other local government areas within the Great Southern Region, as well as Australian averages.

Between September 2020 and September 2021, for every dollar spent by Shire resident cardholders anywhere, 24c goes online (compared to 22c national average). Another 42c is escaped expenditure (34c national average) and the rest is spent locally. Shire residents spend less of their funds within the municipality than the average Australian spends in their local precinct.

Retaining a higher proportion of consumer spending supports local businesses and employment, a significant amount of which is currently being lost to centres outside of the Shire. This provides an opportunity for the Shire's local economy to capture more trade, as well as suggesting that the district may soon be approaching a population size capable of supporting a range of new and expanded services.

To help promote opportunities for businesses and the provision of services locally it is important that the Shire has sufficient amounts of suitably zoned land (commercial, service commercial and light industry) in order to accommodate future population and subsequent commercial growth.

Small Business Growth

Like the Great Southern Region overall, the Shire has an above average proportion of small businesses and sole traders and does not rely on large employers. This, along with the diversity of industries represented, is a positive factor in maintaining local economic resilience as well as supporting creativity and innovation. The three industry sectors with the greatest growth in business numbers between 2006 and 2021 were Agriculture, Forestry and Fishing, Construction, and Professional Services.

The growth in small and micro businesses across Australia is seen to be influenced by a strong entrepreneurial culture, migration driven by lifestyle rather than employment, the ageing population (with many retirees reinventing themselves as consultants or contractors), and the increasing mobilisation of the workforce enabled by digital technology.

This reflects the relative size of commercial industry within the Shire and projects a likely demand in the future to accommodate small business with technological innovation and the Shire's lifestyle amenity and ageing population. This is coupled with the Shire's limited capacity to support more sizeable businesses across all industry sectors.

Preliminary consultation for this Strategy indicated that the community supports the predominance of small businesses and the absence of major commercial chains and franchises. This absence is acknowledged as a contributing factor to the Shire's 'village feel', but is also interrelated with the high proportion of trade leakage to Albany.

As a result, growth in the number of small businesses has seen the Shire identified within an 'entrepreneurial belt', with lifestyle driven migration enabled by online and remote forms of working. While the potential exists for this to continue to increase at a broad level, the Strategy notes that local conditions also need to support business success and retention. This may include telecommunications infrastructure, shared/collective business facilities, the availability of small office and retail tenancies, and a planning framework that accommodates the operation of home businesses.

3.2.1.4 Commercial and Industrial Floorspace Analysis

Many businesses still require physical premises to operate from – an office, workshop, factory floor, retail outlet or accommodation rooms. The local planning framework aims to provide opportunities for businesses to develop floorspace to meet their needs in locations that complement surrounding land uses, rather than create conflict.

Assessing the type of commercial floorspace that exists, understanding recent trends, and forecasting potential future needs is a key part of understanding how the local planning framework can provide an adequate amount of land zoned for commercial and industrial development.

Overall, the Shire experienced consistent growth in the total amount of commercial and industrial floorspace between 2006 and 2016 but variability between commercial sectors. Service businesses (e.g., service industry, shops, healthcare, storage and entertainment) linked to population growth experienced an increase in the amount of floorspace, while businesses in sectors subject to external influences (e.g., primary industries, manufacturing) experienced stagnation.

Between 2006 and 2016, the amount of shop floorspace per resident in the Shire decreased from 3.31m² (net lettable area) in 2006, to 2.99m² in 2011, and to 2.52m² in 2016. This suggests that the viability of each square metre of shop floorspace is improving and that Shire may be approaching population thresholds capable of supporting additional retail shopping; however, this viability is also impacted by changing retail trends and investments made elsewhere.

Commercial forms of residential accommodation experienced the strongest growth between 2011 and 2016, including tourist accommodation and aged care. Strengthening of the tourism market and an increase in aging population needs have also been trends to continue during the period between 2016 to 2021.

Section 7.3 Commercial and Industrial floorspace - Historical Change and Growth Projections in Part 2 of this Strategy provides detailed statistical information supporting the above figures.

Growth Projections

Projecting future commercial and industrial floorspace needs depends on the assessment of population growth as well as trends in tourism and other commercial industries. Figure 35 in Part 2, Section 7.3 of this Strategy provides an indication of future floorspace needs.

Commercial forms of residential accommodation are expected to require the most additional floorspace over the forecast period, predominantly reflecting anticipated growth in the tourism industry and aged care sector. It is estimated that there will also be steady growth in other floorspace types, requiring a gradual increase in commercial premises to accommodate businesses within the Shire.

It is acknowledged that commercial growth occurs in a stepped (rather than linear) manner, with a range of factors influencing the timing of commercial investment decisions. Depending on the orientation of the business this may have a close link to population-driven demand or none at all. For example, no new office space might be built for a significant period of time until sufficient demand exists for new development to occur.

Forecasted commercial floorspace growth is based on a continuation of the current level of trade leakage to other centres. If a greater proportion of resident spending occurred within the Shire this would increase the commercial floorspace that was viable within the Shire. If the range of services available in the Shire continues to increase as population grows, this becomes more likely.

Forecasted commercial floorspace growth is also based on the current ratios of employment by each industry sector. If the Shire was to see a greater level of growth in emerging industry sectors, such as tourism and food and beverage manufacturing, the future requirement for commercial and industrial floorspace could potentially double.

While the Strategy seeks to identify sufficient commercial and industrial land to accommodate forecast requirements, it is acknowledged that the need to retain flexibility will be critical to enabling the establishment of a greater range of local services and accommodating the growth of key industries.

Strategies & Actions – Economy & Employment

1. Ensure a broad range of opportunities are provided for the establishment of commercial land uses to ensure that the Shire has sufficient capacity for local services and employment.
 - a. Ensure that sufficient zoned land is available to accommodate commercial and industrial land uses during the life of the Strategy.
 - b. Encourage and facilitate investment by commercial and industrial businesses that align with the community's vision for the future.
 - c. Minimise the potential detrimental impacts of commercial and industrial development by ensuring a high standard of development occurs in appropriate locations.
 - d. Support home-based businesses in residential and rural residential areas at a scale and in a manner that minimises negative amenity impacts on residential development.
 - e. Review the Scheme to reduce regulatory barriers to investment for businesses that fit with the community's vision for the future, including for small and micro businesses.
 - f. Continue to monitor economic trends and commercial demands, ensuring that the local planning framework is sufficiently flexible to adapt to change.

3.2.2 Denmark Town Centre

3.2.2.1 Primacy & Consolidation

The Denmark Town Centre is the primary retail and commercial centre within the Shire, providing premises for a range of shops, offices, cafes and other businesses to service the district. This includes major supermarket shopping as well as an array of public services (police, post office, civic centre, library, parks, toilets, meeting places) and community organisations (ambulance service, community resource centre, churches, RSL, museum).

The co-location of these businesses and services creates a centre that has a high level of activity, in turn attracting more businesses and services and more reasons to visit. This is critical for the viability of many businesses, as well as for creating a vibrant and interesting centre for the community. Future commercial development should be directed towards enhancing and activating the Town Centre.

This Strategy seeks to prioritise and promote the consolidation of the Denmark Town Centre, intending to generate increased activity, vibrancy and viability for both businesses and community. The development of general retail shops, supermarkets and other similar land uses outside of the core of the Town Centre would disperse this activity and is therefore not supported by the Strategy.

In the Lower Great Southern Land Use and Employment Survey (2019) completed by DPLH, the Denmark Town Centre was assessed as having a total of 29,365m² of commercial floorspace (all categories). Excluding commercial forms of residential accommodation, the district is projected to require an additional 5,900m² of commercial floorspace between 2021 and 2036. The Town Centre has capacity to accommodate additional commercial development and with appropriate planning can adequately provide for commercial floorspace needs during this period. This will be facilitated by the consolidation and redevelopment of land within the Town Centre, limited expansion of the Town Centre footprint and the gradual movement of low yield land uses (e.g., showrooms) out of the Town Centre.

The primary commercial area of the Denmark Town Centre is defined in Planning Area A (as shown on the Shire of Denmark Local Planning Strategy – Denmark Town Centre (Planning Area A) map). Section 5.1 contains an overview of additional actions to be implemented within the boundary of Planning Area A.

Supermarket Developments

Denmark is currently serviced by a mid-sized supermarket, a convenience supermarket, and a range of specialty retailers. Commercial floorspace projections suggest that demand for an additional supermarket is unlikely to be generated by growth expected over the next 15 years; however, this does not account for latent consumer demand or other commercial drivers having influence (e.g. competition, development availability, seasonality). It is recognised that during peak periods Denmark's supermarkets and some other commercial services can struggle to keep pace with demand. The viability of an additional supermarket may also be affected by the remote servicing from supermarket retailers based in the City of Albany.

This Strategy will not be able to accurately predict when a commercial decision is made on the expansion of any existing supermarket or the development of a new supermarket; however, it is important that appropriate land is identified, that is capable of accommodating services that are needed by our community when commercial thresholds are met. It is acknowledged that the Denmark Town Centre is constrained by small, fragmented and developed landholdings that would require significant assembly to enable major commercial development to occur. Although the potential relocation of the Denmark Volunteer Fire & Rescue Service may provide an opportunity for commercial development in future, this is dependent on funding and other factors, including the consideration that the size of the site (approx. 3000m²) may not be capable of accommodating a full-format supermarket and sufficient on-site parking.

Lot 50 on D098777 (#82-90) South Coast Highway is a large undeveloped Commercial zoned site. Several approvals for the development of a supermarket have historically been granted for this site which have now lapsed. These previous approvals intended to facilitate the re-location and expansion of Denmark's existing large IGA supermarket, currently located on the corner of Strickland Street and Mount Shadforth Road. The Strategy acknowledges that Lot 50 is the only undeveloped, unconstrained and sufficiently sized landholding within reasonable proximity to the Denmark Town Centre that is capable of accommodating a major supermarket development.

A supermarket developed on Lot 50 would be located approximately a 500m uphill walk from Strickland Street, the heart of Denmark's main street shopping precinct. Any future supermarket development on Lot 50 will be required to provide strong pedestrian links to the core of the Town Centre, maximising pedestrian connectivity with Strickland Street. Additionally, any future application to develop a supermarket on the site should address traffic impacts and provide necessary modifications and upgrades to the surrounding road network to address the resulting increase in traffic flows, including the construction of a roundabout at the Ocean Beach Road intersection. Specific assessment of visual impact will also be required for any development on Lot 50 to ensure that building design and screening minimises the prominence of development to views of the site from along the South Coast Highway, being the main western entrance to Denmark's Town Centre.

It is acknowledged that any supermarket development on Lot 50 risks splitting and diluting the Denmark Town Centre's existing main street commercial activity and its current level of vibrancy into two separate nodes of activity. This risk of fragmentation is of particular concern given the significant 500 metre uphill walk between Strickland Street and Lot 50, which will discourage pedestrians from walking between these two distinct commercial nodes, resulting in the increased use of cars. The potential division threatens to harm existing small businesses as well as the vibrancy and long-term economic viability of the Town Centre's main street commercial precinct, which is currently concentrated along Strickland Street, Hollings Road, Mount Shadforth Road, and on South Coast Highway between Price Street and the Denmark River.

This Strategy recommends consideration of an appropriate limitation of specialty tenancies within a future supermarket development at Lot 50, as outlined in Action (e)(iv) below, to ensure the proposal does not significantly impact the commercial primacy of the Town Centre main street environment. For the same reasons, this Strategy also opposes any other 'shop' land uses on other commercial lots situated west of Millar and Short Streets. This Strategy proposes the introduction of a Restricted Use designation over commercial land to the west of Millar and Short Streets to safeguard the primacy and consolidation of the Town Centre's main street commercial precinct.

In the event of a Supermarket development on Lot 50 the prioritisation of place-making and other initiatives to maintain and enhance the primacy, vibrancy and economic viability of the Town Centre's main street commercial precinct will become necessary. Such initiatives should ideally be co-designed and implemented collaboratively with the local community, business owners, the Denmark Chamber of Commerce, local community groups and not-for-profit organisations.

Strategies & Actions – Primacy & Consolidation

1. Prioritise the consolidation of the Denmark Town Centre as the primary centre for commercial activity within the Shire, with particular regard to retaining land uses that attract high levels of foot traffic and activity into the main street commercial core.
 - a. Include the land designated as Commercial to be included in the Regional Town zone within LPS4, and:
 - i. Include Lot 97 on P222379 (#1) Short Street and Lot 257 (#2) Hollings Road within the Regional Town zone.
 - ii. Include a portion of Lot 228 on P217468 (#2) Strickland Street within the Regional Town zone, as identified in the maps accompanying this Strategy.
 - b. Review the range of permitted and discretionary uses within draft LPS4 for the Regional Town zone:
 - i. Accommodate a wide range of commercial land uses that attract high levels of foot traffic and activity (shops, entertainment and hospitality) and mixed-use development.
 - ii. Prohibit the development of drive-through facilities and restrict commercial land uses that do not create high levels of activity and foot traffic, including offices and bulky goods retailing, from being located on the ground floor of buildings located along designated active street frontages, as identified in Planning Area A.
 - iii. Reduce planning requirements for changes in land use and less complex development proposals that are consistent with development and policy standards.
 - c. Work with landowners to facilitate the consolidation of landholdings and redevelopment of under-utilised sites within the Town Centre to facilitate the delivery of new commercial floorspace.
 - d. Designate the area west of Millar and Short Streets as Regional Town zone with additional planning controls within LPS4, noting this area provides a transition between the Town Centre and adjoining residential areas, including:
 - i. Introduce planning controls within LPS4 to prohibit 'shop' land uses to maintain the commercial primacy of the Town Centre main street environment;
 - ii. Support the development of pedestrian linkages and connectivity to the existing Town Centre.
 - e. Notwithstanding provision (d)(i), support a retail complex on Lot 50 D098777 (#82-90) South Coast Highway, and introduce planning controls within LPS4 to ensure future development considers the following matters:
 - i. The development of pedestrian linkages and connectivity to the surrounding area and the existing Town Centre, and provide for development that activates the public realm and fosters a pleasant pedestrian environment;
 - ii. Assessment of traffic impacts and provision for improvements to the road network, including the need for a roundabout at the intersection of South Coast Highway and Ocean Beach Road;
 - iii. Assessment of visual amenity and mitigation of impacts on the western entrance to Denmark Town Centre;
 - iv. Assessment of commercial and social impacts through a Needs Assessment and Net Benefit Test to inform an appropriate limitation on the number of small specialty tenancies, noting that it is expected that a significant number of small tenancies would impact the commercial primacy of the Town Centre main street environment.
 - v. Built form considerations including appropriate scale, function and context of the area in consideration of:
 - topography and important views
 - the local urban morphology (pattern of streets and blocks)
 - building proportions, scale and heights
 - intended future precinct character
 - scale and design of the public realm
 - f. Facilitate place-making initiatives to enhance the primacy, vibrancy and economic viability of the Town Centre's main street shopping environment, in collaboration with the local community and businesses.

3.2.2.2 Mixed Use & Activation

The Denmark Town Centre plays an important role as the focal point for our community coming together, interacting in formal and informal ways, and enjoying a sense of place that is an important part of our social fabric. Developing a lively and active Town Centre environment is key to promoting community interaction and supporting business viability, particularly given trends towards retail 'experience' growing in importance.

The Strategy supports a range of actions aimed at retaining and enhancing the character of the Town Centre including built form, place-making, alfresco dining, accessibility, and the ongoing improvement of public spaces.

This includes supporting the introduction of provisions within the local planning framework to ensure interaction and activation is maintained on main street frontages. The identification of active street frontages (refer to Shire of Denmark Local Planning Strategy – Denmark Town Centre (Planning Area A) map) and other frontage types allow for specific development controls to ensure active street frontages, non-residential uses on the ground floor and a high standard of building design.

The Strategy supports the use of flexibility in development standards to achieve activation. For example, while development may ordinarily be required to be built up to the front boundary on a main street frontage, a setback may be allowed where this area is specifically designed to be used for alfresco dining.

Greater activation can also be supported by increasing residential housing and tourism accommodation in the Town Centre within mixed-use development. This can increase foot traffic in the Town Centre even when few businesses are open, as well as providing passive surveillance for safety, promoting sustainable transport choices, and encouraging housing diversity.

Conversely, residential housing can detract from a Town Centre if it is located on a main street frontage where a land use with a higher level of interaction with the street is desirable. Residential housing and other forms of accommodation are more appropriately located on the upper floors of the development or at the rear of a property, while shops and similar land uses ideally occupy the street front.

Residential housing can also be sensitive to noise within a Town Centre environment, particularly from entertainment venues, which are more appropriately located in the Town Centre than other areas. In seeking not to prejudice the operation of existing and potential future entertainment venues, the Strategy supports further investigation into mechanisms to mitigate these conflicts through development design, notifications on residential titles, and other mechanisms that acknowledge that residences are located within a noise generating area.

Strategies & Actions – Mixed Use & Activation

1. Support residential and tourist accommodation in the Town Centre as part of mixed-use development.
 - a. Introduce provisions into the local planning scheme to support the development of multiple dwellings within the Regional Town zone.
 - b. Introduce plot ratio density controls to support mixed use development within the Regional Town zone.
 - c. Investigate means to mitigate the impact of residential dwellings and tourist accommodation within the Town Centre on the operation of entertainment venues and other noise generating land uses.
2. Promote the development of active frontages to all main streets through careful management of land use and development design.
 - a. Introduce development requirements within the local planning scheme and policies to facilitate the activation of designated main street frontages, including the exclusion of residential or tourist accommodation uses from ground floor frontages.
 - b. As part of the review of Town Centre design guidelines, identify design opportunities to activate street frontages, including minimising blank walls, providing large shop-front windows, and prioritising pedestrian access.
 - c. Review and update the local planning framework to remove provisions that constrain alfresco dining and place-making initiatives.



3.2.2.3 Flexible Building Design

The role and composition of main streets and town centre precincts throughout Australia are currently in flux. The rise of online shopping, increasingly cautious consumer and business behavior, and the disruption of COVID-19 have all impacted the retail sector and led to significant uncertainty regarding the economic viability of many retail businesses in their current form. The significant role of the tourism sector, combined with increasing short to medium-term population growth in the Shire, will likely provide a buffer to local businesses from Australia's downward retail trends. ABS data also indicates the importance of food, in particular the role of restaurants and cafes, which have been making a growing contribution to Australia's bricks and mortar retail trade turnover throughout the past decade.

Given the diverse range of existing land uses within the Denmark Town Centre and uncertainty concerning its future composition, it is considered critical that built form is flexible and capable of responding to future economic shifts and trends. The Strategy therefore supports the introduction of planning controls that support flexible building design to enable potential low-cost conversion of spaces between residential, retail and entertainment uses as economic shifts occur. The development of adaptable commercial spaces will help reduce investment risk as well as ensuring business and community needs are provided for in the long term.

All new development within the Town Centre should demonstrate the capacity for flexible building design as part of seeking planning approval, in accordance with guidelines prepared by the Shire. The following design aspects are suggested for consideration in this regard:

- Universal and independent access
- Higher ceiling heights
- Vehicle access for deliveries
- BCA requirements met for multiple use class (i.e. house and shop)
- Removable walls between tenancies

Strategies & Actions – Flexible Building Design

1. Promote a high standard of development design within the Town Centre that enables flexibility for potential adaptation to alternative uses.
 - a. Introduce provisions into the local planning scheme requiring new development on identified main streets in the Town Centre to demonstrate its capacity to be adapted to multiple land uses.
 - b. Identify development standards and provide guidance on flexible building design.



3.2.2.4 Transition Areas

TPS3 identifies a Professional Office zone over the majority of lots fronting Price Street between Mitchell Street and Barnett Street. This zone allows for a range of commercial and residential land uses while also seeking to preserve heritage buildings and the residential character of the street. The 2011 LPS also identifies lots on the eastern side of Horsley Road south of Scotsdale Road as suitable for the introduction of commercial land uses in a similar manner.

This approach allows a more gradual transition of land uses between the Town Centre and adjoining residential areas, as well as providing additional opportunities for home based businesses and low-key commercial land uses. As part of this transition, it is key to maintain the predominantly residential nature of the built form, the existing streetscape character and the significant number of heritage buildings.

As the Professional Office zone and its objectives do not align with any of the model zones in the Regulations, the Strategy supports the retention of these transition areas within the Residential zone and the introduction of commercial land uses via an additional use designation, shown on the Strategy Maps in Section 4 as “Additional Use – Town Centre”. Conditions of the additional use designation can adequately address the desired retention of residential built form, with further policy guidance developed as required.

Strategies & Actions – Transition Areas

1. Support an appropriate transition in land use between the Town Centre and adjoining residential areas, seeking to retain established character while enabling commercial land use.
 - a. Remove the Professional Office zone in preparing the local planning scheme.
 - b. Include lots that are currently included in the Professional Office zone in TPS3 within the Residential zone in the local planning scheme.
 - c. Introduce an “Additional Use – Town Centre” designation over Residential zoned lots in close proximity to the Town Centre on the Strategy Maps, providing for a range of low-key commercial land uses subject to the retention of residential built form.
 - d. Introduce development conditions and incentives promoting the retention of existing buildings and the maintenance of streetscape character.

3.2.3 Other Commercial Areas

3.2.3.1 Service Commercial Land Uses

Service commercial land uses include bulky goods retail and wholesale businesses that require large premises and direct car access (e.g., showrooms, wholesale suppliers, hardware, storage facilities) as well as low-impact services and industries (e.g., car mechanics, equipment hire, food processing, sign manufacturing). Service commercial uses typically benefit from co-location, transport accessibility and high visibility, yet are generally incompatible with a mixed-use, main street, Town Centre environment due to high traffic generation and the large amount of low-yield floorspace required.

The Shire currently has a range of service commercial land uses spread between the Denmark Town Centre, South Coast Highway and the existing Light Industrial Area (LIA). Service commercial land uses are not easily distinguished by the categories used in the Land Use and Employment Survey, and it is therefore difficult to identify the current amount of floorspace and potential future growth.

Demand for additional floorspace for bulky goods retail and wholesale businesses is likely to be limited given the Shire’s proximity to the regional centre of Albany where a much greater range of comparison goods retailing exists. This is reflected in the relatively high proportion of escape expenditure. However, this is also influenced by the need for some businesses to be ideally located closer to their customer base, some businesses being multi-faceted instead of specialised, and a consumer preference for buying local. This Strategy acknowledges the need to provide opportunities for local businesses and services to be established as Denmark grows and new commercial thresholds are reached.

Demand for additional floorspace for low-impact services and industries is expected to increase as a result of population and visitor growth. This would result in an increased demand for service commercial floorspace which is less dependent on visibility, but more on transport access and price sensitivity. As a result, it is envisioned that a small number of service commercial land uses will relocate out of the Town Centre, potentially increasing the projected demand for service commercial premises beyond what has been forecast.

This Strategy proposes that the predicted modest growth and movement of service commercial uses can be accommodated within the LIA and Commercial zoned land along the South Coast Highway to the west of Millar and Short Streets. The LIA is located close to the Town Centre and has the capacity for expansion and road connectivity upgrades to assist in a gradual transition over the medium to long term from general industry to a combination of light industry and service commercial uses.

This transition will be enabled by the future introduction of a dedicated Service Commercial zone for the LIA, which can be investigated during preparation of the new local planning scheme. Commercial land uses with active frontages and high levels of foot traffic such as shops, restaurants, supermarkets and similar will not be supported within the Service Commercial zone, in order to maintain the primacy of the Town Centre.

The Service Commercial zone is expected to accommodate a wide range of lower order commercial land uses, consistent with the recommendations of the Consistent Local Planning Schemes review report for this zone. The majority of existing light industrial land uses will be permissible within the zone. Sensitive land uses such as Child Care Centres and Educational Establishments that are incompatible with pre-existing land uses will not be permitted. Any non-conforming land uses will retain the right to continue to operate as per the provisions of the local planning scheme. It is important to note that existing approved land uses which generate off-site impacts (e.g. concrete batching plants), would be categorised as an 'Industry' land use, and therefore be inconsistent with both Service Commercial and Light Industry zones, thereby likely resulting in non-conforming land uses, irrespective of whether this area is identified for Service Commercial or Light Industry.

This is considered the most viable and sustainable approach, reducing the need for the extension of public infrastructure and supporting existing commercial and industrial precincts. This approach also reflects community feedback during preliminary consultation for the visibility of commercial and industrial premises to be minimised.

To provide additional land for service commercial development and to seek to resolve land use conflicts, the Strategy also proposes to extend Service Commercial zoning to the northern portion of Lot 672 on P230743 (#15) Zimmerman Street. Over the longer term, the potential exists for the Shire depot to be relocated to accommodate additional service commercial land uses at such time as the need arises.

This would be supported by the extension of Middleton Street to Zimmerman Street, enabling a more connected road network through the LIA, subject to the resolution of land tenure. Upgraded directional signage should also be provided by the Shire in strategic locations to increase the LIA's visual exposure and enhance the legibility of the local transport network.

The establishment and maintenance of appropriate buffers between the Service Commercial zone and adjoining residential development is an important consideration that this Strategy seeks to address in consultation with affected landowners. All new development should consider means to mitigate impacts on visual amenity and the creation of vegetated buffers adjoining residential areas.

To improve the management of wastewater and enable the transition of the LIA from industrial to service commercial land uses, this Strategy advocates for the extension of a reticulated sewerage service to all existing and proposed future lots.



Proposed Service Commercial Park

The 2011 LPS proposed to investigate the development of Lot 300 on P046811 (#832) South Coast Highway (corner of Denmark-Mount Barker Road) as a service commercial estate. Lot 300 is currently zoned Public Use under the Shire's TPS3 but leased to three industrial/commercial businesses, effectively providing additional industrial land in lieu of past shortfalls.

Investigation into potential development of Lot 300 presented conflicts between desired commercial visibility and impacts of visual amenity, as well as the retention of remnant vegetation.

Based on the forecast need for service commercial floorspace and the desire to consolidate and promote land use change in the LIA, this Strategy does not propose to pursue investigations for the development of a Service Commercial Park on Lot 300. The gradual relocation of current lessees to the East Denmark Industrial Estate is encouraged.

Strategies & Actions – Service Commercial Land Uses

1. Support the consolidation of service commercial land uses within existing developed areas, encouraging a transition of the existing LIA away from historic industrial land uses, and address transport, servicing and visibility constraints.
 - a) Introduce the Service Commercial zone into the local planning scheme with objectives consistent with the Planning and Development (Local Planning Schemes) Regulations 2015.
 - b) Zone all existing developed lots within the existing LIA on Zimmerman Street, Hodgson Street, Industrial Road, Middleton Street and Hockley Close as Service Commercial, as shown in the Strategy maps.
 - i) Support land uses such as 'Industry – Light' and other service industry type land uses within the Service Commercial zone where such impacts on the amenity of the area can be mitigated, avoided or managed, in Draft LPS4.
 - ii) Support the ongoing operation of existing land uses while investigating the relocation of non-conforming uses, ensuring relocation is timely and suitable by engaging with relevant stakeholders.
 - c) Support the rezoning of the northern portion of Lot 672 on P230743 (#15) Zimmerman Street to Service Commercial, as shown in the Strategy maps. Matters to be considered at future planning stages include (but are not limited to) drainage and water management, lot sizes, environmental features, road connections and contributions, bushfire, land tenure, and servicing.
 - d) Support the potential development of Lot 139 on P080498 (#32) Zimmerman Street subject to addressing drainage, water management, lot sizes, environmental features, road connections and contributions, bushfire, land tenure, servicing and any other relevant planning matters.
 - e) Investigate the potential extension of Middleton Street to Zimmerman Street and Zimmerman Street to Brazier Street to enable a more connected road network through the LIA, subject to the resolution of land tenure, environmental considerations and other relevant planning matters.
 - f) Provide upgraded directional signage in strategic locations to increase commercial exposure and improve the legibility of the local transport network.
 - g) Support the relocation of the Shire's works depot in the long term to provide additional opportunities for service commercial development.

3.2.3.2 Other Commercial Nodes

TPS3 includes Commercial zoning for the following two commercial nodes at points along Ocean Beach Road:

- **Portion of Lot 214 on P052368 (#267) Ocean Beach Road, within the area included in the Weedon Hill Outline Development Plan (ODP) (now referred to as Local Development Plans (LDP)).**

Lot 214 Ocean Beach Road and adjoining lots within the Weedon Hill ODP are zoned for future urban development, but this is unlikely to occur during the life of this Strategy due to the cost of providing necessary infrastructure. The Strategy recommends that an alternative land use outcome is pursued in negotiation with the landowner, and as such the development of a local commercial node anticipated in the ODP may not be realised. Should residential development occur, this commercial node is poorly located and this Strategy does not consider it imperative that this is maintained.

- **Portion of Lot 55 on P006685 (#571) Ocean Beach**

Approximately 3,600m² of Lot 55 Ocean Beach Road is currently zoned Commercial and 8,100m² zoned Residential (R5). While originally conceived as a suitable location for local convenience services, the viability of development for this purpose is affected by the high proportion of seasonally occupied dwellings and tourist accommodation in the vicinity. The development potential of the site overall is constrained by bushfire risk and environmental values (noting the existing waterway and wetland), and dependent on the capacity for suitable wastewater treatment and disposal to be provided.

The Strategy supports transferring the existing 'Commercial' zoning to the 'Local Centre' zone in a new planning scheme to enable the potential development of this site as a local village node for the Ocean Beach locality.

Alternative zoning options for Lot 55 may be considered should development not be possible due to the constrained nature of the site. In the event that commercial zoning is not maintained over Lot 55, this Strategy supports investigation into alternative locations for a local village node in the Ocean Beach locality.

- **Nornalup Townsite**

As discussed in Section 3.1.6.1, any potential future expansion of the Nornalup townsite should consider the provision of (or access to) commercial and community services. If the expansion of Nornalup is supported by relevant investigations and needs assessment, additional land for commercial uses may be considered to support the local community.

The Strategy does not support the inclusion of additional land within the commercial-type zones in any other location, for the purpose of encouraging the consolidation of the Denmark Town Centre and the other smaller commercial nodes listed above. Small-scale commercial land uses may be contemplated within several other zones.

Strategies & Actions – Other Commercial Areas

1. Manage the development of other commercial nodes to promote the primacy of the Denmark Town Centre.
 - a) Investigate alternative land use outcomes for the Commercial zoned portion of Lot 214 on P052368 (#267) Ocean Beach Road to accommodate other land use outcomes.
 - b) Include the portion of Lot 55 on P006685 (#571) Ocean Beach Road currently zoned as 'Commercial' within the 'Local Centre' zone within LPS4 and provide planning controls to ensure this does not impact the commercial primacy of the Denmark Town Centre.
 - c) In the event that Lot 55 (#571) Ocean Beach Road is not viable for development as a commercial node due to site constraints, consider an alternative zoning for Lot 55 and support the investigation of an alternative site for a commercial node within the Ocean Beach locality.
 - d) Not support the inclusion of any other additional land for commercial-type zoning outside of the Denmark Town Centre.

3.2.4 Industrial Areas

Industrial areas provide for businesses involved in manufacturing and processing, as well as an array of other services. By the nature of their operation, industrial land uses often produce emissions of noise, dust and odour and are ideally separated from residential and other sensitive land uses. Some industrial land uses also have requirements for large landholdings and bulk transport access.

Although the Shire contains a number of small industrial businesses that service the district, major industrial land uses servicing the region are based in the City of Albany and supported by extensive road, rail and maritime infrastructure. The Strategy supports the further development of local businesses, services and employment but does not support the development of any heavy or extensive industrial land uses within the Shire.

The Lower Great Southern Land Use and Employment Survey identified 17,340m² of existing industrial floor space within the Shire, as detailed in Figure 5.

Figure 5: Industrial Floorspace by Type

Floorspace Classification	PLUC Code	Industrial Floorspace (2019)	% of Total of Category
Health/ Welfare/ Community	HEL	200m ²	7%
Manufacturing/ Processing	MAN	3,170m ²	21%
Office/ Business	OFF	1,140m ²	11%
Other Retail	RET	920m ²	20%
Service Industry	SER	5,730m ²	56%
Shop/ Retail	SHP	200m ²	1%
Storage/ Distribution	STO	3,520m ²	56%
Utilities/ Communication	UTE	850m ²	51%
Total Occupied		15,730m ²	
Unoccupied		1,610m ²	
Total		17,340m ²	

Department of Planning, Lands and Heritage, 2019

The majority of industrial land uses are driven by industry demands and trends rather than servicing a localised population, so projections of potential growth in industrial floorspace needs are complex.

This Strategy forecasts between 1,200m² and 1,500m² of industrial floorspace will be required by 2036 to support expected population growth. However, demand for industrial land could increase in the event of growth within the agri-business and food processing industries, particularly given the ability to produce high-value agricultural products within the district. If the Shire was to achieve aspirational benchmarks for the development of these industries, based on the averages of other Local Government areas, this could result in demand for up to 10,000m² of additional industrial floorspace.

Maintaining a ready supply of industrial land is necessary to allow the Shire to respond to emerging industries, accommodate local services and provide opportunities for local businesses and employment.

3.2.4.1 Existing Light Industrial Area (LIA)

The existing LIA is located within the Denmark townsite, providing premises for a wide range of services supporting the district.

Although the LIA has been in this location for many years, encroaching residential development and increasing requirements for buffers to industrial land uses now present a challenging land use conflict. In addition, all developed lots within the LIA are currently occupied and a lack of suitable alternative sites has resulted in a shortfall in business opportunities and some industrial and service land uses being pursued in rural locations.

While the transition of the LIA toward service commercial land use has been considered in previous strategic planning for Denmark, suitable alternative areas for the relocation of industrial uses were not available at that time. With the recent development of the East Denmark Industrial Estate, industrial land uses are now provided in an alternative location and the future of the existing LIA can be reconsidered. Given its proximity to residential housing, the Strategy acknowledges the need for the LIA to transition from an area with predominantly industrial land uses into a Service Commercial area.

Changes to the local planning scheme will be made to remove the opportunity for unsuitable industrial land uses to be established and encourage the relocation of existing industrial land uses. This will be supported by increasing the range of service commercial land uses that are permitted, providing for demand from this sector as well as incentivising the relocation of industrial land uses (which are typically lower yield). The existing Local Planning Scheme's Industrial zone has permissible land uses that are of a light industrial nature, while its General Industry zone allows for 'heavier' industrial uses that should be isolated from sensitive land uses. This strategy foreshadows broadly transferring these respective land use permissibilities to the Light Industry and General Industry zones, which is consistent with the current LPS Regulations.

3.2.4.2 East Denmark Industrial Estate

The East Denmark Industrial Estate was established as a partnership between multiple landowners, the Shire and Development WA (previously Land Corp) in response to the shortage of industrial land in the Shire and the desire to relocate heavier industrial land uses out of the existing LIA.

The first release of lots between 6,879m² and 1.4 hectares took place in mid-2018 and a further 17.3 hectares of land provides for the future expansion of the East Denmark Industrial Estate in a southerly direction over Lot 9001 (#652) South Coast Highway, Hay. The Strategy mapping establishes a graduation of land use intensity over this 17.3 hectare portion to protect the amenity of the existing residents within the adjoining Special Use zone located to the south, as well as a neighbouring business to the west that includes a brewery, vineyard and restaurant. Most of the 17.3 hectares are designated for light industrial land uses, which then transitions in a northerly direction to the Industrial zone at the point where a 300m industrial buffer can be achieved to the existing sensitive land uses to the south.

The estate is expected to sufficiently provide for demand for additional industrial floorspace during the life of this Strategy, noting that this area will also potentially accommodate the relocation of a number of existing businesses, which are broadly more suited to general industrial estates. Noting this potential transition over time, this Strategy encourages the Shire, Development WA and other government agencies to collaborate and provide support for industrial land uses to transition over time.

To accommodate this transition in land uses, the East Denmark Industrial Estate will accommodate General Industry, Light Industry, and Rural Enterprise type zones, and these will be introduced as part of the preparation of a new planning scheme. A Light Industry zone would aim to accommodate appropriate land uses while restricting the development of offensive industries that may conflict with existing sensitive land uses on adjoining properties.

A Rural Enterprise zone is proposed to be introduced as part of a new planning scheme. However, the use of this zone is intended to be limited to the southern portion of Lot 9001 (# 652) South Coast Highway Hay, as a suitable alternative to the current Special Use zoning within TPS3. The Local Planning Strategy does not contemplate any additional Rural Enterprise zoning other than the area designated above.

Strategies & Actions – Industrial Areas

1. Support the expansion and diversification of the East Denmark Industrial Estate, with attention to managing land use conflicts and maintaining a high standard of development.
 - a. Introduce a Light Industry zone within the local planning scheme generally consistent with the objectives of the Planning and Development (Local Planning Schemes) Regulations 2015.
 - b. Retain the General Industry zone over the northern portion of the East Denmark Industrial Estate, as indicated in the strategy maps.
 - c. Introduce a Rural Enterprise zone within the local planning scheme. Use of this zone shall be limited to the southern portion of Lot 9001 (#652) South Coast Highway, Hay. The existing planning controls for this site are to be carried forward into LPS4.
 - d. Encourage and enable the subdivision and development of Lot 9001 (#652) South Coast Highway, Hay into a mix of rural enterprise, light industrial and industrial lots, ensuring that the amenity of existing sensitive land uses is protected by buffers and a graduation of land use intensity from south to north.
 - e. Prepare policy guidance to encourage a high standard of industrial development, the appropriate development of factory units and strata-titles and identifying how development proponents are expected to demonstrate that impacts/emissions (including noise, dust and other impacts) meet the relevant environmental and regulatory standards.
2. Support and actively engage with relevant stakeholders to ensure the timely release of industrial lots within the East Denmark Industrial Estate, and provide support and assistance for businesses to relocate.



3.2.5 Tourism

Tourism is a significant industry within the Shire and has experienced substantial growth in recent years. The district is serviced by a wide range of tourism businesses, including accommodation ranging from low-cost camping through to hotels.

The Shire's local economy is supported by a relatively high proportion of visitor expenditure compared to local resident expenditure, with a further increase in recent years. This tourism driven demand supports many accommodation, food and retail businesses that would not otherwise be viable.

Although tourism is a significant characteristic of the district, there are inherent tensions between the tourism industry, visitors and the local community. The Strategy acknowledges these tensions and seeks to provide the basis for a planning approach to managing and mitigating apparent points of conflict.

At a regional level, tourism is acknowledged as a significant growth industry, with opportunities in food, culture and nature-based tourism promoted in the Great Southern Regional Investment Blueprint, Great Southern Regional Planning & Infrastructure Framework and the Lower Great Southern Strategy. In acknowledgement, this Strategy seeks to address a range of tourism related issues within the context of land use planning.

3.2.5.1 Sustainable Tourism

In September 2021, the Shire adopted the Sustainable Tourism Strategy (STS) to provide a vision and direction for the future of tourism in the Shire.

The STS adopts the following definition of sustainable tourism developed by the United Nations World Tourism Organization (UNWTO):

Tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities.

The STS identifies that in 2019 approximately 160,000 people made day trips to the Shire and another 167,000 people made overnight visits, staying a total of 591,000 nights. Most visitor expenditure in the Shire is generated by Australian residents (domestic visitors) who account for 91% of total visitors. Visitor numbers grew by 17.6% over the five years prior to June 2019 and average annual visitor expenditure was approximately \$76 million per annum over the same period.



The STS recognises that tourism has contributed to economic growth, job creation and an expanded array of lifestyle amenities for residents. It extends the scope and scale of built attractions and hospitality that would not normally be available if these services were solely reliant on local patronage. In effect, tourism helps to make the Shire a more vibrant and attractive place to live, work and visit.

While tourism brings many advantages, it is also responsible for increased pressure on local services and infrastructure during peak visitor periods, distortion of the local housing market, and impacts on social cohesion within our community. Given the Shire's unique natural environment and biodiversity, tourism can also lead to the potential overuse of sensitive landscapes and environments. For this reason, it is essential that tourism provides net benefits that are reflective of the values and needs of our community.

The STS provides a detailed profile and holistic review of the tourism industry, including accommodation availability and future needs. The STS also provides an over-arching vision, proposing that sustainable tourism within the Shire should:

- Make optimal use of environmental resources that constitute a key element in tourism development, maintaining essential ecological processes and helping to conserve natural heritage and biodiversity.
- Respect the socio-cultural authenticity of host communities, conserve their built and living cultural heritage and traditional values, and contribute to inter-cultural understanding and tolerance.
- Ensure viable, long-term economic operations, providing socio-economic benefits to all stakeholders that are fairly distributed, including stable employment and income-earning opportunities and social services to host communities, and contributing to poverty alleviation.

This vision builds on established tourism offerings in the Shire, supporting the further development of eco-tourism and balancing development with the needs of the local community. This vision does not rule out further tourism growth but establishes that further tourism development is conditional on meeting the expectations of the community.

This Strategy acknowledges and adopts the vision for tourism expressed in the STS and seeks to address matters relevant to the local planning framework, including responses required at a strategic level to cumulative concerns, and providing detailed guidance on how further tourism development will be assessed.

Environmental Stewardship

The Shire's natural landscapes and unique biodiversity are a significant drawcard for visitors and new residents alike, with much of the district classified as national parks and nature reserves. While all reserves may be subject to pressure from increasing visitor numbers during peak periods, some high profile sites such as Ocean Beach and the William Bay National Park have experienced seasonal congestion beyond the capacity of existing infrastructure, leading to impacts on visitor experience and environmental values. The Shire's Coastal Reserves Management Plan seeks to balance the need for infrastructure and facilities to accommodate visitation with community expectations, available resources, and environmental landscape and heritage values.

The future of tourism within the Shire depends heavily on the management of natural attractions and their associated cultural values. Visual and environmental degradation has the potential to undermine the value of the Shire of Denmark as a tourism destination, as well as compromising key drivers of community wellbeing and intergenerational equity.

New tourism developments must recognise the potential impact of their development and operation, and be responsively scaled and designed to protect the inherent values of both their site and context. Development proposals should align with the relevant social and environmental criteria contained within this Strategy, the local planning scheme and LPP's.

The Shire is well suited for sensitively designed genuine eco-tourism experiences, which engage and educate visitors through our rich local environment, culture and history. This Strategy seeks to encourage applicants to go beyond the traditional paradigm of sustainable development (balancing environment, social and economic factors) and embrace a regenerative approach that not only sustains existing resources, but also increases the health, function and capacity of our biodiversity, natural systems and local community.

Social and Cultural Impacts

Community consultation undertaken as part of the Shire's STS indicated that some residents have concerns about the negative aspects of the contrasting seasonal variations in visitor numbers, particularly the impacts of traffic congestion, crowding and reduced service availability during seasonal peaks. However, some residents also appreciate the positive aspects of tourism, such as the year-round availability of restaurants, cafes, attractions and events that would be uneconomic otherwise.

While it is widely recognised that roads and car parking become more congested during seasonal peak periods, extending infrastructure to cope with the highest points of demand may create infrastructure assets that are otherwise underutilised for the majority of the year, and draw community resources away from other priorities. While continued investment in public infrastructure is required to respond to demand, this must be carefully considered and maintain flexibility so as to account for the varying levels of seasonal use. This Strategy also aims to enable the provision of additional commercial services that may be necessary to service the community and visitors during seasonal peaks.

The purchase of housing for use as private or commercial holiday homes has increased competition in the local housing market and contributed to price increases. The preference of investors for higher returns from short stay renting, as well as the complimentary benefit of private use, has contributed to the supply of private long-term rentals reducing and prices increasing. While not the only factors influencing the housing market, these influences are often highlighted as concerns within the community.

Where concentrations of houses are owned by absentee landowners or operated as commercial holiday homes, some local residents have observed a reduced sense of community connectedness and social cohesion within the neighbourhood.

As a community, Denmark experiences a high degree of population turnover, with almost 30% of residents not living in the area 5 years ago (ABS 2021 Census). Many residents first experience Denmark as visitors themselves, with their experience of Denmark's attractions supporting their migration. When high population turnover is combined with a transient tourist population this can result in a lack of social cohesion within a community. It is therefore important to support initiatives that develop and enhance community capacity and help residents to understand and thrive within these circumstances. Therefore, early and proactive engagement prior to any development application is important in forming a social license.

Carrying Capacity

In the context of tourism planning, the concept of carrying capacity acknowledges that both natural and man-made environments have limits and capacities that when overstepped are likely to result in environmental damage and lower levels of visitor and resident satisfaction. Carrying capacity can be broken down and represented in various ways, including:

- Physical capacity - is typically seen as a measurement of actual space and infrastructure, such as the number of parking spots linked to tourist facilities and destinations.
- Ecological capacity - is the amount of usage that the local environment or ecosystem can endure before causing damage.
- Social capacity - in the case of tourists, may be experienced in the level of crowding that a visitor will tolerate before they decide a location is too full and relocates elsewhere. In the case of residents, it relates to the capacity of the local community to maintain and enhance its well-being and social harmony, balanced against community dissatisfaction and the social impacts caused and exacerbated by seasonal overcrowding and increases in peak season visitor numbers.

Although Denmark does not have the same levels of visitation experienced in other places, particularly on the east coast of Australia, it is acknowledged that domestic tourism has increased substantially in Denmark and other similar coastal towns following the COVID-19 pandemic. Whether Denmark experiences 'overtourism' is subjective and depends on the degree and perception of the type of tourism, level of development, environmental outcomes, visitor behaviours, and the personal and social values of the host community.

The carrying capacity of the Shire to accommodate tourism will fluctuate over time in response to variations in the availability of affordable housing, commercial services, community infrastructure, attractions and recreational opportunities, as well as changes in community sentiment.

Community consultation undertaken as part of the Shire's STS asked respondents about their views on optimal visitor load at different times of the year. The following summary of community feedback to the STS reflects community sentiment at the time regarding the Shire's carrying capacity for tourism:

- Sixty percent of respondents wanted visitor numbers maintained at current levels during the Peak Season (school holidays periods in December-January, March-April and September-October).
- Over a quarter (27.4%) wanted to see numbers reduced during the peak season.
- Seventy percent indicated they would be happy to see visitation numbers grow in the off-peak periods.
- Approximately 9% of respondents wanted visitor numbers to decrease in the shoulder and off-peak seasons.

These views reflect the highly seasonal nature of tourism in Denmark, which align with holiday periods and seasonal weather variations.

While acknowledging these views, the Strategy also notes that the broader trends that have underpinned growth in tourism in Denmark (eg. population growth in WA, increasing population of retirees, growth in tourism in the south west tourism region) are likely to continue and that demand cannot be significantly influenced by actions undertaken at a local level.

Given these circumstances, this Strategy aims to manage growth in a way that minimises the potential negative impacts of tourism while also maximising the potential positive benefits. It is recommended that all substantial tourism land use or development proposals are subject to detailed assessment, with this Strategy providing relevant criteria.

Acknowledging that growth in the amount of tourist accommodation may increase the number of visitors staying within the Shire during peak periods, it is recommended that the cumulative supply of accommodation is closely monitored and carefully managed. This Strategy aims to support the development of a local planning scheme and policies that can address key points of conflict and minimise the potential impacts on the experience of residents and visitors when development occurs.

Strategies & Actions – Sustainable Tourism

1. Acknowledge the vision and aims for tourism expressed in the Shire's STS and seek alignment within the local planning framework.
 - a. Consider the objectives and intent of the STS at each stage of review of the local planning framework.
 - b. Review the range of opportunities for the development of new tourist accommodation within the local planning scheme and policies.
 - c. Identify key points of conflict between tourism and other land uses and provide guidance with the local planning scheme and policies.
 - d. Develop and maintain methods for monitoring and managing the cumulative amount of tourist accommodation and visitation within the Shire.
 - e. Support proposals to improve community infrastructure, commercial services, environmental management and social capital to help to address shortfalls in carrying capacity.

3.2.5.2 Rural Tourism

The extensive rural areas of the Shire play a key role in the success of tourism within the region. In particular, high value agricultural production is connected to food tourism, and dramatic natural and rural landscapes provide a visual experience and setting for eco-tourism. The growth in demand for these experiences is noted within State and regional planning documents and could potentially translate into development pressures within the Shire's rural areas.

A significant number of tourism enterprises currently exist on land zoned Rural in TPS3, and in some cases on land zoned Tourism that is otherwise isolated within a rural area. The reasons for this typically vary between the amenity provided by rural landscapes and views, diversification of agricultural or rural production businesses, and the availability of larger land parcels. Tourism land uses can be highly complementary to agriculture and add value to produce grown or reared on site; however, tourism can also compete with agriculture for access to land as well as creating conflict between the desire for amenity and common agricultural practices – which can produce odours, noise, and spray drift.

This Strategy seeks to preserve agricultural production and environmental conservation as the primary land uses within rural areas. Secondary land uses, such as tourism, will only be supported where they do not compromise these primary land uses, unnecessarily fragment landholdings and increase land costs, and can meet the sustainability objectives of this Strategy. This position is consistent with relevant SPP's .

Some landholdings within rural areas are predominantly vegetated and may have limited agricultural potential. In these instances, conservation is considered the primary use of the land and support for tourism development may be considered where compatible with the preservation of ecological values.

A wide range of tourism land uses can potentially be permitted within the Rural zone in TPS3; however, there is currently a lack of guidance in the local planning framework on the appropriate scale of development and assessment criteria to assist in reducing potential impacts. Outside of the Tourism zone, tourism land uses are required to be a secondary, incidental use of the land, relatively small scale and low impact on the site and surrounding land uses. The Strategy proposes a review of the local planning framework to reflect this intent, including policies that determine the number and location of tourist accommodation units that may be permitted on rural lots. The range of tourism uses permitted within the Rural zone under TPS3 will be reviewed during the preparation of a new local planning scheme, including the removal of permissibility for several high-intensity tourism land uses including Hotel, Motel, and Caravan Park, which are considered to be better suited to the Tourism or commercial-type zones.

Many forms of tourist accommodation are considered vulnerable land uses under *SPP3.7 – Planning in Bushfire Prone Areas*. All proposals for tourist accommodation and attractions need to address the requirements of SPP3.7 on an individual basis. This Strategy acknowledges that the continuing development of tourist accommodation and attractions in less accessible parts of the Shire where landscape scale bushfire risks exist is undesirable and will increase pressure on emergency services. The development of unhosted tourist accommodation and other vulnerable land uses may not be supported by the Shire in these circumstances. Acknowledging the contribution that rural and natural landscapes provide to tourism, this Strategy also seeks to preserve visual landscape values in locations of importance and prominence. While many tourism businesses rely on directional and advertising signage, excessive and poorly designed signage can detract from the values that tourism relies upon, and the local planning framework may consider appropriate limits to preserve local character, landscape values and visual amenity.

Strategies & Actions – Rural Tourism

1. Support rural tourism as a secondary, incidental land use only while preserving agricultural production and conservation as the primary uses of land within the Shire's rural areas.
 - a. Review the local planning scheme and policies to establish tourism as a secondary, incidental land use within rural areas, providing guidance for the development of tourism at an appropriate scale so that it does not compromise agricultural production and conservation as the primary uses of rural land.
 - b. Support measures to minimise the impact of tourism development on visual landscape values in locations of importance and prominence.
 - c. Reduce the range of tourist accommodation land uses that may be permitted in the Rural zone, including removing permissibility for Hotel, Motel, Caravan Park and other similar land uses.
 - d. Avoid the development of unhosted tourist accommodation and other vulnerable land uses in rural areas where this would represent a significant bushfire risk to occupants and/or pressure on local emergency services.

3.2.5.3 Tourism Sites & Assessment

Tourism Sites

TPS3 recognises important tourism sites by including relevant lots within the Tourist zone, excluding Commercial zoned land within the Denmark Town Centre. These sites have either substantial existing tourism infrastructure or demonstrate the qualities and attributes of a suitable site for tourism and are therefore zoned to facilitate their preservation for tourism purposes in future.

This Strategy assesses and makes recommendations for existing Tourist zoned sites in Part 2, Section 8.1, Figure 36.

The 'Tourist' Zone in TPS3 will be replaced by the 'Tourism' Zone in the Shire's new Local Planning Scheme, for consistency with the current Model Scheme Text. Provisions and guidelines for the Tourism zone will be incorporated into the local planning framework to guide land use types and development scales that are site appropriate.

It is acknowledged that tourism attractions may also be located on State managed lands where a range of unique natural assets exist. This Strategy supports tourism development on State lands subject to the resolution of relevant planning issues, consistency with the STS, and consideration of how public tourism assets will contribute to the local community and visitor experience.

Criteria for the Assessment of Tourism Proposals

This Strategy outlines a preferred direction for tourism and identifies assessment criteria to guide the assessment of tourism-related land use and development proposals.

This approach allows for rezoning proposals to be considered on a case by case basis, relying on robust criteria and detailed assessment of the unique circumstances of each proposal to inform decision making.

The criteria contained in Figure 6 aim to inform the appropriate siting and design for tourism rezoning proposals and tourism developments of a significant scale. These criteria evaluate whether a site is suitable for tourism development, as well as informing design and land use planning assessments. In evaluating development proposals, the Shire will apply the criteria in Figure 6, with additional guidance from section 3.2.5 (Tourism) and any other relevant subsections within this Strategy. Applicable State tourism planning documents including the Position Statement: Planning for Tourism and Short-term Rental Accommodation and the associated Guidelines (2023) should also be given due regard as part of the assessment of tourism proposals.

Assessing future tourism development proposals requires careful consideration of appropriate scale, sensitivity to the local context and natural environment, infrastructure capacity, off-site impacts, and preservation of the surrounding visual landscape. It is acknowledged that both visitors and tourism businesses benefit from the agglomeration of the five A's of tourism (accommodation, access, attractions, activities, and amenities) and certain areas will be generally preferred for these reasons.

There is a presumption against supporting large scale tourism development within the Rural or Environmental Conservation zones. This approach aligns with the goals of preserving agricultural land for rural production and conservation areas for environmental protection and ecological regeneration. Balancing the desire for tourism with the protection of unique agricultural, social, cultural, and environmental aspects is essential before proceeding with rezoning or development approvals in rural or conservation areas.

Tourism development in remote areas, away from existing or planned urban centres, should be sensitive to the local context to ensure minimal disruption to the environmental, social and cultural landscape. Particular attention should be paid to factors such as development density, scale, local infrastructure suitability, and the magnitude of impact that may be caused by related infrastructure upgrades.

The introduction of Additional Use designations within the local planning scheme may be considered where necessary to support the continuation and limited expansion of existing established tourism businesses within the Rural zone.

Development Approval Requirements

The STS identifies a need to clarify and streamline planning requirements and processes for tourism land use and development proposals. While acknowledging that improvements can be made, this Strategy notes that finding a balance between facilitating development proposals and safeguarding the range of other interests is a complex challenge.

The actions recommended within this Strategy are intended to assist in providing greater clarity for proponents of tourism development, and will be enacted through an updated local planning scheme and policies. This may be further assisted with information sheets and self-service information that enable proponents to better understand approval requirements and processes.

In reviewing TPS3, it is recommended that land use permissibility is examined and opportunities identified to reduce approval and application requirements. However, it is noted that tourism development is typically unique (both accommodation and attractions) and a need for planning assessment in many circumstances is likely. It is recommended that additional LPP guidance is also established to support the preparation and assessment of tourism development applications.

Strategies & Actions – Tourism Sites & Assessment

1. Strategically manage the development of Tourism zoned sites.
 - a. Retain the Tourism Zone (retitle from Tourist Zone) within the local planning scheme consistent with the objectives of the Planning and Development (Local Planning Schemes) Regulations 2015.
 - b. Generally retain existing Tourist zoned sites within the Tourism Zone as outlined in Figure 36 – Recommendations for Tourism Sites (Part 2).
 - c. Incorporate suitable mechanisms into the local planning framework for Tourism zoned land to ensure a commensurate level of scale, land use and built form/amenity considerations.
2. Provide a framework for the assessment of tourism proposals that improves clarity for proponents while appropriately addressing potential impacts and community values.
 - a. Assess proposals for tourism rezoning or development against State tourism planning guidelines, the criteria provided in Figure 6, and the objectives of this Strategy.
 - b. Provide local planning policy guidance for the preparation and assessment of tourism-related development proposals as required.
 - c. Where appropriate, remove unnecessary approval and application requirements for minor development.



Figure 6: Criteria for the Assessment of Tourism Proposals

Accessibility	Appropriate levels of access exist or are proposed to be provided to the site, relative to the scale and intensity of the proposed land use and development. This includes considerations such as the capacity of road infrastructure as well as provisions for pedestrian and bike paths/trails.
Built Form	The scale, design and quality of the built form reflects local conditions, character and aesthetics.
Bushfire	The site is not located in an area of extreme bushfire risk, is capable of compliance with the applicable planning requirements for bushfire protection, and does not result in significant additional pressure on local emergency services.
Co-location	The site is co-located with or adjacent to a range of other complementary tourism activities, attractions and/or accommodation facilities. The site has ready access to community and commercial services in an existing node (eg. Denmark, Peaceful Bay/Bow Bridge and Nornalup).
Ecologically Sustainable Development	The proposal demonstrates high sustainability credentials within the design, development process and ongoing operation, in alignment with the principles and intent of sections 3.1.7 and 3.3.1.5.
Environmental Impact	The site can accommodate the proposed tourism development and associated services within the carrying capacity of the local environment, in a manner that does not detract from the area's natural attributes or result in environmental degradation on the development site or surrounding area.
Infrastructure	The site possesses the carrying capacity to support the envisioned scale of development and associated infrastructure. The proposed development appropriately contributes to the provision of utilities and community infrastructure off site in cases where the carrying capacity of existing public infrastructure is likely to be exceeded due to an increase in visitor numbers directly resulting from the proposed development.
Land Use Compatibility	The proposed land use/development does not introduce expectations of amenity that compromise the primary purposes and uses of surrounding land, or result in substantial adverse impacts on sensitive land uses within the surrounding area.
Social Impact	The proposed development demonstrates the ability to provide a net positive benefit to the local community, with consideration given to social and cultural carrying capacity, taking into account both resident satisfaction and visitor experience.
Visual Landscape Values	The siting and design of development appropriately preserves and enhances the evident visual landscape values.

Length of Stay

The Strategy acknowledges State policies and reflects the restriction on occupancy of tourist and visitor accommodation units to a maximum length of stay of three months in any 12 months for any individual.

Notwithstanding, the Strategy acknowledges that unrestricted (or long stay) units are often sought by proponents as a means of supporting the viability of tourism development projects or providing key worker accommodation.

Any proposal that includes unrestricted units must be carefully considered and needs to demonstrate the capacity to address potential conflict between long and short stay units, preservation of the tourism function of the development, and management arrangements that enable continuing investment into common facilities. Appendix 1 of the Planning for Tourism and Short-term Rental Accommodation Guidelines outlines relevant factors that will be required to be addressed by proponents.

The Strategy identifies the proportion of unrestricted accommodation units that will be supported within existing tourism developments in Figure 36 (Recommendations for Tourism Sites).

The Strategy does not support the inclusion of unrestricted accommodation units in new tourist developments that are outside of the Denmark Townsite.

Unrestricted accommodation units should be subsidiary to the tourism component of the development, minimise conflict between long and short stay accommodation, and avoid areas of the site providing the highest tourism amenity.

The provision of a single residence for a caretaker or manager may be considered where adequately justified.

Strata Title Subdivision

The subdivision of tourism developments into strata titles can provide a means of promoting investment, offering the potential to raise capital for improvement in aging tourism facilities while providing a 'holiday home' investment opportunity within a tourism (rather than residential) setting. However, fragmenting ownership of tourism developments can also result in complex management arrangements, inconsistent maintenance standards within a tourism development and a lack of reinvestment in common facilities.

The Strategy recommends the adoption of a position against supporting strata title subdivision in tourism developments except in limited circumstances, seeking to preserve the interests of the development as a tourism business first and foremost.

With reference to relevant State policies, this Strategy acknowledges the need for management arrangements prior to strata titling within any tourism development to facilitate decision making, maintain standards of tourism product and provide for ongoing reinvestment into common facilities.

Strategies & Actions – Length of Stay and Strata Title Subdivision

1. Provide direction for length of stay and strata titling of tourism developments to encourage investment while protecting the primacy and long term viability of the tourism use.
 - a. Support an unrestricted length of stay in accommodation units within existing Tourism zoned sites as outlined in Figure 36 – Recommendations for Tourism Sites (Part 2).
 - b. Support unrestricted length of stay for future Tourism zoned sites within the Denmark townsite only.
 - c. Adopt a presumption against any further strata title subdivision of tourism developments within the Shire other than built strata applications in the following circumstances:
 - i. Where associated with accommodation units that have been allowed an unrestricted length of stay (consistent with this Strategy), or
 - ii. Where associated with accommodation units that have a restricted length of stay, only within tourism developments that:
 - Were in operation prior to this Strategy;
 - Demonstrate consistency with the directions expressed in this Strategy;
 - Demonstrate that subdivision is necessary to facilitate an improved tourism outcome, such as major redevelopment, additional accommodation or a new attraction; and
 - Are supported by adequate management arrangements to preserve the interests of the development as a tourism business first and foremost.

An ongoing Maintenance Plan and Reserve Fund will be required for all built strata tourism developments to ensure appropriate management of common infrastructure is in place prior to subdivision considered under (c).

Contributions

The STS recommends investigating opportunities for tourism-related businesses and visitors to contribute towards the ongoing costs of services and infrastructure for visitors.

The suitability of various funding mechanisms for community facilities and infrastructure should be investigated. There are a number of ways to achieve this outcome, potentially including through the adoption of a Development Contribution Plan that requires financial contributions from new development. A detailed assessment of the proportional use of these assets by tourists should be undertaken to inform an appropriate contribution rate for new tourism development, in conjunction with non-planning based contribution mechanisms.

Strategies & Actions – Contributions

1. Investigate opportunities to secure infrastructure contributions from tourism land use and development within the Shire.
 - a. Incorporate tourism proposals within the consideration of a future Development Contribution Plan for community facilities and infrastructure.

3.2.5.4 Tourism Accommodation

Caravan Parks

Caravan parks provide a range of accommodation types including low-cost options, supporting a way of travelling that is strongly connected to our Australian cultural identity. The Shire is well serviced with formalised options for caravan parks, with eight existing facilities spread across the district providing opportunities for travellers seeking this form of accommodation. Three of these facilities are located on publicly managed land, facilitating their long-term retention as community assets.

SPP's generally recommend the retention of caravan parks within a Special Use zone to preserve this land use; however, the Shire has not experienced challenges relating to the longevity of caravan parks or land use competition as experienced in metropolitan and larger regional centres. This Strategy recommends that caravan parks are retained or established within the Tourism zone to allow for the development of multi-faceted tourism businesses, while being responsive to industry trends.

The Strategy recommends the introduction of limits on the number of open sites that are retained for caravans and camping within a caravan park, ensuring that diversification into other accommodation types (e.g. cabins & park homes) does not represent an effective change of use.

Camping Grounds

The STS identifies a need for the development of additional low-cost and nature-based camping options, particularly given demand in peak periods. Many campers seek low-service, low-cost options, particularly as caravans and recreational vehicles are increasingly self-contained.

The Shire regularly receives enquiries from landowners proposing to develop small-scale camping businesses (both with limited services and fully serviced 'glamping'). It is also acknowledged that online platforms have facilitated the unregulated leasing of small-scale, low-service campsites on private properties – similar to the trends in recent decades that have given rise to the private holiday home industry.

This Strategy supports the introduction of a 'Camping Ground' use class into the local planning scheme to facilitate the development of private camping grounds. The intent of this use class would be to facilitate small-scale, low-service, hosted camping grounds in appropriate zones.

While this land use can be enabled through the local planning framework, all caravan parks and camping grounds are also required to be licensed through the Caravan Parks and Camping Grounds Regulations 1997. The Caravan Parks and Camping Grounds Regulations set requirements for the provision of servicing facilities for camping grounds and caravan parks that are inflexible and unfeasible for many small-scale parks. This Strategy advocates for review of the Caravan Parks and Camping Grounds Regulations to promote flexibility and consider servicing arrangements that reflect the changing nature of this industry.

Strategies & Actions – Caravan Parks & Camping Grounds

1. Maintain the variety of caravan park and camping ground accommodation options within the Shire and support limited, low impact development only.
 - a. Maintain existing Caravan Parks within the proposed Tourism zone and require rezoning for any new Caravan Park proposals.
 - b. Support the diversification of tourism accommodation types within caravan parks subject to the retention of a minimum of 50% of sites remaining for short-stay use by caravans and camping.
 - c. Introduce a 'Camping Ground' use class into the local planning scheme to facilitate proposals for hosted, small scale, low impact camping grounds.
 - d. Advocate for review of the Caravan Parks and Camping Grounds regulatory framework to better enable the development of small scale, low service, hosted camping grounds.



Hosted and Unhosted Short-term Rental Accommodation

The 'Levelling the Playing Field – Managing the Rapid Increase of Short-Term Rentals in Western Australia' parliamentary report released in 2019 made a range of recommendations for changes to regulatory processes for short-term holiday accommodation, including the differentiation of hosted and unhosted forms of tourist accommodation.

In November 2023, the WAPC published the Planning for Tourism and Short-term Rental Accommodation Position Statement and associated Guidelines, including proposed new and amended land use terms providing clearer distinctions between different types of hosted and unhosted short-term rental accommodation (STRA).

In September 2024, the Planning and Development (Local Planning Schemes) Regulations 2015 was amended to introduce land use classes for hosted and unhosted short-term rental accommodation, and tourist and visitor accommodation. These land use classes will replace current classes such as, and similar to, bed and breakfast, holiday home, and holiday accommodation, respectively,

Hosted accommodation is considered low-impact short-term rental accommodation because on-site management provides the ability for better management responses to any issues that arise in regard to noise, amenity or other impacts. Hosted accommodation may also be considered as incidental to the permanent residential use. Unhosted accommodation is serviced remotely and results in an intensity of use and forms of activity that have potential negative impacts on local amenity.

This Strategy adopts a preference for the provision of hosted accommodation over unhosted forms of accommodation and recommends that changes are considered to the local planning framework that encourage and enable the retention of affordable housing stock in existing residential areas for permanent accommodation.

Holiday Homes (Unhosted STRA)

The 2021 Census recorded 905 vacant dwellings in the Shire, approximately 27.7% of the total number of residences (refer Figure 7). It is estimated that between 75% and 80% of vacant residences are used as private holiday homes, 17% as commercial holiday homes, and the remaining 5% to 10% are vacant for other reasons.

Figure 7: Unoccupied Dwellings

	2001	2006	2011	2016	2021
Shire of Denmark	27.5%	32.2%	33.2%	29.2%	27.7%
Western Australia	10.0%	10.7%	12.1%	13.3%	10.9%

Approximately 160 residences in the Shire are approved to operate as holiday homes under the current Scheme (as of April 2024), with the likelihood that other holiday homes are also operating commercially without approval. This figure does not include hosted short-term accommodation or tourist accommodation approved under other land use classes, which often also utilise the same booking platforms.

Holiday homes are an important component of tourist accommodation within the district, providing a wide range of self-contained accommodation options in a variety of locations. They enable visitation to the Shire and generate income and employment within the local community. However, holiday homes in the Shire are regularly criticised for their impact on:

- Residential amenity, due to noise and anti-social behaviour.
- Community capital, resulting from a high proportion of absentee landowners who have less social connections within the community.
- Housing affordability and availability, due to the effect of inflated demand (particularly for more affordable housing) within a small housing market.

The local planning framework aims to ensure that appropriate development requirements and management practices are enforced to minimise the adverse impacts of holiday homes.



Number of Holiday Homes

Acknowledging concerns expressed by our community about the growing number of holiday homes, this Strategy supports further investigation of means to maintain a sustainable number of short-stay accommodation properties.

The Strategy acknowledges that privately used holiday homes are far greater in number than commercial holiday homes. The Shire does not currently have a means of distinguishing between these and permanent residences within the local planning framework, nor do any reference points exist within the State planning framework.

The Strategy supports continued investigation and advocacy with the State for means to limit the number of residences within the Shire that are not permanently occupied, acknowledging that this trend reflects an inefficient and inequitable use of land, housing and natural resources.

The Strategy also proposes a review of the Shire's local planning framework for holiday homes, to consider opportunities to limit the impact of holiday homes on the availability of affordable housing.

Management and Compliance

The Shire's local planning framework is proactive in managing the impacts of unhosted STRA through the requirement for approval and for the implementation of a property management plan. This aims to ensure that a nominated property manager responds to complaints, a code of conduct is in place for occupants, fire and emergency responses are clearly understood, and amenity and management issues with car parking, pets and anti-social behaviour are adequately addressed.

In addition to the above STRA planning framework requirements, the State Government has implemented a State-wide STRA Register which was made mandatory for all STRA as of 1 January 2025. This has altered the way that the Shire manages and undertakes related planning administration and compliance. The aims of the registration scheme are to:

- Enhance levels of compliance by ensuring that all accommodation providers are aware of local laws and planning controls;
- Provide the community with information about what short-term rental accommodation exists in their area; and
- Produce accurate data to assist State and Local Governments obtain a better understanding of the short-term accommodation sector, leading to more informed policy and regulatory responses.

It is recommended that the Shire continue to work with the State on the design and implementation of management and compliance options and reduce unnecessary requirements within the local planning framework.

Strategies & Actions – Holiday Homes/Accommodation

1. Monitor and adjust the local planning framework as required to minimise the negative impact of holiday homes within the community.
 - a. Use the State-wide STRA Register to record the number and location of commercially operated short-term rentals within the Shire.
 - b. Investigate options to restrict commercial unhosted short-stay accommodation within established residential areas in and around the Denmark Townsite.
 - c. Advocate for and investigate potential means both within and outside of the planning framework to limit the number of private holiday homes (second homes).
 - d. Retain requirements for planning approval for unhosted short-term rental accommodation.
 - e. Work with the State on the design and implementation of management and compliance options for holiday accommodation.
2. Reflect in the planning framework support for hosted forms as the preferred type of tourism related accommodation.
 - a. Review land use classes in the local planning scheme to differentiate between hosted and unhosted forms of tourist accommodation, aligning with State guidelines.
3. Incorporate changes to short-term rental accommodation introduced by the 2024 amendments to the Planning and Development (Local Planning Schemes) Regulations 2015.

3.3 Environment

3.3.1 Environmental Values & Resources

The Shire contains a diverse range of scenic attractions, rich biodiversity and pristine wilderness areas including a coastline of sandy beaches, rugged cliffs and sheltered inlets (refer Map 3). Several rivers weave their way from the mountainous hinterland to the ocean. Large uncleared forest and water catchment areas occupy the northern two-thirds of the Shire.

This section considers the state of the natural environment and provides an analysis of key issues and implications for the Shire's local planning framework.



3.3.1.1 Natural Environment and Biodiversity

The extensive coverage of remnant vegetation across the district contributes significantly to the Shire's scenic landscape amenity and economy. It also provides critical ecological services such as water and air purification and pollination of food crops. Biodiversity is intrinsically valuable for the health and well-being of the community and contributes to tourism and the natural beauty of the region.

The Shire is located within the Southwest Australian Ecoregion, which is recognised by Conservation International as one of 36 global biodiversity hotspots, containing high levels of flora and fauna diversity and many unique endemic species not found anywhere else. Within the Shire, naturally occurring vegetation consists of a wide variety of vegetation types including open and closed shrublands, woodlands, wetlands, and open forests. The Shire is particularly noted for its magnificent stands of tall karri trees. A considerable amount of forested land is preserved within National Parks and State Forests.

The Shire contains a diverse range of flora species, including over 20 listed as critically endangered, as well as around 20 species of native mammals. Since European settlement, numbers of locally endemic mammals have declined due to introduced predators and loss of habitat. Within the Shire, the Carnaby's Cockatoo and Baudin's Cockatoo are currently listed as endangered, the Chuditch, Western Ringtail Possum and Quokka are all listed as vulnerable, and a number of other specially protected species are present. The variety of vegetation types within the Shire supports many species of aquatic and terrestrial birds, with about 240 species of birds in total. There are approximately 12 species of native fish and many species of frogs including burrowing frogs. Although the Shire

contains many reserves and protected forest areas, a significant amount of endangered flora and endangered fauna habitat remains on privately owned land.

The natural landscape from pre-settlement times has changed significantly due to agricultural pursuits and forestry over many years. Extensive land clearing has resulted in a reduction of habitat for animal and plant species and an increase in soil salinity levels which affects all plant growth including native flora and agricultural crops.

Prioritised protection, management and regeneration of the Shire's ecosystems will significantly contribute to long-term prosperity and intergenerational equity, while also allowing the continuation of a sustainable local economy and tourism sector.

Protection of Ecosystems and Biodiversity

The planning framework can contribute to protecting areas of remnant vegetation, particularly on private land. Native flora and fauna within the Shire are vulnerable to the following threats:

- Climate change (increased temperatures, bushfire and reduced rainfall)
- Habitat loss and fragmentation from clearing for development
- Spread of dieback disease (*Phytophthora Cinnamomi*)
- Introduced animal and invasive plant species
- Extraction and damming of water sources
- Salinity associated with groundwater and surface water supplies

The Shire's local planning framework will continue to establish a balance between environmental protection, bushfire mitigation measures, and reasonable use of land for agriculture and urban development. Areas containing remnant vegetation subject to future urban and rural living development proposals are at particular risk as a result of earthworks, the creation of roads, driveways, fire breaks and the establishment of asset protection zones. Planning processes - including local planning scheme amendments, structure planning and subdivision - provide opportunities for the identification of species, as well as assessment of ecological condition and conservation value. Clearing of native vegetation on individual properties in a piecemeal fashion has the potential to erode biodiversity values and ecosystem functions at a broader scale, and therefore needs to be considered on a cumulative basis.

The Shire's TPS3 and existing strategies and policies could benefit from additional detail on ecological catchments, linkages, protection mechanisms and incentives. Preparation of a Biodiversity Study under the Shire's planning framework, including updated ecological mapping, could provide strategic analysis and recognition of the complex interrelationships between environmental features and ecological communities within a Shire-wide and bioregional context. Up to date detailed biodiversity mapping of species, ecological communities (rare, priority, threatened and endangered), catchments, and linkages sourced from relevant State Government environmental authorities, will provide an important tool to assist in providing a holistic and accurate analysis of environmental opportunities and threats. This information will provide decision-makers with effective tools to help make well-informed choices about future land use, development and management outcomes within the broader whole-of-landscape context.

In addition to identifying priority areas of remnant vegetation requiring protection, it is envisaged that a Biodiversity Study for the Shire would identify opportunities for regeneration, management and consolidation of habitat linkages across public and private lands. A Biodiversity Study could also investigate mechanisms to incentivise private land conservation and improve guidance on the Shire's position in relation to subdivision proposals for biodiversity conservation.



Strategies & Actions – Natural Environment & Biodiversity

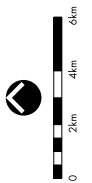
1. Plan strategically for the protection and enhancement of environmental linkages, corridors and biodiversity.
 - a. Adopt the ecological linkages identified in Map 3 as the basis for guiding conservation initiatives, until detailed assessment of environmental linkages has been completed as part of a Biodiversity Study.
 - b. A Biodiversity Study and environmental asset mapping to be prepared, to provide clarity when determining which natural areas are locally significant and how they will be protected and regenerated in an integrated whole of landscape context. The Biodiversity Study and mapping should seek to address the following:
 - i. Develop a vision, objectives, and targets for biodiversity protection and management.
 - ii. Strategic ecological assessment of all natural areas, catchments and ecological linkages across public and private lands.
 - iii. Provide details on biodiversity, habitat and ecological linkages in both rural and urban contexts.
 - iv. Formalise criteria for determining the significance of natural areas, taking into account diversity, rarity, and maintenance of ecological processes.
 - v. Include mechanisms to incentivise private land conservation.
 - vi. Provide guidance on subdivision proposals for conservation.
 - vii. Identify lands suitable for acquisition into the public conservation estate by either State or Local Government.
 - viii. Plan for the management of local reserves and other lands managed by the Shire to conserve biodiversity and water sources.
 - ix. Provide guidance for development applications in relation to clearing vegetation.
 - x. The Biodiversity Study should provide the basis for the consideration of any amendment to this Local Planning Strategy, to consider and provide the strategic direction for future land use planning decision making, and to make sure relevant planning controls are worked into the statutory planning framework.
 - c. Prepare a 'greening plan' or similar to guide the maintenance and enhancement of tree cover within the Denmark Townsite.
2. Through the planning approval process, identify and preserve areas of remnant vegetation and seek to support the preservation of biodiversity when development occurs.
 - a. Adopt a position against clearing of remnant vegetation for development, prioritising the use of cleared land wherever practicable.
 - b. Introduce provisions into the local planning scheme that adopt a presumption against the clearing of remnant native vegetation to accommodate proposed land uses and development on land in the Rural zone, effectively limiting clearing to circumstances where it is exempt under applicable legislation.
 - c. Require detailed assessment of ecological values at the earliest possible stage of the planning process to inform decision making that avoids conflicts between these values and development.
 - d. Support the adoption of management plans to protect significant native vegetation, addressing such considerations as revegetation, water quality, fencing, and weed and pest control.
 - e. Clarify requirements for approval for the clearing of native vegetation in the local planning scheme and through the Department of Water and Environmental Regulation under the Environmental Protection (Clearing of Native Vegetation) Regulations 2004.
 - f. Require the use of local provenance native vegetation species for revegetation activities, including in POS and streetscapes.
 - g. Ensure that appropriate setbacks and land management practices are in place for land adjoining the public conservation estate.
 - h. Investigate the introduction of provisions into the local planning scheme and policies detailing when and how the Shire will support offset planting and revegetation when the clearing of remnant vegetation occurs.

3. Review the local planning scheme to identify additional opportunities to prioritise conservation.
 - a. Introduce an Environmental Conservation Reserve classification into the local planning scheme and designate reserves by this classification where conservation is the primary purpose.
 - b. Introduce an Environmental Conservation zone into the local planning scheme and identify appropriate landholdings to be incorporated into the zone.
 - c. Create a Significant Tree Register under the local planning scheme to identify established trees with high conservation and landscape values, including provisions for approval of works that may impact on registered trees.
 - d. Support voluntary conservation outcomes initiated by landowners, including landscape rehabilitation, the preparation of conservation management plans, introduction of covenants, and rezoning to the Environmental Conservation zone.





- Legend**
- Shire of Denmark Local Government area boundary
 - National Parks
 - Nature Reserves and State Forests
 - Ecological Linkages



3.3.1.2 Water Resources

Rivers

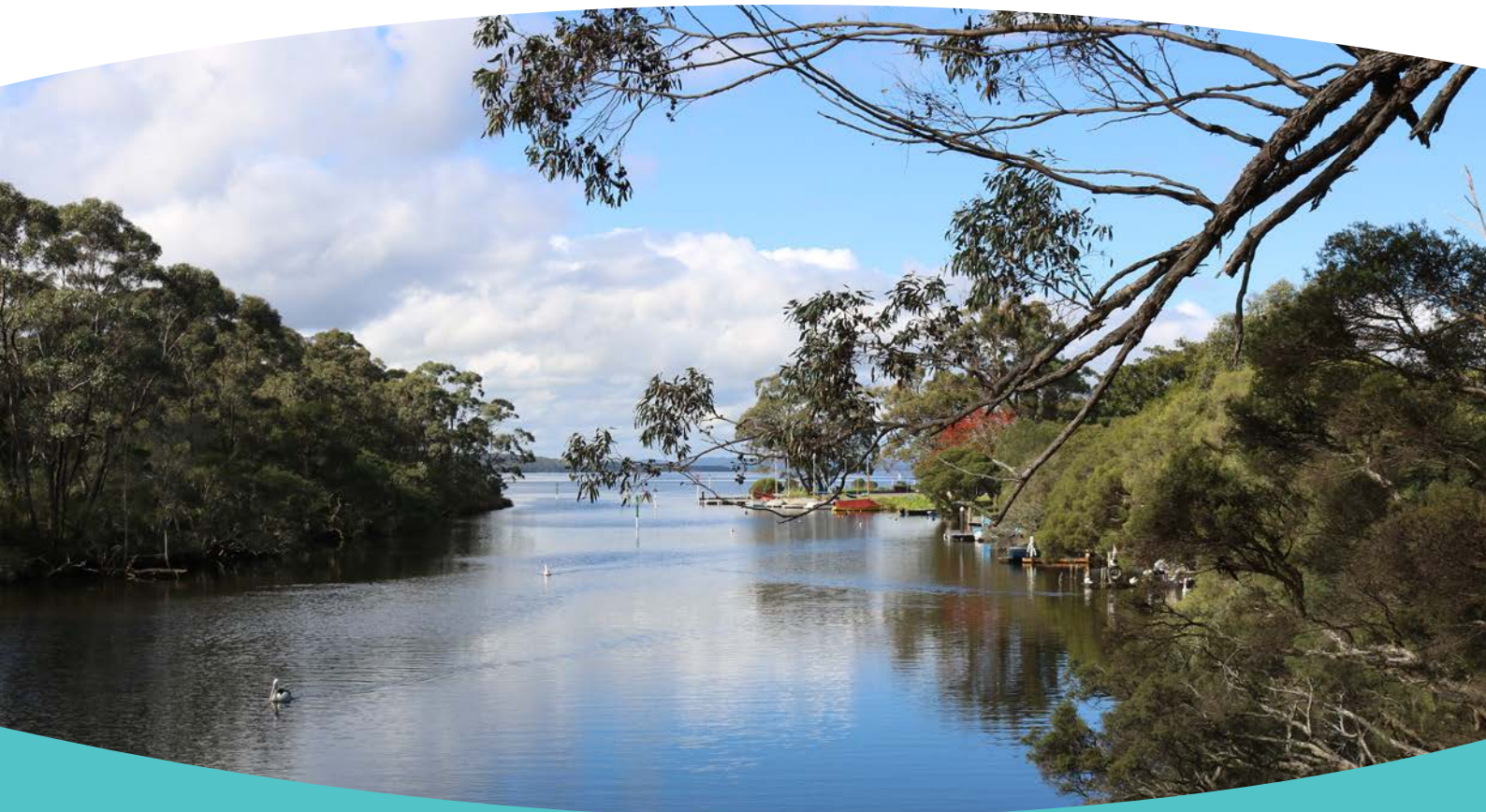
The Denmark Townsite records an average of approximately 1,000mm of rainfall per year, making Denmark one of the wettest areas within Western Australia. This rainfall feeds many local waterways including Denmark, Kordabup, Kent and Bow Rivers, and their associated estuary and wetland systems. As shown on Map 3, the eastern boundary of the Shire follows the Hay River and on the western boundary the Frankland River divides the Shires of Denmark and Manjimup. These river systems are a valuable natural resource that provide:

- Natural drainage of land
- Aquatic ecosystems
- Habitat and wildlife corridors
- Natural beauty
- Recreation and tourism opportunities
- Cultural importance

Each of the Shire's river systems drain into inlets and wetlands that have been shut off at least partially from the sea by limestone ridges, sand dunes or sandbars.

Effective stormwater management practices and the retention of remnant vegetation are critical to ensure erosion and nutrient export is minimised, while maintaining the health of these systems.

Environmental flows and the movement of aquatic species is also interrupted by the construction of on-stream dams and diversion of water away from natural waterways. The development of new dams should therefore be subject to assessment via the planning approval process.



Inlets & Wetlands

The Wilson Inlet covers an area of approximately 48km², 14km long, and 4km wide (refer Map 3) and is fed by the catchments of the Hay and Denmark Rivers. The health of the Wilson Inlet faces threats from increasing nutrient flows from intensive agriculture, grazing and urban land uses in the surrounding catchments.

The Irwin Inlet is the second largest inlet in Denmark and is fed by the catchments of the Bow and Kent Rivers and the Karri Creek. Parry Inlet, located west of William Bay National Park, is fed by the Kordabup River catchment and flows into Parry Beach in William Bay.

While some sections of the Shire's waterways are well vegetated and protected by reserves, there is significant scope to restore fringing vegetation and riparian ecosystems. Rezoning and subdivision of land provides an opportunity for foreshore reserves to be widened, if required, and ceded free of cost to the Shire. Subdivision of any land which adjoins a foreshore reserve should include a detailed investigation into the adequacy of the width of the existing foreshore reserve by taking into account erosion processes, flooding characteristics, fringing vegetation, conservation of wildlife and possible sea level rises. Maintenance and ceding, where required, of foreshores should be required as a condition of subdivision approval for both ecological restoration and public recreation.

There are extensive areas of low-lying wetlands in close proximity to the coast. Owingup Wetlands is one of the most prominent wetlands within the Shire as it is a refuge for many native species of wildlife. A Management Report for the Owingup Wetlands that was prepared in 2006 provides a number of recommendations for its ongoing management, which should be given due regard when considering subdivision and planning applications on land in the vicinity.

Groundwater

Groundwater is mostly found in the sedimentary rocks and surficial sands, but overall, the Shire lacks extensive groundwater resources. The two main types of aquifers within the Shire are:

- Surficial aquifer – local aquifers, with probable extensive sedimentary aquifer beneath, containing minor groundwater resources.
- Fractured and weathered rocks – local aquifers, containing very minor or no groundwater resources.

Whilst there is currently no plan to obtain additional potable water from groundwater resources, it is still vitally important to protect groundwater contamination from possible pollution sources and inappropriate development. There are currently no groundwater areas proclaimed under the *Rights in Water and Irrigation Act 1914* within the Shire.

Drinking Water Catchments

The Quickup River and the Denmark River catchment areas are the only two active Public Drinking Water Source Areas (PDWSA) that supply potable water for the Shire. The Department of Water and Environmental Regulation (DWER) has prepared Drinking Water Source Protection Plans (DWSPP) for both sources. These plans identify risks to water quality and guide land use in the catchment areas.

DWER recommends that the Shire apply Special Controls Areas over both PDWSAs within the Shire's local planning scheme in order to protect drinking water sources from inappropriate land use.

The Water Corporation conducted the 'Water Forever' study in 2010 to provide direction for future water supplies for the Shire. In addition, DWER has prepared a Regional Water Plan for the Great Southern Region to provide specific direction on water resource needs, including potable water. A recently constructed water pipeline from Albany connects Denmark to the Lower Great Southern Towns Water Supply Scheme, reducing the Shire's reliance on localised dam storage which is unlikely to be sufficient given recent patterns of reduced rainfall.

Quickup River Dam Catchment

Quickup River Dam is located about 6km north of Denmark Townsite and its catchment is 29km². It is the primary source of the two surface water sources currently operated by the Water Corporation for supply of public drinking water to Denmark Townsite. The Quickup River Catchment Area was proclaimed in 1990 under the *Country Areas Water Supply Act 1947* to ensure protection of the water source from potential contamination. Approximately 99% of land within the catchment area is within National Park reserves. Drainage from the only private lots is diverted away from the dam wall and outside of the catchment.

Denmark River Dam Catchment

Until the late 1980s, the Denmark River dam was the primary source of public drinking water for the Denmark Townsite but is now secondary to Quickup Dam due to the higher salinity levels contained in the water. The catchment lies predominantly north of the townsite and is over 567km² partially extending into the Shire of Plantagenet. Approximately 25% of the catchment is in private ownership which has led to about 17% of catchment being cleared for agricultural use. Land clearing is the predominant cause of the increased salinity and turbidity of the drinking water.

Strategies & Actions – Water Resources

1. Protect and conserve the quality and quantity of the Shire's surface and groundwater resources.
 - a. Appropriately manage the development of new dams:
 - i. Ensure that new dams are only located in existing cleared areas and off-stream so that unrestricted flow is maintained.
 - ii. Consider catchment plans in the assessment of proposals for new dams to ensure that the security of water and health of waterways downstream is not adversely impacted.
 - iii. Investigate restrictions on the development of new dams for non-productive uses (e.g. aesthetic purposes).
 - b. Introduce a 'Public Drinking Water Source' Special Control Area into the local planning scheme. Apply this Special Control Area to land included within identified PDWSA, including the Quickup and Denmark River dam catchments. Introduce provisions into the local planning scheme to restrict inappropriate land use and development.
 - c. Consider water management as appropriate at each stage of the planning approval process, demonstrating maintenance of pre-development water flows and WSUD.
 - d. Consider relevant recommendations from catchment and reserve management plans in the assessment of land use and development proposals, particularly in rural areas, and in the preparation of a new local planning scheme.
 - e. Utilise land use controls and enforceable management protocols to prevent contamination of drinking and agricultural water supplies and aquatic ecosystems from pollutants and nutrient export.
2. Protect, manage, and rehabilitate waterways and their foreshore areas and wetlands and their buffers to maintain and enhance water quality, ecosystem function, biodiversity, recreational and scenic values.
 - a. Support the replanting of endemic species of vegetation in strategic locations such as waterways, wetlands and drinking water catchments.
 - b. When assessing subdivision applications, rezoning and structure plans which include land adjacent to waterways, coastal areas, or wetlands, consider the establishment and widening of waterway or coastal foreshore reserves and wetland buffers.
 - c. Preserve or re-establish vegetated buffer areas adjoining waterways and wetlands.
 - d. Consider publications, such as the DWER's *Operational Policy 4.3 Identifying and Establishing Waterways Foreshore Areas*, in the assessment of proposals.
 - e. Refer proposals to the DWER where the Local Government considers that a proposal would impact catchment area management.

3.3.1.3 Visual Landscape

The planning framework refers to visual landscape character and views that are most valued by the community, highlighting their amenity and sense of place that we ascribe to our surrounding views, scenery, and environment. The role of this Strategy is to identify the landscape characteristics and views most in need of protection, and to help set the objectives and policies to achieve this.

The Shire's inland landscape of tall forest on hilly terrain with scattered granite peaks and other outcrops, contrasts strongly with the flatter plains, inlets and cleared rural land closer to the coast, edged by tall coastal dunes adjacent to a varied coastline of sweeping sandy bays with inlet openings, punctuated by rock outcrops and headlands. The Shire is fortunate to contain this wide variety of unique views and landscapes which are highly valued by both the local community and visitors alike. They contribute to our sense of place as well as providing a range of social and economic opportunities. This was recognised through preliminary consultation for this Strategy and featured prominently as part of community engagement for the Shire's Sustainable Tourism Strategy.

This Strategy seeks to preserve visual landscape values as a public asset, with the intention of balancing opportunities for private development with the social/ cultural, economic, and environmental values that these visual landscapes provide.



This Strategy does not consider the preservation of a view that may be evident from private land, and how a landowner may take advantage of a view through development. This approach is consistent with the established planning framework and case law which demonstrates that a private view cannot be legally owned and is not a valid planning consideration. A private view may be incidentally preserved through planning provisions that direct a consistent approach to what constitutes appropriate development in the broader context of landscape values (e.g., boundary setbacks, height restrictions).

Identifying Values

To assess landscape values and provide advice on how the Shire's planning framework may respond to preserve the Shire's unique natural landscapes, the Shire commissioned the preparation of a Visual Landscape Evaluation (VLE). The VLE takes a methodological approach to identifying landscape areas, features and views that demonstrate characteristics that the community tends to value more highly, as outlined in the WAPC Visual Landscape Planning in Western Australia manual.

This assessment incorporates consideration of the cultural values that we ascribe to certain landscape types, view experiences and local places. This includes the landscape values that are broadly accepted within Western Australia (as described in the Visual Landscape Planning manual), those that have been put forward by our local community (including places nominated through preliminary consultation for this Strategy), and the cultural values of Traditional Custodians (through recorded heritage sites).

The VLE identifies and maps highly valued landscape character units within the Shire. The attributes that contribute to their perceived values are outlined in Figure 8 below.

Figure 8: Valued landscape character units within the Shire

Landscape Character Unit	Valued Characteristics
Native vegetation	<ul style="list-style-type: none"> • Areas of highly diverse remnant vegetation with varying height, colour, and species • Gradual and naturally appearing transition zones between rural land uses and surrounding remnant vegetation • Strongly defined patterns of coastal heath, peppermint / paperbark woodlands and dune vegetation • The bushland is an asset for the South Coast Noongar people and an intrinsic part of their cultural identity (Guilfoyle, 2011)
Forested Hills	<ul style="list-style-type: none"> • High degree of topographic variety • Hills, ridges, and peaks that are focal points (Plate 57) • Undulating and steeply sloping terrain • Features such as rock outcrops
Coastal Hills	<ul style="list-style-type: none"> • High degrees of perceived naturalness • High degree of topographic variety • Distinctive landform features (e.g., Point Hillier) • Seascapes • Steep and irregular dunes
Coastal Edge	<ul style="list-style-type: none"> • Seascapes (combination of ocean, reefs, beach, inlet mouths, dune formation, coastal rocks, cliffs, headlands, coastal vegetation)
Waterbodies	<ul style="list-style-type: none"> • The South Coast Noongar people consider all natural water sources within the Shire to be equally important and the health of these systems are intrinsic to their culture (Guilfoyle, 2011) • Presence of water bodies (rivers, streams, inlets, ocean, dams) (Plate 54)
Rural Hills	<ul style="list-style-type: none"> • High degree of topographic variety (Plate 55) • Features such as rock outcrops • Distinctive remnant vegetation located along drainage lines, roadsides and in paddocks
Tall Forest	<ul style="list-style-type: none"> • Unique stands of vegetation such as tall Karri and Tingle trees (Plate 56)

Shire of Denmark Visual Landscape Evaluation, Ecospace, 2022

The Shire's valued landscapes are easily observed from a variety of tourist routes, from the busy South Coast Highway to scenic routes through hilly forested areas, to spur roads that access coastal recreation sites, as well as long distance walk and cycle trails of national importance. Inlets and rivers provide views from watercraft. These routes, and the land seen from them, are mapped in the VLE. They provide a wide variety of view types, from enclosed and canopied views in the tall forests and along treelined roads in rural areas, to panoramic views across the open coastal plain, inlets and along the coastline and out to sea. River crossings and granite peaks provide additional unique views. The VLE identifies individual key views from these routes and other locations that the community is likely to value highly.

The VLE includes maps of land that is potentially visible from the most sensitive travel routes, if vegetation was removed. These maps enable identification of the skyline as seen from tourist routes, as well as indicating areas that are most sensitive due to proximity to roads, and position in the landscape.

The VLE maps areas where these high value landscape types exist.

The VLE also identifies a number of key viewpoints and routes that provide vantage points of the high value landscapes within the region.

Potential Impacts & Responses

Landscape values can potentially be impacted by a range of insensitive forms of development, including:

- Poorly located development – for example, development that blocks valued views or is prominently sited within view corridors, or on ridges and skylines as seen from tourist routes.
- Incompatible development design – reflective materials, contrasting colours, inconsistency with natural landform and features (e.g., extensive cut and fill).
- Signage – inappropriate location or design, clustering of signage, inconsistency of type, imposition on visual environment.
- Inappropriate land use – for example, tree farms that may block views, or commercial development within rural character areas or a visually sensitive location.
- Clearing of bushland and individual trees – reduced natural landscape character, loss of visual diversity/hardening of visual environment, reduced visual screening of development, reduction in scale of natural features such as the height of ridges, loss of enclosed and canopied views.

Potential impacts on visual amenity vary according to the character of the surrounding landscape, the form of the proposed development and proximity to the viewers' location. Impacts are likely to be more pronounced when development occurs in elevated positions within the landscape, in other prominent locations and close to public viewpoints.

Insensitive development is more likely to occur on private freehold land close to the Denmark Townsite and on key tourist routes due to the commercial imperatives to maximise visibility, private views, and accessibility.

The local planning framework can be utilised to help preserve landscape values by seeking to avoid or mitigate the impacts of changes to land use and development. This Strategy proposes a range of actions to incorporate better safeguards that achieve this outcome for the community while not unduly constraining development opportunities.

The planning responses proposed in this Strategy are targeted to locations where:

- The landscape and views are highly valued, typically incorporating a variety of valued landform and vegetation features such as rock outcrops, steep slopes, and tall forest trees with panoramic views across the hilly terrain or along canopied, winding roads.
- Priority areas of landscape value that are visible from key public vantage points, tourist routes and recreational trails, and other areas and individual sites that are visually sensitive due to their open character and prominent position.
- Development pressures exist, often in valued, prominent landscapes.
- Land use change has been identified by this Strategy.
- Land ownership is predominantly private freehold.

Development proposed for areas or sites that are valued for their inherent character, seen from tourist routes and close to viewers, requires specific planning measures that address values. Planning measures focus on areas that are most highly valued for their inherent character, as well as those areas that are most visible (for example, from main transport thoroughfares).

Strategies & Actions – Visual Landscape

1. Recognise and seek to preserve the outstanding valued landscapes, landscape features and views of the district by providing guidance for land use and development and promoting the retention of remnant vegetation. Prioritise identified key values and prominent locations including public vantage points, key transport corridors, recreational trails and sites, and other prominent areas, including areas subject to development pressure.
 - a. Minimise the potential impacts on landscape values and visual amenity from residential growth:
 - i. Where a structure plan has not yet been prepared or is under review, require the preparation of a Visual Impact Assessment and incorporate appropriate design modifications and/or conditions as considered necessary.
 - ii. Where a structure plan is already in place, require the preparation of a landscaping plan at subdivision stage to demonstrate how remnant vegetation will be retained and how POS and streetscapes will be developed to achieve visual landscape objectives.
 - iii. Incorporate visual buffers and screening planting on transport corridors and recognised tourist routes, retain and enhance the natural, tree-lined entrances to the Denmark Townsite, and retain remnant vegetation to provide visual relief within developed areas.
 - b. Introduce a Visual Landscape Protection Special Control Area into the Shire's local planning scheme as shown in the Strategy mapping. The Special Control Area will generally be applied to all land within this area excluding lots with Urban Residential, Regional Town, Service Commercial and Industrial land use designations.
 - c. Prepare a LPP to provide guidance for the siting, design and assessment of land use and development proposals within the Visual Landscape Protection Special Control Area and locations where visual landscape is a relevant planning consideration.
 - d. Introduce provisions into the local planning scheme and/or policy establishing appropriate minimum setback distances to development from recognised tourist routes within the Rural, Environmental Conservation and Tourism zones, with site by site exceptions considered through planning assessment.
 - e. Recognised tourist routes include: South Coast Highway, Denmark – Mount Barker Road, Nornalup – Tindale Road, Scotsdale Road, Mt Shadforth Road, McLeod Road, Happy Valley Road, Mt Lindesay Road, Churchill Road, Ocean Beach Road, Lights Road, William Bay Road, Parry Beach Road, Boat Harbour Road, Peaceful Bay Road, Valley of the Giants Road, Conspicuous Beach Road, Ficifolia Road, Bibbulmun Track, Munda Biddi and Denmark-Nornalup Heritage Rail Trail.
 - f. Consider landscape values and reference the VLE as part of the assessment of all relevant planning proposals.
 - g. Support strategically coordinated revegetation initiatives (ecological linkages, urban greening, etc.) to prioritise landscape values.
 - h. Support review of scheme and policy provisions for signage and entry statements to minimise negative impacts on identified landscape values, tourist routes and viewpoints.



3.3.1.4 Basic Raw Materials (BRM)

The extraction of sand, gravel, lime, stone and other BRM is essential for home building, road construction, agriculture and a range of other industries.

Basic raw material extraction can only take place where these resources naturally occur, and due to their low yield compared to volume, BRM are not generally viable to transport over long distances. Provision of these materials within the district significantly reduces transport costs and supports local self-sufficiency and employment.

Maintaining these resources to meet current and future needs is an important component of land use planning for rural areas. Preserving access to these resources by avoiding the development of incompatible land uses (for example, rural living estates, significant tourism accommodation developments and other potentially sensitive land uses) is a key consideration. Further, rural subdivision may also compromise this outcome.

Land where these resources exist should not generally be developed for other permanent use until these resources are extracted, unless development is compatible with the future extraction of the resource. This principle, adopted directly from *SSP 2.5 - Rural Planning*, is potentially highly limiting to other land uses and will be considered on a case-by-case basis.

Limestone and limesand deposits within the Shire are restricted to a narrow coastal strip extending inland from the coast for a distance between 1-3km. Additionally, laterite rock distributed throughout the Shire is a potential source of gravel, as well as having potential for bauxite and clay. The Department of Mines, Industry Regulation and Safety (DMIRS) has not identified any basic raw material areas with State significance (Significant Geological Supplies) within the Shire.

While a critical resource, the extraction of BRM must also be balanced with the potential impacts of their extraction on the community, natural environment and other surrounding land uses.

The mining and processing of BRM can create noise, dust, visual blight, traffic and other varying concerns that impact on residential and other sensitive land uses. The implementation of appropriate controls on extractive industries to limit land use conflict and ensure appropriate rehabilitation is guided by *SSP 2.4 - Basic Raw Materials* and detailed in *LPP 34 - Extractive Industry*.

Strategies & Actions – Basic Raw Materials

1. Prevent the loss of access to BRM through inappropriate land use and development outcomes.
 - a. Limit and avoid future sensitive land uses (such as residential development) near basic raw material and mineral extraction operations.
 - i. Ensure appropriate buffers are established and maintained surrounding extraction operations.
 - ii. Avoid the encroachment of residential, rural residential and other sensitive land uses in rural areas.
 - b. Should an extractive industry site or resource be of a significant size and/or require long term protection, consider the introduction of a Special Control Area in the local planning scheme in accordance with *SPP 2.4 - Basic Raw Materials*.
2. Minimise the impacts of the extraction, processing and transportation of BRM and mineral resources on the environment, community and surrounding land uses wherever possible.
 - a. Review the Shire's Extractive Industry LPP provisions for extractive industries to ensure the extraction of BRM occurs in accordance with best practice safeguards and protections.
 - b. Extractive industries are not considered to be appropriate in locations where they are likely to negatively impact surrounding landscape values, as detailed in section 3.3.1.3.

3.3.1.5 Ecological Sustainability

Community feedback during preliminary consultation for this Strategy was consistent with the Shire's Strategic Community Plan in affirming a strong desire to prioritise ecological stewardship. This recognises concerns over the global environmental crises, driven by climate change and the over-consumption of natural resources, resulting in pollution, biodiversity loss and an increasing severity of natural hazards. While these crises may appear far removed or irrelevant to the Shire's local context and planning framework, many of our everyday decisions locally regarding transport, housing, food and energy have significant implications for the natural environment in local, regional and global contexts.

In March 2021, the Shire adopted a *Sustainability Strategy (2021-2031)* and Sustainability Action Plan to provide guidance for how the Shire can lead and support our community to become more ecologically sustainable. The *Sustainability Strategy* adopts the 'One Planet Living' sustainability framework, a sustainable development planning tool that takes a holistic approach to the identification and implementation of sustainability goals, developed with the following vision:

"Thriving regional economies where we meet more of our needs from local, renewable and waste resources, enabling people to live happy, healthy lives within the natural limits of the planet, leaving space for wildlife and wilderness."

The 'One Planet Living' framework recognises ecological overshoot since the 1970s, with the ecological footprint of human life consuming more energy and materials than our natural environment can sustain. Globally this footprint is currently (2022) the equivalent of using 1.75 planets to provide the resources we use and to absorb our waste. This figure is substantially higher for the average Australian (4.6 planets), reflecting global inequalities in resource use. Therefore, the 'One Planet Living' framework implies a necessity for most Australian communities to undergo a significant contraction of resource and energy demands in order to live within the earth's limits.

Recent technological developments will undoubtedly play a significant role in the Shire's transition toward ecological sustainability and 'One Planet Living'. Rooftop solar power, wind power and electric vehicles are three local examples that are now a common sight throughout the Shire, with increasing uptake and acceptance by the community. However, the ecological footprint of these technologies includes social and environmental impacts which are less obvious and not visible within our local community. Reliance on the extraction of precious metals and other minerals to produce green technology may result in an intensification of global mining, manufacturing and transport, all of which are energy and resource dependent, and can result in the destruction of natural ecosystems and precious sources of freshwater.

It is therefore important to consider the ecological and social impacts of the resource extraction and supply chains that are required for new systems of energy, transport and infrastructure, to avoid decarbonising our economy by substituting one kind of harm for another.

This Strategy acknowledges that a cultural shift is required to address levels of consumption in accordance with Earth's living systems and ecological capacity. 'One Planet Living' requires the responsible use of technology, balanced with a planned reduction of energy and resource use designed to bring levels of consumption back into balance with the living world in a way that reduces inequality and improves human well-being. Our community is well-positioned to address these challenges, with a strong culture and history of grassroots environmental protection and sustainability, and an ability to meet many of the community's needs locally.

This Strategy acknowledges that the sustainability challenges we face require innovation, forward thinking and adaptation. While this Strategy cannot address all of these challenges, it seeks to integrate a broad range of strategies and actions into the local planning framework, specifically in relation to the local economy, tourism, housing, water, renewable energy, transport, agriculture and the protection of ecosystems.

3.3.2 Natural Hazards & Resilience

As with many communities in Western Australia, the Shire is located in an area where the risk of bushfire, coastal inundation, storms, heatwaves and flooding hazards exist. With a changing climate it is expected that there will be an increase in the intensity and frequency of major weather events. The effects of climate change, population growth (including visitors) and future development within the locality will likely increase the community's vulnerability to natural hazards and changing weather patterns.

Risk from natural hazards is determined by a community's level of exposure and vulnerability to current and future hazards. The emotional, physical, and financial consequences of disasters can be immense. Local governments are the closest level of government to their communities and have access to specialised knowledge about the local environment and demographic features of their communities.

Land use planning plays an important role in reducing current and future community risk to natural hazards and can help facilitate long term resilience to the changing nature of these disaster events. Ensuring that land uses are located to minimise risk and that development incorporates safeguards that are critically important in avoiding harm to life and property.

The objective of SPP 3.4 – *Natural Hazards and Disasters* is to include natural disasters as a fundamental element in the preparation of all statutory and strategic planning documents. The WAPC sets out the planning framework for natural hazard land use planning across Western Australia. Other key SPP's of relevance to the Shire include SPP 3.7 – *Planning in Bushfire Prone Areas* and SPP 2.6 – *Coastal Planning*.

The following sections outline the impacts of climate change on the South West region, the most prominent natural hazards impacting the Shire, and the planning instruments, studies and strategies that contribute to minimising the adverse impacts of natural hazards on our community, economy, and environment.

This Strategy makes a number of recommendations that acknowledge the impact of natural hazards and the changing climate on our community and environment, and seeks to propose appropriate measures within the local planning framework to enhance long term community resilience.

3.3.2.1 Climate Change

Climate change is a pressing global issue that creates many challenges. Responding to climate change is a shared community and government responsibility, with action required at both individual and collective levels. Acknowledging the Shire's role in responding to the challenge, Shire Councillors passed a Notice of Motion in September 2019, declaring a climate emergency and aligning itself to 2016 Paris Agreement Targets.

The South West region is becoming warmer and drier. The State of the Climate 2020 Report released by CSIRO and Bureau of Meteorology encapsulates the most recent climate research, encompassing observations, analyses, and projections to describe year-to-year variability and longer-term changes in Australia's climate. The State of the Climate 2020 Report outlines the following data:

- Australia's climate warmed on average by 1.44 (± 0.24) degrees Celsius between 1910 when national records began and 2020, leading to an increase in the frequency of extreme heat events.
- Rainfall in South West and South East Australia has been declining in recent decades and is projected to likely decline further, especially in the cooler half of the year. There has been a decline of around 16% in April-October rainfall in the southwest of Australia since 1970. Across the same region, May-July rainfall has seen the largest decrease, by 20% since 1970.
- There has been an increase in extreme fire weather and in the length of the fire season across large parts of the country since 1950s, especially in southern Australia.
- There has also been warming across large areas of the Indian Ocean region to the southwest of Australia.
- Oceans around Australia are acidifying and have warmed by around one degree Celsius since 1910, contributing to linear and more frequent marine heatwaves.
- Sea levels are rising around Australia, including more frequent extremes, increasing the risk of inundation and damage to coastal infrastructure and communities.

While climate change is a global issue, the district can take preventative and adaptive measures necessary to

build on economic, social and environmental resilience. The two main management approaches are:

- Adaptation - involves identifying the inevitable risks of climate change and developing measures to adjust and adapt to these impacts to reduce the district's vulnerability; and
- Mitigation - involves identifying the causes of climate change and progressively addressing these.

The Shire is committed to being a leader and role model within the community in sustainable practices and carbon reduction initiatives; and will act as facilitator for the community to transition to more ecologically sustainable outcomes. This Strategy seeks to implement and encourage a proactive approach to climate change adaptation and mitigation throughout the Shire's local planning framework.

3.3.2.2 Coastal Protection

The Shire has a coastline covering 84km of mostly undeveloped coast, with the majority of this land contained within Conservation Reserves or National Parks, managed by Department of Biodiversity, Conservation and Attractions (DBCA) - Parks and Wildlife. The Shire manages four major coastal reserves, located at:

- Ocean Beach (614 ha);
- Peaceful Bay (83ha);
- Parry Beach (223 ha); and
- Boat Harbour (59 ha).



The Shire's management of its coastal reserves is detailed in the Coastal Reserves Management Strategy and Action Plan 2010 – 2020. This plan prioritises management recommendations for coastal reserves relating to environmental protection, rehabilitation and future land uses.

SPP 2.6 – Coastal Planning supports a risk-management approach and provides a framework for undertaking coastal hazard risk management and adaptation planning for coastal hazards in Western Australia. Coastal hazard risk management and adaptation planning is an integral part of decision-making for sustainable development and land use in coastal zones.

Coastal Hazard Risk Management and Adaption Planning for Ocean Beach and Peaceful Bay (2018)

Recreational and tourism demands on the Shire's coastlines vary. Coastal development in the Shire is concentrated around the coastal nodes of Ocean Beach (south of Denmark Townsite) and Peaceful Bay (approximately 40km west of Denmark Townsite) which have been considered the highest value coastal reserves under the Shire's management. As such, a Coastal Hazard Risk Management and Adaption Plan (CHRMAP) was prepared for these two coastal areas, identifying adaptation responses to erosion and inundation of coastal assets.

Ocean Beach

Ocean Beach is a popular beach for residents and visitors alike. It is the Shire's main recreational beach, being used for surfing, swimming and boating. The infrastructure at Ocean Beach provides highly valued community assets. Coastal infrastructure and beach access is provided along a 400m section of the beach, including Denmark's Surf Life Saving Club (Denmark SLSC). Redevelopment of the Denmark SLSC building and associated infrastructure is planned for the future.

The following points summarise the coastal process at Ocean Beach as identified in *Coastal Hazards Issues Paper – Ocean Beach and Peaceful Bay (2018)*:

- The vegetation line has eroded about 7m, south of the Denmark SLSC since 2002. The nature of this erosion may be episodic, and there is capacity for the dunes to recover between events, however, historically this represents a net erosion trend in the order of 0.5m per year.
- Net erosion has not occurred at the Denmark SLSC due to the timber seawall.
- The beach to the north near the entrance has been relatively stable due to rock controls along the back of the beach limiting the landward extent of erosion.

Peaceful Bay

Peaceful Bay is a relatively calm swimming beach, which is also used for beach launching for recreational vessels. The coastline north of Peaceful Bay boat launching area, in Foul Bay, has eroded approximately 15 metres between 2002 and 2014, resulting in impacts on infrastructure in this location. If the current rate of erosion continues, the Shire is concerned about future threats to Peaceful Bay Road, which is an important access route to the Peaceful Bay settlement.



The following summarises the coastal processes identified at Peaceful Bay (and Foul Bay) as outlined in *Coastal Hazards Issues Paper – Ocean Beach and Peaceful Bay (2018)* (*Coastal Hazard Issues Paper*):

- The swimming beach in Peaceful Bay has been relatively stable since 2002 due to rock headlands providing a stable shoreline.
- The vegetation line has eroded between 16 and 24 metres at Foul Bay, to the north of the boat launching area since 2002. Erosion and/or removal of a number of structures was evident. While erosion is associated with storms, and there is capacity for the dunes to recover between events, a net erosion trend in the order of 1.4 metres per year was observed. Progressive realignment of the shoreline and net loss of sediment may be occurring and requires consideration in the risk analysis phase.

Community consultation highlighted the high social value placed on coastal assets throughout the Shire and the importance of maintaining these assets through sensitive adaptation strategies.

A 10 year concept plan has been prepared by the Shire, in consultation with the stakeholder reference group, for the development of coastal assets at Ocean Beach and Peaceful Bay. This precinct plan follows previous coastal planning work for the *Coastal Reserves Management Strategy in 2011* and an earlier *Coastal Management Plan 2003 – 2008*. This Strategy supports the recommendations outlined within the CHRMAP for Ocean Beach and Peaceful Bay.

This Strategy acknowledges that in the longer term, coastal adaptation will require the Shire and local community to gain further understanding of the unique behaviour of the local beaches through systematic coastal monitoring, to investigate how these particular beaches may respond to future sea level rise and changing climate. In addition, coastal adaptation options and infrastructure placement will require careful consideration to provide longer term access and suitable public facilities at these highly valued coastal areas.

3.3.2.3 Flooding Risk

Flooding has a natural and important environmental role, including replenishing wetlands, transporting nutrients and triggering the life cycle stages of many plants and animals. For this reason, the natural ecological and drainage function of rivers, watercourses and floodplains must be maintained wherever possible to avoid unintended environmental impacts.

Flooding also presents a significant risk to life and property. In this respect, State and Local Governments have a responsibility to minimise the potential for flood damage caused by decisions relating to the use and development of land within areas subject to flooding. Land use and development should not increase the risk or impact of major flooding to lives or property. Therefore, land and development within the floodplain must be carefully controlled and managed.

The Shire has a number of localised issues with flooding that are managed according to the circumstances. The majority of Denmark Town Centre and nearby areas are not prone to flooding due to a combination of the majority of the town being on high undulating ground and the artificial opening of the Wilson Inlet sandbar. There are some flood prone areas adjacent to the Wilson Inlet where TPS3 currently imposes a minimum 2.5m AHD building floor height.

The water level of Wilson Inlet, and consequently the lower reaches of the Denmark River, are regulated by the Water Corporation, DWER, and the Shire. The three agencies are all party to a Wilson Inlet Sandbar Opening Protocol (last revised in 2009) which provides a detailed management regime for the monitoring of water levels and the timing and location of opening the sandbar. The Wilson Inlet Sandbar Opening Protocol is currently under a review process. The Shire will consider the release of the revised protocol and update the local planning framework accordingly.

New urban development areas should address flood management by assessing potential flood risks and setting aside sufficient areas for on-site drainage retention and utilise best practice WSUD measures.

It is also recognised that flood studies have previously been prepared for Bow Bridge and the Denmark River. Within rural environments flooding risk should be assessed on a case by case basis, to assess any flooding risk to the proposed land use posed by specific site conditions.

3.3.2.4 Bushfire Risk

Due to the Mediterranean climate, natural topography, and extent and type of remnant vegetation, most areas within the Shire have a high risk of bushfires during the November to April period. While bushfires are an inherent part of the Western Australian environment, the risk of loss of life and property has been increased because of reduced rainfall, changes in weather patterns and an increasing amount of development. Although living amongst the natural environment is a key attraction of the district, this is accompanied by an increased risk of bushfires. The frequency and intensity of bushfires in the South West of Western Australia are expected to increase due to reduced rainfall and a warming climate.

The local planning framework plays an important role in helping to reduce the vulnerability of our homes, businesses and infrastructure in the event of a bushfire. This is achieved by avoiding the establishment of developments and vulnerable land uses in high risk locations, providing appropriate access for escape, and ensuring that emergency response and risk mitigation measures are in place.

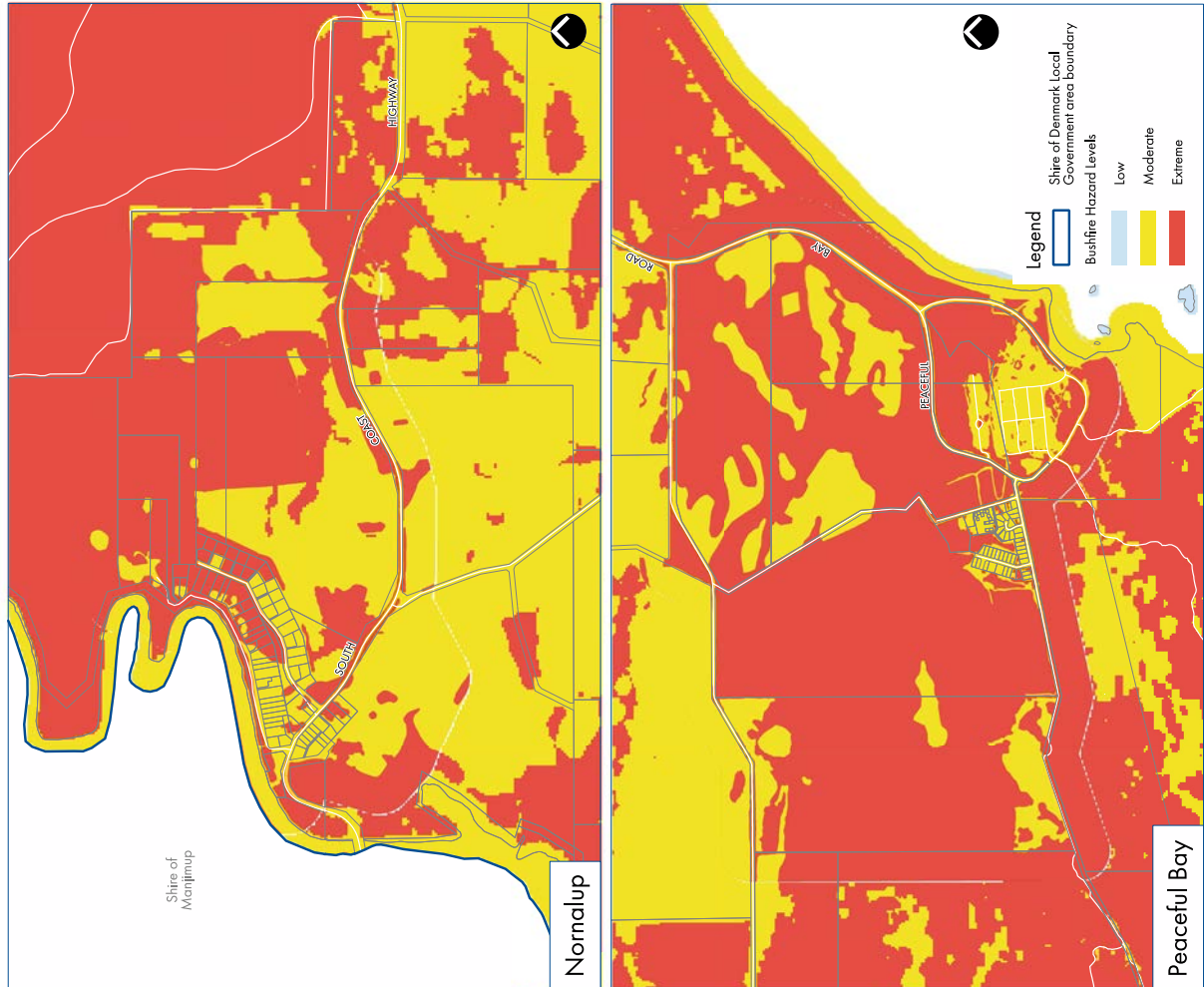
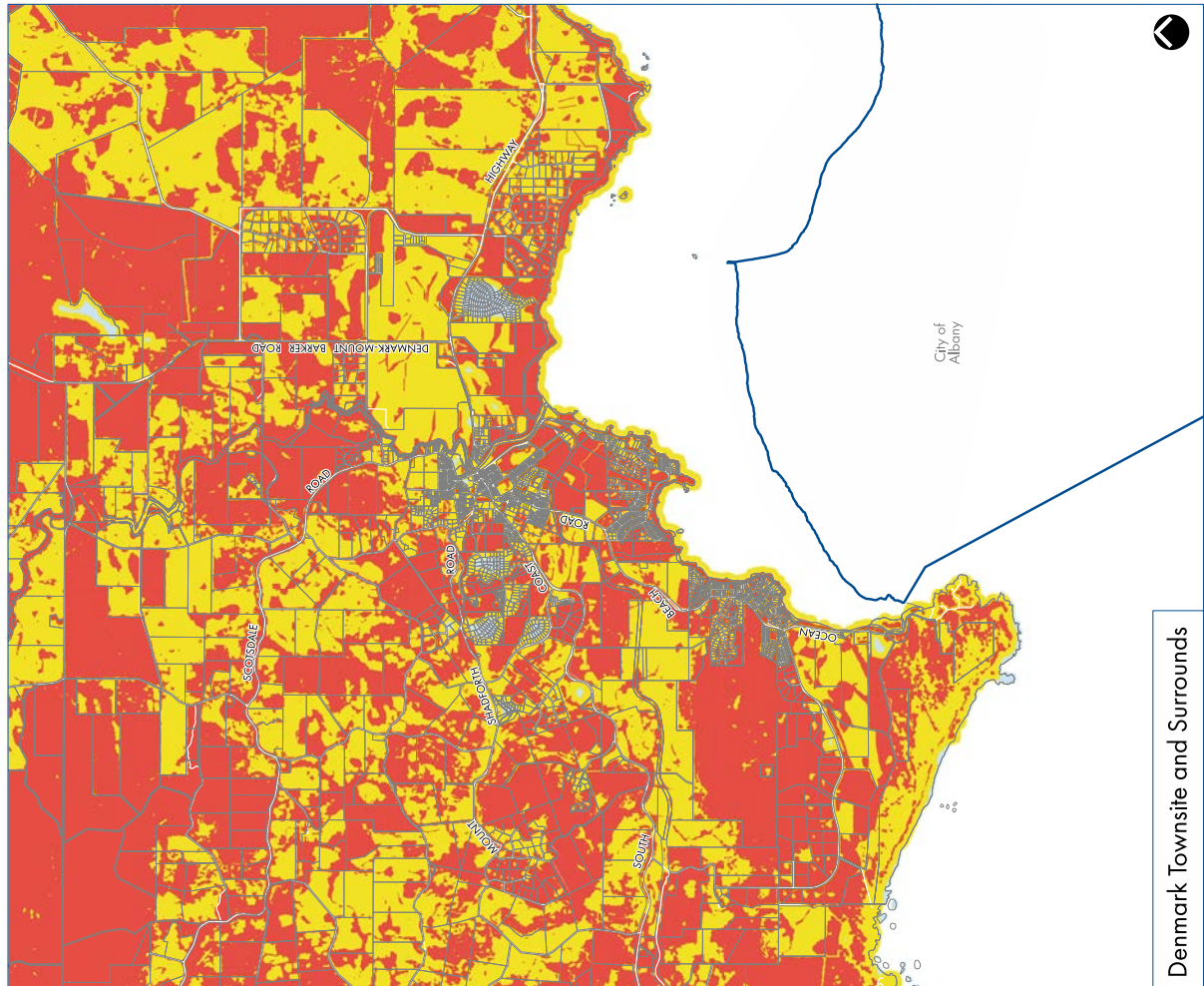
Addressing bushfire risk in land use planning is guided by SPP 3.7 and the Planning for Bushfire Protection Guidelines, which provide direction on how to approach bushfire considerations through each stage of the planning process.

Due to the extent of remnant vegetation, the majority of the Shire has been designated as being within a bushfire prone area under the Department of Fire and Emergency Services (DFES) Map of Bushfire Prone Areas. This requires assessment of bushfire risk and development standards in accordance with established State policies, which has increased the level of complexity for a significant number of land use and development proposals.

Consistent with SPP 3.7, a Bushfire Hazard Level Assessment (BHL Assessment) has been undertaken to inform this Strategy, as seen below in Map 4. The BHL Assessment undertakes broad scale mapping of slope and vegetation to identify the potential risk to development from bushfire as low, moderate and extreme risk. A BHL Assessment is used to inform strategic-level decision making when land is assessed for potential future development.

Map 4

Bushfire Hazard Levels





Acknowledging the significance of the State Government framework for bushfire management, this Strategy intends that future growth and development be carefully guided to avoid and minimise bushfire risk wherever possible. The Strategy achieves this by promoting a consolidated settlement pattern, encouraging infill development and identifying land for housing in locations where bushfire risks and environmental impacts are lowest.

The Strategy does not support low-density sprawl of rural living estates, which can increase the number of properties potentially exposed to a fire front. These directions are consistent with the Strategy's intent to minimise impacts on the natural environment and improve the sustainability of development.

This also supports several departures from the Shire's 2011 LPS, which identified a number of landholdings as having the potential for development that are no longer considered appropriate with a contemporary understanding of bushfire risk.

In situations where development outcomes are limited by the need to minimise bushfire risks, the Shire may consider proposals to vary development standards to support development viability where this does not unduly compromise environmental or other planning considerations. For example, clustering lots of a reduced minimum size within cleared parts of a development site may improve development, bushfire risk and environmental outcomes.

At the time of preparing this Strategy, the Shire was in the process of reviewing the February 2022 Bayview Rise bushfire incident. This has included discussion with DFES, local brigades and the community to understand their experiences and the lessons learned, to inform future planning for bushfires and other emergencies. The outcomes of these discussions and investigations may inform land use planning and development processes, as well as ongoing management practices.

Past Development

With many significant changes to planning requirements over the past 10-15 years, the majority of development within the Shire preceded what we now consider to be best practice for minimising risks from bushfires. As a result, there are many instances where development lacks adequate secondary access or otherwise demonstrates vulnerability to bushfire. This Strategy acknowledges the recommendations of the BHL Assessment undertaken as part of preparing this Strategy and the Bushfire Resilience in the Great Southern (BRIGS) report and will seek to achieve these outcomes through the local planning framework where possible.

Asset Protection Zones (APZ)

An APZ is an area around a habitable building where potential fire fuels are reduced to limit the potential impact of a bushfire. Vegetation management within an APZ should provide defensible space and be maintained to a low threat state. The standards for APZs are prescribed in the Guidelines for Planning in Bushfire Prone Areas and apply across the entire State.

This standard includes a requirement for no more than 15% tree canopy cover within an APZ. If this requirement was enforced within the Shire, it would result in the widespread loss of Karri and Tingle trees, having a substantial impact on the environment, residential amenity and landscape values. This Strategy identifies the need for further investigation into the viability of a regional variation to standard APZ requirements to recognise the unique profile of vegetation and climate within the Shire. This should examine alternative means of mitigating bushfire risk without substantial loss of established trees, including consideration of vertical separation (the distance between ground and canopy).

The Denmark townsite contains a variety of public reserves with remnant vegetation, sometimes in a natural state with unmanaged fuel loads. In some circumstances this can result in increased Bushfire Attack Level (BAL) ratings on adjoining private land.

The Shire has adopted a position not to support the management of fuel loads within reserves as a means of establishing APZ that enable development or reduce BAL ratings on adjoining private land. This considers the contribution of reserves to Denmark's community values (including visual amenity, neighbourhood character, the localised climate and fauna habitat) and the resource implications associated with the ongoing requirement to maintain fuel loads to a sufficient standard.

This Strategy supports the broad-scale assessment of bushfire risks within the Denmark townsite and surrounds and the implementation of fuel management and other measures of risk mitigation on public reserves that form part of a strategic approach to reducing bushfire risk.

Tourism & Coastal Nodes

Tourism related land uses are considered vulnerable land uses under SPP 3.7. As outlined in Section 3.2.5, tourism is a key industry within the Shire and is experiencing increasing numbers of visitors to the area. Many tourism related land uses are intrinsically linked to the natural landscape and ecological values of an area, as well as an areas remoteness. The Shire offers all three of these desirable attributes. However, despite the economic benefits of the tourism industry to the local community, this link to the natural amenity and remote location of the Shire causes challenges in disaster management, particularly in the case of bushfires.

Peaceful Bay, Parry Beach and Ocean Beach are coastal tourism nodes that are serviced by single road access and may be vulnerable in the event of a bushfire and/or flooding. Tourists and visitors to these areas often have limited knowledge of local conditions, are unfamiliar with the surroundings, and may not be aware of evacuation challenges.

This Strategy proposes to adopt a position to maintain the current footprint of both Peaceful Bay and Parry Beach. As well as being the preferred direction of the community (indicated through preliminary consultation for this Strategy), it is also acknowledged that the potential for further development is severely limited by the access requirements of SPP 3.7. Improvements to road access and community infrastructure to reduce bushfire risk should be contemplated to support the existing development in each of these locations.

Ocean Beach is identified in this Strategy as a regional recreational node but is also a significant tourist attraction. Consideration of means to mitigate bushfire risk and maintain access will form a necessary part of future development proposals.



Access Routes

Access in bushfire prone areas is defined by the ability of the residents to access and egress in alternative directions along the public road network in the event of a bushfire (or other emergency events).

The BRIGS report and the Shire's Bushfire Risk Management Plan (BRMP) recommend that additional accessways are developed to provide a secondary means of escape for existing subdivisions that currently only have one road in/out. The Strategy recognises this retrospective need and supports further detailed investigation into the establishment of additional access in these circumstances, including (but not limited to) the following areas:

- Harrington Break
- Anning Road/ Braidwood Elbow
- Springdale Heights/ Randall Road/ Seachange Close
- Peaceful Bay
- Panorama Rise
- Middleton Close/ Illsley Drive

In circumstances where it is not possible to practically establish secondary access, additional bushfire risk mitigations or the establishment of places of refuge (e.g. Peaceful Bay) may be investigated.

The 2011 LPS identified the potential need for an additional bridge over the Denmark River to provide an alternative access in the event of an emergency. In 2017/18, detailed investigations were undertaken which concluded that current access (via South Coast Highway and alternatively via Churchill Road) was sufficient for the foreseeable future.

While acknowledging that it is relevant to periodically reassess this potential need, this Strategy notes that:

- Based on anticipated traffic and freight volumes an additional bridge is unlikely to be required during the life of this Strategy, and it is therefore not appropriate to identify the location of a potential future bridge at this time.
- As a means of supplementing the regional road network, any potential future investigations into a new bridge should be led by the State.
- Further improvements to the existing road network may provide more cost-effective outcomes in the short to medium term.

As noted in Section 3.4.4, the development of Nornalup-Tindale Road would improve regional connectivity in the event of fire, storm or flood damage to other parts of the road network.



Water Infrastructure

Responding to a bushfire emergency requires secure and strategically placed water infrastructure that meets the needs of emergency services. To reduce reliance on reticulated water supply, avoid interruptions to residential services and provide water in strategic locations for firefighting, the Shire and State Government are continuing to develop supplementary water infrastructure.

Where bushfires are considered a threat, new development should be provided with adequate water infrastructure to support emergency response. Residential development within rural and rural living areas should be supported by allocated water supply for fire-fighting purposes. Substantial development proposals may be required to provide supplementary water supplies for this purpose at the cost of the proponent or contribute towards the development of strategic water infrastructure through a development contribution plan.

Strategies & Actions – Natural Hazards & Resilience

1. Protect, conserve, and enhance coastal values and appropriately manage development and land use within coastal areas.
 - a. Ensure coastal processes and hazard risk management are considered in any future planning or proposals in close proximity to the coast and inlets, consistent with *SPP 2.6 – Coastal Planning*.
 - b. Implement the recommendations of the CHRMAP for Ocean Beach and Peaceful Bay to ensure adaption and protection of vulnerable areas.
2. Assess flood risk and avoid land use and development in areas at a high risk of inundation during flooding events.
 - a. Monitor existing flood prone areas and any changes in flood prone mapping, to understand the development capability of the land in relation to the full range of flood risk.
 - b. Assess catchment management plans and flooding management practices to understand potential impacts on land use and development.
3. Minimise the risk to life, property and service delivery from bushfires by avoiding and mitigating risks through the local planning framework.
 - a. Assess land use and development proposals for the consideration of avoidance of bushfire risk and mitigation where appropriate, consistent with *SPP 3.7 – Planning in Bushfire Prone Areas* and the Guidelines for Planning in Bushfire Prone Areas.
 - b. Support residential growth in identified locations where it can be demonstrated that bushfire risks can be appropriately managed, in accordance with the direction provided by *SPP 3.7 – Planning in Bushfire Prone Areas*.
 - c. Support the implementation of plans and strategies that identify improvements to bushfire risk mitigation and road access, particularly for existing vulnerable areas such as coastal nodes and rural residential subdivisions.
4. Maintain an appropriate level of flexibility within planning for bushfire protection requirements.
 - a. Investigate the potential for a regional variation to APZ requirements that recognises the unique profile of the predominant vegetation types in the district and their importance to the environment and community.
 - b. Seek to maintain potential development opportunities by:
 - i. Supporting strategic bushfire risk assessment and mitigation works within existing townsites.
 - ii. Considering variations to development standards where this assists to achieve optimal development outcomes with minimum bushfire risk.
5. Support improvements to community infrastructure that improves bushfire response and recovery.
 - a. New development proposed within a bushfire prone area should be provided with (or contribute towards) appropriate water infrastructure to support emergency response, including supplementary water supplies where necessary.
 - b. Support and advocate for improvements to the local and regional road network that improve accessibility during a bushfire emergency.

3.4 Infrastructure

3.4.1 Community Facilities

The local community is serviced by a wide range of community facilities and infrastructure that support social and cultural pursuits. These facilities play a key role in the delivery of community services by the Shire, State Government, not-for-profit organisations and local community groups. This Strategy examines and builds upon the aspirations of our community as expressed during preliminary consultation and within the Strategic Community Plan, identifying spatial outcomes and opportunities, including the arrangement of community facilities and services.

This Strategy plays a significant role in the provision of community facilities and servicing infrastructure, including:

- Identifying community facility requirements, planning for and facilitating the acquisition of land and supporting the collection of financial contributions for equitable cost sharing.
- Incorporating major community initiatives identified in the Strategic Community Plan, providing a mechanism to support land use change, and informing the direction of community facilities provision from a land use planning perspective.
- Identifying changes to zoning to facilitate the development of community facilities and servicing infrastructure.

It is relevant to consider any shifts in the demand for, provision of and potential upgrades to community facilities that may be anticipated within the lifetime of this Strategy and whether any changes to the planning framework are necessary to enable these. The Strategy may also inform later decisions on the development of community facilities through other strategic objectives, such as promoting the primacy and consolidation of the Denmark Town Centre.

Existing demographic trends may inform the provision of community facilities, with services designed to respond to the needs of retirees and families in particular; however, community facilities may also be an enabler of desired trends, including an intention to support the retention of young adults within the community.

3.4.1.1 Education

The district is currently serviced by three primary schools (Denmark Primary School, Golden Hill Steiner School and Kwoorabup Nature School) and two secondary schools (Denmark Senior High School & Denmark Agricultural College), with Golden Hill Steiner School proposing secondary from 2023 (refer Map 5). A small number of students commute into and out of the Shire to access schooling options in neighbouring local government areas.

Comparatively, Denmark has a competitive advantage through the existence of a range of high quality schooling options. While this ably services the existing community, acknowledging and fostering this advantage supports Denmark in attracting new families. Education also sustains a significant workforce within the community.

Tertiary education opportunities are provided via the Denmark campus of Southern Regional TAFE and through the Great Southern Universities Centre and University of Western Australia campuses in Albany.

This Strategy acknowledges the continued growth and development of educational campuses within the Shire to support families, encourage the retention of young adults within our community, and provide opportunities for life-long learning.

This Strategy also promotes further investigation into opportunities to co-locate community facilities with school campuses, acknowledging that this may provide improved facilities for schools and the wider community through the efficient use of public funds.

Projected Growth

Growth in school enrolments has varied year to year between 2016 and 2021, with primary school enrolments increasing slightly overall during this time (refer Section 7.2, Part 2).

The Shire has also experienced consistent growth in the number of school age persons over the past 20 years (refer Section 7.2, Part 2). Growth within this age group was substantially lower than the pace of overall population growth before 2011, equally paced between 2011 and 2016, and ahead between 2016 and 2021.

This suggests that an increase in the number of families is a demographic change within the Shire.

The population projections of this Strategy suggest, assuming the same proportions in each age group as at 2021, that the Shire could potentially have between 238 and 326 additional school students by 2036 (refer Section 7.2, Part 2). This could be expected to include between 116 and 160 additional primary school students and between 122 and 166 additional high school students.

Second State Primary School

Based on the projections detailed above, it is highly unlikely that a second State primary school site will be required during the 15-year outlook of this Strategy. This Strategy identifies land for urban expansion that may ultimately support an additional 3,000 residents, of which approximately 520 are estimated to be aged 5-17 years. This could potentially result in an additional 250-260 students in primary education.

As this is unlikely to require the development of a second State primary school the Shire will continue to work with the Department of Education and private school providers to ensure that expansion of existing schools can occur appropriately.

Golden Hill Steiner School

The Golden Hill Steiner School is located at Lot 110 on P021633 (#222) Scotsdale Road, a site zoned Special Rural (15) in TPS3 with Additional Use (12) providing for 'Educational Establishment' as a permitted land use. Golden Hill Steiner School has made a submission to the Shire regarding the potential to offer secondary education by expanding their campus into adjoining Lot 1 on D087539 (#23) Riverbend Lane, which is also zoned Special Rural but does not currently have any additional use rights.

Should the School be able to acquire Lot 1 (or portion), the Strategy supports the use of this site for an Educational Establishment. Access and other relevant planning issues may be resolved at the development application stage.

Kwoorabup Nature School

The Kwoorabup Nature School is located at Lot 952 on P039348 (#2) Inlet Drive, within the Denmark Railway Station Reserve (Reserve number 30277). This site is located in close proximity to the Denmark River, Wilson Inlet, wetlands and areas of native forest, providing the school with a nature based setting that is accessible from the Denmark town centre.

The reserve also contains the facilities of the Denmark Machinery Restoration Group, Denmark Lions Club and Denmark Men's Shed, as well as a number of heritage railway features. The co-location of multiple community and educational organisations on this reserve strengthens community connections, and encourages the collaboration and sharing of knowledge between users of the site.



3.4.1.2 Emergency Services

The district is serviced by WA Police, St John Ambulance, State Emergency Service (SES) and Volunteer Fire and Rescue Service (VFRS) facilities based in the Denmark Townsite, as well as Volunteer Bushfire Brigades based across the Shire.

The continuing operation of these services is important to the Denmark community and the Strategy acknowledges their needs and ensures the local planning framework appropriately enables these.

This Strategy continues to support the 2011 LPS in identifying the current site of the Denmark VFRS as a strategic site for potential commercial development. The Shire has consulted with the Denmark VFRS and DFES to identify potential alternative locations for a fire station and the appropriate land and zoning requirements.

This Strategy promotes the development of precincts where community facilities and services are co-located. The shared use of infrastructure is also identified as important.



3.4.1.3 Civic Centre

The Shire is currently serviced by a Civic Centre located within the Denmark Town Centre, incorporating a library, performing arts and public amenities. This includes a number of buildings that were historically used for other purposes and have been adapted and progressively extended over time. The Shire's Long Term Financial Plan 2021/22-2030/31 includes a refurbishment and expansion of the Civic Centre to provide additional common spaces.

The current site benefits from its location within the Town Centre but the existing buildings are not designed to promote interaction with Strickland Street. A greater emphasis on activation of this highly prominent location through both building design and operating activity should be a priority for the future of this site.

Should alternative locations for the development of new civic facilities be considered (noting this will not be determined by this Strategy) the Strategy promotes common principles for the development of community facilities within accessible, co-located and shared use precincts.

3.4.1.4 Shire Facilities

Shire operations are supported by administration and customer service offices on Lot 151 on P224101(#953) South Coast Highway, a works depot located on Reserves 38302 & 37930 on Zimmerman Street, recreation centre on Reserve 15513 on Brazier Street, civic centre and library on Reserve 25985 on Strickland Street, and a visitor information centre located at Lot 501 on P061023 (#73) South Coast Highway. The Shire also manages a range of sporting facilities, community halls, leased buildings and other assets.

The Shire has identified the long term need for investment into improved works depot facilities. The Strategy identifies the potential relocation of the Shire's depot as a way of providing additional land for service commercial businesses and facilitating land use change within the Industrial Road/ Zimmerman Street LIA. Given this need, the Strategy acknowledges Lot 300 on P046811 (#832) South Coast Highway as the preferred site for the relocation of the depot in the long term.

No changes to the Shire's administration offices and visitor information centre are proposed at this time.

3.4.1.5 Developer Contributions

When new housing development occurs, the Shire experiences an increase in population and growth in demand for new and expanded community facilities and services. To support the development of new facilities and to ensure that costs are equitably shared, the State planning framework provides for the establishment of financial contributions that are collected from land developers.

This Strategy proposes the preparation of a Developer Contributions Plan to determine the need for contributions in alignment with infrastructure planning and the demands arising from new development and population growth. This aligns with the intent of the Strategy to ensure that growth contributes to and enhances the Denmark community.

3.4.1.6 Community Facility Reservations

The sites of community facilities are typically reserved for public use within TPS3. This designation appropriately reflects the unique nature and range of publicly owned community facilities, noting that additional requirements associated with the management of public reserves may also apply. In addition, the sites of a range of churches and other community organisations are similarly reserved within the TPS3.

A reserve designation is more effectively applied to public land or to enable the acquisition of land into the public estate. This designation requires planning approval for all changes in land use and development while providing little or no direction for appropriate development form – context is often more useful in planning assessment. A reserve designation can also limit the ability of community and private organisations from effectively dealing with (and realising the value of) their land and buildings.

This Strategy proposes to remove this reservation from the sites of community organisations in favour of zoning that most appropriately reflects surrounding land use while accommodating the current use of the site.

Strategies & Actions – Community Facilities

1. Acknowledge the importance of high-quality community facilities and services in supporting well-being, promoting healthy lifestyles and developing social capital.
 - a. Promote the development of precincts where community facilities and services are accessible, co-located and the shared use of infrastructure is supported.
 - b. Ensure that planning for community facilities considers population growth as well as demographic and social change occurring within the community.
 - c. Consider the preparation of a Development Contributions Plan to support the collection of financial contributions from land development for new and expanded community facilities.
2. Continue to consult with State Government, not-for-profit and other community organisations to ensure that the local planning framework enables the development of community facilities and services.
 - a. Based on compatibility with existing land use and the surrounding zoning, replace the designation of Reserve – Public Use on sites owned by community organisations to the relevant zone that more appropriately reflects the surrounding land use, while also accommodating the existing use.
 - b. Support the relocation of the Denmark VFRS and Denmark SES by supporting land tenure changes and appropriate Reserve designation under the new Planning Scheme.
 - c. Identify Lot 300 on P046811 (#832) South Coast Highway for the Shire’s works depot, and seek a land swap with the State to enable the potential future development of the current depot site for service commercial land.
 - d. In order to meet community expectations and demand, consider proposals to amend the local planning framework where social and health services are provided.
3. Continue to consult with the Department of Education and private school providers to enable the continued development of education as a local service and a competitive advantage for our community.
 - a. Investigate opportunities for the co-location of sport, recreation and community facilities with the Denmark Senior High School and WA College of Agriculture, Denmark.
 - b. Assess the potential long term need for a second State primary school and availability of a suitable site at the next review of the Strategy.
 - c. Support the extension of Additional Use 12 over Lot 1 (#23) Riverbend Lane (or portion) if required to enable the expansion of Golden Hill Steiner School.
 - d. Change the purpose of the Denmark Railway Station Reserve (Reserve number 30277) at Lot 952 on P039348 (#2) Inlet Drive to Public Purpose

3.4.2 Utility Services

3.4.2.1 Potable Water Supply

Denmark Townsite

The Denmark townsite is provided with reticulated potable water service by the Water Corporation. Water is supplied from the Quickup and Denmark dams and supplemented via connection into the Lower Great Southern Towns Water Supply Scheme.

While water supply is not a constraint to further development in the Denmark townsite, the sustainability of local and regional water supplies will be increasingly challenged by the effects of climate change. The need to increase the efficiency of water use and to develop local level resilience is acknowledged by this Strategy and measures are proposed to increase the uptake of residential rainwater tanks.

Peaceful Bay

Peaceful Bay is currently serviced by a Shire managed non-potable water service, with potable water being provided by private rainwater capture and/or on-site treatment. The viability of improving the non-potable water service has been investigated but is dependent on a funding source being identified.

Potable water supply is a constraint to further development in this location and should be required to be addressed as part of any new planning proposal that intensifies land use.

Other Areas

Rural areas within the Shire and the Nornalup townsite are serviced on-property, principally through rainwater capture. Improving the resilience of on-lot water supplies may necessitate a review of water catchment and storage standards. This includes the provision of water for fire-fighting where strategic water supplies are not located within the vicinity.

Strategies & Actions – Potable Water Supply

1. Support the provision of and improvements to potable water supplies to enable development while promoting a greater level of sustainability.
 - a. Require the provision of adequate and appropriately managed potable water supply through the subdivision and development approval process.
 - b. Review local planning scheme and policy requirements to ensure the sustainability of on-lot water supplies, including requirements for use for fire-fighting.
 - c. Investigate potential means of increasing the uptake of rainwater tanks on domestic and commercial properties, including standard requirements.
 - d. Pursue the provision of a reticulated potable water supply scheme in Peaceful Bay, subject to appropriate funding arrangements.

3.4.2.2 Drainage

Waterways serve as natural drainage systems that carry rainfall runoff to low points in the landscape and groundwater sources. Development can increase the rate of natural runoff and/or the amount of nutrients, sediment or other materials in water, resulting in adverse impacts on the downstream environment. In particular, urban environments contain a large proportion of roads and other impermeable surfaces, requiring detailed consideration of how water runoff is managed.

Effectively managing the drainage of water requires consideration of the quantity of water on average and during peak rain events, as well as the treatment and management of water quality through this process. Effective stormwater management practices are of critical importance in maintaining the good health of these systems, as is the retention of remnant vegetation and revegetation in managing erosion and nutrient issues. WSUD principles are the most effective way to manage water within an urban context and to achieve more efficient and effective use of water and better outcomes for the environment and urban form.

The preparation or review of any structure plan should consider applicable flood risk, drainage infrastructure and land requirements, as well as on-lot stormwater retention requirements. Additionally, a Local Water Management Report or Plan will be required. The location of development and the design of new drainage systems must be undertaken in a way that does not exacerbate the existing nutrient issues for rivers, watercourses, inlets and other water resources in the district.

Drainage systems managed by the Shire typically serve significant rainfall events and are supplemented by on-lot retention of drainage from minor rainfall events. Subject to further investigations and outcomes from related studies, there may be a need for the preparation of a LPP to outline requirements for on-lot drainage retention and management.

Rainfall runoff can also be captured and used as a valuable water source, and this Strategy advocates for further investigation into opportunities to support this outcome.

Strategies & Actions – Drainage

1. Plan strategically for the management of stormwater runoff to maximise water re-use, minimise environmental impacts, reduce flooding risk and maintain public infrastructure.
 - a. Implement WSUD principles as part of the assessment of water management within all relevant subdivision and development proposals.
 - b. Prepare a LPP to outline requirements for the on-lot retention and management of water runoff.

3.4.2.3 Wastewater

The majority of residential areas within the Denmark Townsite are provided with a reticulated sewerage service, operated by the Water Corporation. This service does not extend to Weedon Hill, Ocean Beach, east of the Denmark River or to any of the Special Residential and Special Rural development surrounding the townsite. Peaceful Bay, Nornalup and all other parts of the Shire are serviced by on-site wastewater treatment and disposal.

The use of on-site disposal systems servicing individual lots is not always an appropriate alternative to the use of a reticulated sewerage service. The State Government's policies in regard to sewerage apply requirements which limit the density of new development in the absence of a reticulated sewerage service.

Constraints

Under the government policies in regard to sewerage, the entire Denmark townsite is identified as a sewerage sensitive area, mandating the connection of residential development to a reticulated sewerage service. While justified on health and environmental grounds, the lack of a reticulated sewerage service in parts of the Denmark townsite is acknowledged as a continuing constraint to development, limiting housing availability and choice.

The extension of wastewater servicing infrastructure by land developers is limited by the fragmentation of growth areas and the absence of appropriate zoning of lots that would enable the logical extension of this infrastructure. The topography of Denmark townsite can also create a need for additional infrastructure (e.g., pumping stations), the cost of which is a limitation to subdivision and development.

Infill development is also constrained in some locations due to the lack of a reticulated sewerage service, despite existing development and the availability of all other services. For example, residential land east of the Denmark River is not sewered and contains large residential lots within a walkable catchment to the Town Centre and major public services. Large residential zoned lots in Hardy Street are similarly constrained by a lack of sewerage infrastructure, limiting the capacity to develop new housing in a prime location.

This Strategy advocates for funding to extend the reticulated sewerage service to existing developed parts of the Denmark townsite, including Weedon Hill, Ocean Beach and all Residential zoned land east of Denmark River. The Residential zoned land to the east of the Denmark River is considered a strong priority given the adjacent civic and community land uses (Highschool, Shire Administration and Country Club). Sewer to this area would also provide significant infill potential to Residential (R5/15) zoned lots between Lot 152 Beveridge Rd (DMK68) and the Denmark River that are currently unsewered.

In addition, this Strategy identifies a need for structure planning for urban growth areas to coordinate the extension of a reticulated sewerage service amongst landowners with the assistance of relevant government agencies.

Buffers

The reticulated sewerage system is supported by a waste water treatment plant (WWTP) located south of the Denmark Townsite, separating the townsite from residential development at Weedon Hill. The majority of land surrounding the WWTP is reserved in TPS3, with a small amount of rural and industrial land.

The Strategy acknowledges the need for the formalisation of an odour buffer around this facility in accordance with modelling prepared by the Water Corporation, in order to restrict the introduction of incompatible land uses and avoid the intensification of any existing. The applicable buffer area for Denmark's WWTP is indicated on the strategy maps.

Unsewered Areas

A significant number of residential dwellings, industrial lots and public buildings within the Shire are provided by on-site wastewater disposal systems in the absence of a reticulated sewerage service.

State Government policies have gradually increased requirements for on-site sewerage disposal, reflecting the cumulative environmental impact of these systems in close proximity to sensitive water catchments. On-site wastewater disposal from existing development is likely to be contributing to significant nutrient loading into the Denmark River, Wilson Inlet and other receiving environments.

The Strategy supports the extension of a reticulated sewerage service to existing unsewered residential areas to achieve the most appropriate environmental and settlement planning outcomes. Within locations where a reticulated sewerage service is not available, on-site wastewater disposal will be considered in accordance with the government policies in regard to sewerage and the capability of the site. The density of development and setbacks from waterways will be considered accordingly.

The Strategy also identifies the need for the extension of reticulated sewerage services to Denmark's existing LIA, to better manage wastewater outflows and to help enable the transition of this area from industrial to service commercial land uses. The provision of reticulated sewerage for these lots will open up new business opportunities that are currently constrained, including food and beverage manufacturing which provides significant opportunities for the Shire's agricultural sector to add value to their local produce.

Composting Toilets

Composting toilets offer a hygienic way to recycle human waste in a sustainable manner that avoids polluting and wasting water. Additionally, the resulting compost can be used as a valuable resource to fertilise gardens and build soil, excluding vegetable gardens.

According to the Water Corporation, the average person flushes 10,000 litres of water down the toilet every year. The contaminated water from flush toilets then goes to a wastewater treatment plant to be processed and treated. Composting toilets can have lower environmental impacts than water-efficient toilets and wastewater recycling. If appropriately designed, composting toilets conserve precious water resources and keep effluent and pollutants out of waterways and the general environment.

The WA Department of Health (DoH) has approved over 30 different models of composting toilets for household use. Each is designed to ensure the correct levels of moisture, temperature, oxygen, carbon and nitrogen required to achieve good composting. A composting toilet that is properly designed and maintained will not smell.

This Strategy supports the increased uptake of composting toilet systems that are designed and installed in accordance with the relevant planning, building and health requirements.

Wastewater Reuse

Opportunities exist for the use of post-treatment wastewater in a more sustainable way, particularly for sports ovals, golf courses, parks and other land uses with the need for large amounts of non-potable water.

The Strategy proposes that further investigation occurs into the most efficient and effective use of post-treatment wastewater. This could examine whether integration into the potable water supply network is appropriate or whether a limited non-potable water scheme could potentially be established.

Strategies & Actions – Wastewater

1. Support the provision of wastewater treatment and disposal systems that maintain public health and minimise environmental impact.
 - a. Require the provision of an adequate and appropriately managed wastewater treatment and disposal service commensurate with need through the subdivision and development approval process.
 - b. Introduce a Special Control Area into the local planning scheme around the Denmark WWTP to restrict the introduction of incompatible land uses and avoid the intensification of any existing.
 - c. Investigate the most efficient and effective use of post-treatment wastewater, including potential subdivision and development requirements for infrastructure to support a non-potable water supply scheme.
2. Prioritise extension of the reticulated sewerage network to enable development of the Denmark Townsite.
 - a. Advocate to the State for funding to extend the reticulated sewerage service to existing developed parts of the Denmark townsite, including land east of the Denmark River, Hardy Street, Weedon Hill and Ocean Beach.
 - b. Rezone land for residential development that enables the logical extension of the reticulated sewerage network.
 - c. Work with landowners and the Water Corporation to coordinate the extension of the reticulated sewerage network to identified urban growth and infill development areas.
 - d. Work with landowners and the Water Corporation to coordinate the extension of the reticulated sewerage network to the Denmark LIA.



3.4.2.4 Energy

Electricity is provided via the South West Interconnected Network operated by Western Power, with overhead distribution lines extending from the Albany substation into the Shire. Electricity generation within the Shire consists of a wind energy facility consisting of two 79 metre high, 800 kW turbines at Wilson Head as well as dispersed rooftop solar photovoltaic systems. A reticulated gas service is not currently available in any parts of the Shire, with bottled gas supported by a number of local service providers.

A steady increase in electricity demand in the district is expected to continue as a result of ongoing population growth, requiring increases in transfer capacity within the district distribution network. The district has occasional unreliability, which may be assisted through a combination of community scale battery storage and other measures. A significant increase in demand resulting from industrial development may need to consider the capacity of the network.

Conservation of energy use is the most efficient and effective way to reduce carbon emissions, save household operating costs and avoid the need to fund major infrastructure upgrades. While the conservation of energy is not easily ensured through the planning system, this Strategy acknowledges and supports education, incentives, and other community initiatives to reduce unnecessary energy consumption in all forms. These will be supported and driven through the Shire's *Sustainability Strategy*.

Acknowledging likely continuing energy demands, a strong level of support exists for the development of further renewable energy sources within the district. The district has wide-ranging potential to generate electricity from renewable energy sources including solar, wind, wave, biofuels, bio-energy and possibly geothermal energy. If feasible, renewable energy sourced within the Shire can assist in providing an energy supply for residential, commercial and industrial development. Renewable energy production should generally be encouraged where relevant planning considerations have been suitably met.

The energy grid will need to be managed effectively and upgraded where necessary to enable a transition towards home energy generation and battery storage, as well as an anticipated shift towards electrical appliances instead of gas and other energy sources.

Strategies & Actions – Energy

1. Support the development of a reliable and sustainable energy supply network to service the district.
 - a. Support efforts to reduce energy consumption to address climate change, reduce energy costs and use existing infrastructure efficiently.
 - b. Ensure the local planning framework enables land use and development that is supported by on-site power generation and storage.
 - c. Introduce a renewable energy facility use class and corresponding development provisions into the local planning scheme, as well as appropriate policy guidance to support the assessment of applications.

3.4.2.5 Telecommunications

Effective telecommunications infrastructure, including phone and internet services, is essential for social connectivity, for households, businesses, the district economy and to ensure safety. Migration to regional areas has been supported by the availability of telecommunications services. Remote working and online businesses are a significant contributor to employment that has enabled lifestyle-driven migration into the Shire, fuelling population growth.

Mobile phone, television, radio reception and broadband in the district vary in availability and quality. The mobile network does not cover the whole of the Shire, primarily due to a combination of areas of State Forest and low population along particular transport routes. This has a major impact on current and future commercial activities along with impacting the lifestyle of residents.

New infrastructure is established by telecommunications carriers operating in a deregulated commercial environment. The Shire is required to respond to individual applications for new mobile phone towers and other 'high impact' facilities on an individual basis, without an understanding of the long term plans of telecommunications services.

While acknowledging the essential nature of this infrastructure, the Strategy supports efforts to maximise separation from sensitive land uses and minimise the visual impacts of telecommunications infrastructure.

Strategies & Actions – Telecommunications

1. Support the development of a reliable and unobtrusive telecommunications network to service the district.
 - a. Support the siting of telecommunications infrastructure to maximise separation from sensitive land uses, including residential dwellings.
 - b. Seek to minimise the visual impact of telecommunications infrastructure by requiring a high standard of design, avoiding prominent locations and considering the recommendations of the Shire's Visual Landscape Evaluation Report.

3.4.2.6 Waste

The Shire currently operates two waste management facilities which provide for the disposal of refuse and processing of recycling. A minor transfer station operates at Peaceful Bay and a major processing facility is located on East River Road in Hay. These facilities provide an essential community service.

Reducing waste generation is a strategic priority. Landfill facilities consume land (including buffers), risk environmental harms, and are a significant cost to the community to operate and develop. The *Sustainability Strategy* proposes to implement best practice waste management and adopts a target of zero waste to landfill by 2030. In addition, the *Sustainability Strategy* proposes to support the building industry in reducing waste through re-use and recycling.

Achieving these aims will require significant change to existing practice, a combination of incentives and new regulatory standards, and regional partnerships to improve economies of scale. This Strategy supports further investigation into sustainability requirements for new land use and development that aim to minimise waste generation, assess the life cycle of building materials and incentivise improvements to practice.

Existing waste management facilities require land use buffers to manage the impacts of odour, as well as ensuring that the incursion of sensitive land uses does not limit the operation of the facility. The Environmental Protection Authority's (EPA) Guidance Statement No. 3 identifies expected buffer distances depending on the waste accepted and processed at the facility, with this Strategy nominating a 200 metre land use buffer as appropriate for the facilities operated by the Shire in Peaceful Bay and Hay.

Strategies & Actions – Waste

1. Support waste minimisation through the local planning framework where possible.
 - a. Investigate regulatory and incentive based approaches to minimising waste generation from new land use and development proposals.
2. Preserve the operation of the Shire's waste management facilities through appropriate land use planning.
 - a. Introduce a Special Control Area into the local planning scheme to prevent the introduction of sensitive land uses within 200 metres of the East River Road waste management facility.
 - b. Preserve appropriate separation distances from the Peaceful Bay waste management facility as part of reserve planning and management.

Community Facilities and Utility Services



3.4.3 Public Open Space

POS plays an important role in the everyday life of our community, delivering a wide range of social, health and environmental benefits. The preservation and investment in high quality POS is critical to ensuring community well-being and maintaining the character and identity of the Shire.

Local parks and reserves are used daily by Denmark's residents and highly valued for their recreational, aesthetic and environmental values. The Shire also contains an extensive network of National Parks and State reserves that incorporate some of the major attractions of the region.

The role of this Strategy is to assess the current POS network, identify future needs and outline the role of the local planning framework in securing these outcomes.

POS analysis and background information is included in Section 9, Part 2 of this Strategy.

Objectives

The Strategy supports the continued development of a network of POS that meets the following objectives:

- A POS network that is centralised and accessible to the entire community.
- The provision of POS that aligns to the needs of the community and is equitably distributed.
- A POS network that is designed to provide a diverse range of facilities and experiences.
- POS and community facilities that are designed to consider safety, flexibility and sharing of use.
- A POS network that efficiently uses community and environmental resources.
- A POS network that enhances and maintains visual amenity and ecological values.
- A POS network that reflects local community culture, history and social values.

These objectives provide the criteria that the Shire will use when planning for POS development, acknowledging that this will require adapting to the circumstances and resources available.

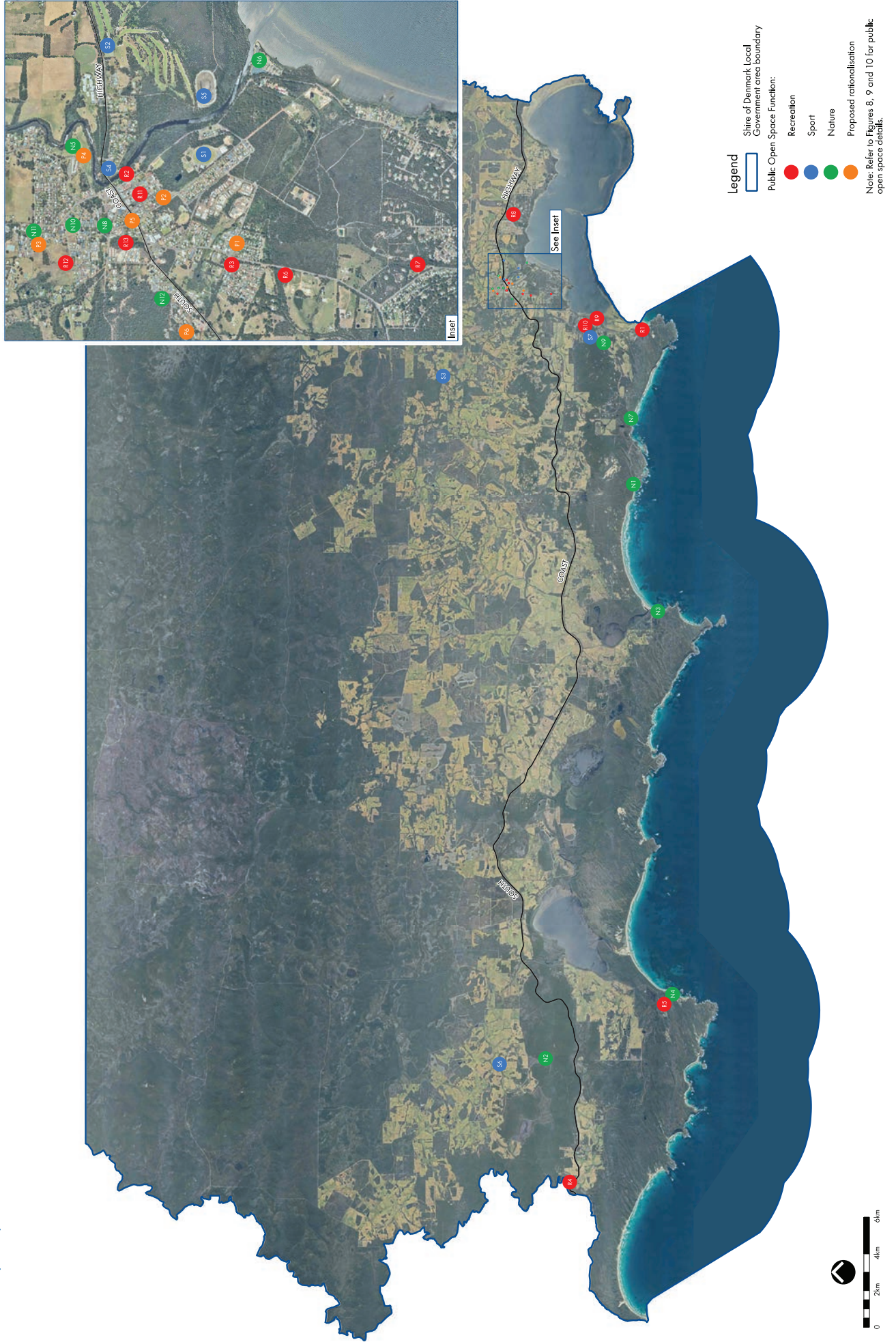
All POS should be integrated within an accessible pedestrian network to promote active transport and improve utilisation. Barriers to the accessibility of POS within the Denmark townsites include, an incomplete footpath network, the South Coast Highway and the slope of the land. These factors should be accounted for when assessing walkable catchments around POS.

The two major demographic groups driving population growth in Denmark are retirees and families – this should be considered within the provision and design of future POS.

Figure 9: Public Open Space Network (Proposed)

	Public Open Space Size			
	Regional	District	Neighbourhood	Local
Recreation	(R1) Ocean Beach*	(R2) Berridge Park*	(R3) Hopson Park (Harlequin St) (R4) Nornalup Foreshore Park (R5) Peaceful Bay Park (R6) Liang Park (Ocean Beach Rd) (R7) Walters Reserve (Campbell Rd)* (R8) Springdale Estate Park*	(R9) Harrington Park (Minsterly Rd) (R10) Atkinson Park (Maloney Cl) (R11) Plain Tree Park (Strickland St)
Sport	Nil [Albany]	(S1) McLean Park (S2) Denmark SHS/ Denmark Country Club*	(S3) Scotsdale Tennis Club (S4) Riverside Bowls Club (S5) Denmark Equestrian Centre (S6) Tingle Dale Hall (S7) Mount Hallowell (east)	Nil (informal facilities incorporated into Recreation POS)
Nature	(N1) William Bay National Park (N2) Valley of the Giants	(N3) Parry Beach (N4) Peaceful Bay Beach	(N5) Kwoorabup Park (N6) Smith Brothers Park (Denmark River Mouth) (N7) Lights Beach	(N8) Waterfall Park (Mt Shadforth Rd)* (N9) Hallowell Park (Iluka Ave)* (N10) Smith Street Reserve* (N11) Lake View Dairy Park & Nellie Saw Reserve (Russell Rise)* (N12) Christina Crescent Reserve*

* Aspirational – this POS may not currently provide a service level typical of this classification.



3.4.3.1 Additional Public Open Space

Existing Residential Areas

In seeking to provide an adequate amount of POS and an appropriate mix of functional types, additional POS needs in existing residential areas are identified in Figure 10. This recognises shortfalls in the existing network and identifies preferred locations for providing additional POS.

The Shire will request a financial contribution towards POS development for any subdivision or grouped dwelling development within a walkable catchment of these sites (400m for local, 800m for neighbourhood), on the basis that additional development will contribute to demand for these facilities.

Figure 10: Public Open Space Needs of Existing Residential Areas

Location	Reason	POS Level	POS Function	Required POS Attributes	Notes
Willow Creek Drive/ Wattle Way vicinity	No developed POS in this vicinity. Waterfall Park and Dairyview Park in excess of 400m of some residences. Lack of nearby POS for Recreation purpose.	Neighbourhood	Recreation	<ul style="list-style-type: none"> Playground Active/ kickabout space Seating, gathering space Incorporate drainage with high level of aesthetic consideration 	<p>Development of Smith St reserve for Nature POS will assist shortfall.</p> <p>When subdivision of Lot 2 on D082651 (#20) Smith Street and Lot 358 (#50) on P230731 Smith Street occurs, POS should be provided at the southern extent of the site and amalgamated with appropriate portions of the Smith Street road reserve to enable the development of a suitably sized Recreation POS to service this neighbourhood.</p> <p>Contributions within the catchment of this POS will support development costs.</p> <p>Refer reference R12 in POS Map 6.</p>
Hardy Street vicinity	Nearby reserves managed for conservation purposes, not functional POS. Nearest reserve Waterfall Park in excess of 400m to some residences. Lack of nearby POS for Recreation purpose.	Local	Recreation	<ul style="list-style-type: none"> Walking paths Covered seating/ pergola Aesthetic focus Exercise equipment 	<p>Consider development of POS on rear portion of former Shire depot site at Lot 3002 (#26) Hardy Street on P045104, supported by access via Hamilton Reserve.</p> <p>Location adjacent to seniors housing to be considered as part of POS design.</p> <p>Contributions within the catchment of this POS will support development costs.</p> <p>Refer reference R13 in POS Map 6.</p>

New Residential Areas

Structure planning for new residential areas will provide POS according to the needs of these new estates. This will improve the overall network of POS and provide additional recreational opportunities for existing residents.

During the structure planning process, the Shire will advise the proponent and WAPC on the preferred outcomes for POS provision and development, including consideration of the functional type and size. This will consider the existing POS network, community needs, State policies and guidance provided in this Strategy.

Wherever possible, the Shire supports the consolidation of proposed POS into a reduced number of larger reserves, with a preferred minimum size of 4,000m² for local level and 10,000m² for neighbourhood level POS.

Newly developed POS should conform to the service level standards and technical specifications adopted by the Shire.

3.4.3.2 Public Open Space Rationalisation

Analysis indicates that some residential areas are over-served with POS, and that some existing parks are under-utilised due to their size, location, lack of service or other constraints. Areas of POS that are poorly designed and under-utilised can detract from the amenity of a neighbourhood.

This Strategy supports the consolidation of POS into larger sites that can support a wider range of uses and enable improved management outcomes. Rationalisation can provide a funding source to address POS shortfalls or gaps in other locations and enable the development of higher quality POS. The rationalisation of any POS and use of resulting funds shall be in accordance with the requirements of the *WA Land Administration Act 1997* and WAPC Position Statement 'Expenditure of Cash-in-Lieu of Public Open Space'.

This Strategy proposes to investigate the rationalisation of POS as identified in Figure 11.

Figure 11: Proposed Asset Rationalisation

POS Site	Land Parcel/ Tenure	Characteristics	Reasons for Rationalisation	Alternative Use of Site	Reinvestment To
Nockolds Park (P1)	Lot 1070 (#10) Zimmerman Street Reserve 43931	<ul style="list-style-type: none"> 754m² Local recreational park Grassed site with small playground 	<ul style="list-style-type: none"> Too small for intended use – preferred minimum size of 4000m² for local level POS Poor location, passive surveillance and design Existing assets in poor condition Located adjacent to larger, attractive POS that is used instead of this park 	Residential and pedestrian access way	Improved footpath network and enhancement of Hopson Park.
Fyfe Park (P2)	Lot 65 (#19) Brazier Street Reserve 22518	<ul style="list-style-type: none"> 1012m² Local recreational park Grassed, partly treed (parkland cleared) 	<ul style="list-style-type: none"> Too small for intended use – preferred minimum size of 4000m² for local level POS No existing POS infrastructure Located close to two larger and more attractive POS sites 	Residential, truncation for road reserve	Disposal or land exchange with adjacent Lot 943 (#21) Barnett Street to provide for improvements to McLean Park.

POS Site	Land Parcel/ Tenure	Characteristics	Reasons for Rationalisation	Alternative Use of Site	Reinvestment To
Portion/s of Lake View Dairy Park & Nellie Saw Reserve (P3)	Lots 1107 & 1108 Russell Rise, Lot 1054 Horsley Road Reserves 46543 and 33093	<ul style="list-style-type: none"> Lot 1107 – 934m², Lot 1108 – 1652m², Lot 1054 – 3035m² Local recreational parks Grassed sites, limited trees, drainage basin 	<ul style="list-style-type: none"> No existing recreational infrastructure Slope of Lot 1107 Management costs excessive for current functionality 	Residential, drainage	Master plan required to define function, identify useable portions of reserves and identify areas suitable portions to rationalise and address in staged approach. Funds to support development of remainder of reserves as nature-based POS/ linkages.
Portion/s of Kwoorabup Community Park (P4)	Lots 500 & 502 (#38) Research Station Avenue Reserve 41456	<ul style="list-style-type: none"> 7.0052 ha Neighbourhood nature/ recreational park Grassed and treed portions of site, including foreshore to Denmark River 	<ul style="list-style-type: none"> Area of existing recreational infrastructure is limited, some parts have natural values, other parts of the site are undeveloped Slope and drainage are constraints to development of functional POS in some parts of site Management costs are excessive for POS functional level and serviceability 	Residential or community purpose	Master plan required to define function, identify useable portions of reserves and identify areas suitable portions to rationalise and address in staged approach. Funds to support enhancement of Kwoorabup Community Park.
Randall Park (P5)	Lot 780 (#2) Millar Street Reserve 22558	<ul style="list-style-type: none"> 780m² Local recreational park Grassed site partly treed 	<ul style="list-style-type: none"> Location not appropriate for recreational use No existing POS infrastructure Historic items remaining are not associated with the site itself 	Town Centre utility	Repurpose for use for Town Centre amenities subject to needs identified in the Town Centre Enhancement and Activation Plan.

POS Site	Land Parcel/ Tenure	Characteristics	Reasons for Rationalisation	Alternative Use of Site	Reinvestment To
Portion of Harry & Fred Tysoe Park (P6)	Lot 1050 Tysoe Close (PIN 1065658 only) Portion of Reserve 42724 south of Tysoe Close (only)	<ul style="list-style-type: none"> • 4685m² • Local recreational park • Grassed site, partly treed 	<ul style="list-style-type: none"> • No existing POS infrastructure • Poor location/ accessibility within locality • Site steeply sloped 	Residential	Alternative location to develop POS identified at Lot 687 (#35) Christina Crescent (portion Reserve 46688) – lower point in the landscape, more accessible location for improved serviceability to residents.

3.4.3.3 Sporting Facilities

This Strategy supports the use of the SRMP as a guide for the preparation of further technical documents to support a Development Contribution Plan in order to fund community infrastructure. This aims to maximise flexibility and the social return from infrastructure investment, supporting the viability of high-quality facilities.

Forward planning for the Shire's sporting facilities is guided by the Sport & Recreation Master Plan 2019 (SRMP). This Strategy supports the use of the SRMP as a basis for planning for development contributions.

The SRMP identifies a range of shortcomings and opportunities for the future development of sporting facilities to service the Shire, including playing fields, indoor sports courts, paths and trails, youth facilities and aquatic facilities. The SRMP highlights the need for accessible, contemporary, multi-purpose and sustainable facilities that maximise utilisation, acknowledging resource constraints.

The SRMP proposes to consolidate infrastructure at McLean Oval as the principal sporting facility servicing the district. The SRMP proposes the development of an additional playing field, new amenities building, additional indoor courts and an aquatic centre. These facilities are aspirational and are reliant on external funding support to be achieved.

The Shire currently has a shared use agreement in place with Denmark Senior High School to enable access to the school's playing fields for community sport, supplementing McLean Oval to meet the demand for junior sports.

Further investigations since the preparation of the SRMP have indicated that it may not be feasible to develop a second playing field at McLean Oval due to site constraints and the cost of relocating existing infrastructure.

The SRMP requires review to consider how additional playing fields will be provided for in future, and the implications this might have for the co-location of other sporting facilities.

The sites of the Denmark Senior High School and WA College of Agriculture, Denmark provide a potential alternative location for multiple playing fields as well as indoor sporting facilities, with the potential for shared-use supporting their viability.

Strategies & Actions – Public Open Space

1. Acknowledge the importance of high-quality POS to support liveability, promote healthy lifestyles and maintain neighbourhood character and amenity.
 - a. Adopt the following objectives to guide the future development of POS within the Shire:
 - i. A POS network that is centralised and accessible to the entire community.
 - ii. The provision of POS that aligns to the needs of the community and is equitably distributed.
 - iii. A POS network that is designed to provide a diverse range of facilities and experiences.
 - iv. POS and community facilities that are designed to consider safety, flexibility and sharing of use.
 - v. A POS network that efficiently uses community and environmental resources.
 - vi. A POS network that enhances and maintains visual amenity and ecological values.
 - vii. A POS network that reflects local community culture, history and social values.
 - b. Consider access to POS as a key part of planning for future improvements to paths, trails and pedestrian accessibility within the Denmark Townsite.
2. Undertake strategic improvements to the POS network in residential areas in accordance with the objectives and established POS framework identified in this Strategy, and relevant SSP's.
 - a. Utilise the recommendations identified Figures 9, 10 and 11 to guide the provision of POS to service the Shire.
 - b. Request cash in lieu contributions for all subdivision proposals of three or more lots within a walkable catchment (400m for local, 800m for neighbourhood) of identified POS sites where a deficit in land or service levels has been identified.
 - c. Provide POS within urban expansion areas through structure planning in accordance with Liveable Neighbourhoods and the following policies:
 - i. Not support a reduction to the minimum requirement of 10% of the gross subdividable area.
 - ii. Determine POS requirements within rural living subdivisions on a case by case basis.
 - d. Adopt service level standards and technical specifications to guide the development of POS within the Shire.
 - e. Prepare and update master plans for district-level POS sites within the Shire as required.
 - f. Seek external funding to support the development of regional POS attractions located within the Shire.
3. Support the continuing improvement of sporting facilities within co-located and shared-use community precincts.
 - a. Review the Sport & Recreation Master Plan to consider potential alternative sites for additional playing fields, opportunities for shared use facilities and potential development contributions requirements.
 - b. Advocate for the distribution of resources supporting the development of regional sporting and recreational facilities across the Great Southern.

3.4.4 Movement Network

The Shire is serviced by an extensive infrastructure network that supports day to day movement both within and between communities. Road transport has historically been the dominant mode within the Shire and this is likely to continue due to the rural and regional context of the district. Acknowledging that this form of transport requires high energy and infrastructure costs, this Strategy seeks to support the provision of a greater range of local services within the Denmark community, ensure infrastructure investments are appropriately targeted, promote the increased uptake of walking and cycling, and enable the provision of further public transport services. An essential component of achieving this aim is to encourage a more consolidated urban form, rather than dispersal and sprawl, reducing the need for road-based transport in the first instance. This section discusses a number of key changes to this network that are critical to achieving the overall vision of the Strategy and enhancing our connectivity. It will outline future transport needs and the role of the local planning framework in facilitating these.

3.4.4.1 Road Transport

Road transport is critical to the district's ability to function effectively and the State and regional road network play a fundamental role in catering for inter and intraregional traffic and road freight. The district's transport network needs to be capable of moving people and freight in a safe, convenient and efficient manner on a network which is easily accessible.

The Shire is serviced by the South Coast Highway as the principle east-west road linkage, the Denmark – Mount Barker Road northwards from the Denmark townsite, and a large number of rural roads that connect the remainder of the district.

Denmark Townsite & Town Centre

The Denmark Townsite is the focal point for transport movements through the Shire, connecting to several key district roads and regional movements along the South Coast Highway.

While providing passing trade, South Coast Highway transects the Townsite and directs large traffic volumes and freight movements through a sensitive environment. Several key intersections of the South Coast Highway (from Hardy Street to Horsley/ Hollings roads) experience significant congestion and frequent incidents.

The Town Centre in particular has a high volume of pedestrian movements, conflicting with daily traffic peaks and poorly catered to by the current design and speed of the Highway. Along the extent of the South Coast Highway through the Denmark Townsite there are two pedestrian refuge islands, both located in the Denmark Town Centre. Facilitating pedestrian movement across the South Coast Highway is critical to providing a more walkable Townsite and thriving Town Centre.

The potential for a bypass road to divert traffic around Denmark Town Centre has not been pursued due to the likely environmental and social impacts and cost. As such, South Coast Highway will continue to carry regional traffic through the Denmark Town Centre and Townsite. It is critical that future improvements to South Coast Highway provide a higher level of amenity and safer access.

This Strategy also notes that the Town Centre contains a number of laneways that service the rear of properties. The future function of these laneways and upgrading and contribution requirements may be explored in greater detail as part of preparing an enhancement and activation plan for the Town Centre.



Denmark River Crossings

The South Coast Highway crosses the Denmark River at the eastern extent of the Denmark Town Centre, providing the only major road linkage across the river. A secondary, limited access route exists some distance north of the Denmark townsite along Howe Road/Hamilton Road/Churchill Road, linking Scotsdale Road to Denmark-Mount Barker Road.

The 2011 LPS identified the potential for an additional road bridge within the Denmark townsite to support access in the event of an emergency; however, subsequent modelling has not verified this need. While it is unlikely that an additional vehicle bridge crossing over the Denmark River will be needed based on traffic or freight volumes during the life of this Strategy, it is acknowledged that this may become necessary in the longer term.

This Strategy notes that it is appropriate to investigate the potential location of a bridge at such time as the need for a bridge is justified. As a means of supplementing the regional road network any such investigations should be led by the State.

Nornalup-Tindale Road

The Nornalup-Tindale Road is a 61 km road connecting the South Coast and Muir Highways between Kentdale and Rocky Gully. The Road services a small number of rural properties to the south and traverses State managed reserves for the remainder of its extent.

The Nornalup-Tindale Road potentially provides a critical regional road connection to the Muir Highway in the event of bushfire, accident, incident or works on the South Coast or South Western Highways through the Shire of Manjimup.

The Lower Great Southern Strategy 2016 denotes the Nornalup-Tindale Road between the South Coast and Muir Highways as a secondary regional road and identifies the need to secure funding for its upgrade. This Strategy supports this designation, noting that the formalisation and upgrading of this road through State lands is dependent on State agreement and funding.

Other Significant Roads

The Shire maintains an extensive network of roads throughout the district that are critical for property access, enable access to recreational sites, and service the agricultural, forestry and tourism industries.

The Lower Great Southern Strategy recognises Peaceful Bay Road, William Bay Road, Ocean Beach Road and Denmark-Mount Barker Road as secondary regional roads. Valley of the Giants Road, Parker Road and Scotsdale Road are identified as important local roads.

The Lower Great Southern Strategy also identifies Hazelvale Road, Valley of the Giants Road, Conspicuous Beach Road, Ficifolia Road, Happy Valley Road, McLeod Road, Scotsdale Road, Mount Shadforth Road, Mount Lindesay Road and Churchill Road as scenic roads. To preserve these values, the potential visual impact of land use and development should be considered along these corridors and the retention of roadside vegetation prioritised whenever road improvements are considered.

It is acknowledged that various road improvements may require minor changes in zoning during the life of this Strategy.

Neighbourhood Connector Roads

The Denmark Townsite is serviced by a number of important local roads that connect neighbourhoods and provide links between more significant roads, helping to disperse traffic throughout the network. The Strategy identifies these significant local roads as 'neighbourhood connector roads'.

Existing and proposed future neighbourhood connector roads are identified in Map 7 to provide guidance for the provision of roads within structure planning and subdivision proposals. This designation also reflects an expected design standard that incorporates footpaths/dual use paths and potential future public transport services but does not typically accommodate heavy vehicle movements.

Public Transport

Denmark currently has limited public transport options, similar to other regional towns of its size. Existing services include a daily regional coach service linking east-west on the South Coast Highway, a locally based private taxi service and a hireable community bus.

To help enable the efficiency and viability of public transport services the Strategy supports the development of a more consolidated urban form, as well as promoting the development of a local road network that can ably accommodate public transport infrastructure.

The preparation of an enhancement and activation plan for the Denmark Town Centre provides an opportunity to consider the appropriate provision of public transport infrastructure, and how this can be prioritised.

Car Parking

The Shire provides car parking facilities for the Denmark Town Centre, community facilities and recreational reserves. A LPP currently directs the provision of car parking in association with private land use and development proposals. The ongoing review and optimisation of these policy responses is supported by the Strategy, providing for an adequate number of appropriately located car parking within development.

The supply of car parking within the Town Centre and at key attractions can fail to meet demand during peak periods, but is generally understood to be sufficient for average daily use. The Strategy recognises that providing overflow car parking areas has generally been preferred over the development of formalised parking, given that this would represent an over-supply for the majority of the year, may adversely impact amenity, and facilitate less sustainable modes of transport.

This Strategy identifies principles for the provision and management of car parking and proposes that further detailed planning for parking in the Town Centre occurs as part of the preparation of an enhancement and activation plan for the Town Centre.

Technological Change

Road transport is expected to experience significant technological change during the life of this Strategy with the increasing adoption of alternative power sources and self-drive capabilities within vehicles. The Strategy supports the uptake of technologies which increase the sustainability of transport and potentially reduce the number of vehicles and accidents on our roads.

While residents are likely to maintain charging infrastructure for electric vehicles in their homes, tourists and visitors are likely to seek charging and servicing infrastructure at their accommodation and/or in-town facilities. The Strategy does not envisage a need to mandate the introduction of charging facilities within private car parks or accommodation, on account of this being a competitive advantage for businesses that offer this service. The introduction of a relevant use class and/or approval process should be investigated in concert with the State to enable charging stations and other relevant infrastructure to be established.

The provision of public charging facilities in prominent locations may be further considered to promote the adoption of this technology and remove potential barriers to travel to the district for electric vehicle owners.

The growing use of electric bicycles and scooters is likely to increase the use of footpaths and dual use paths, intensifying demand for upgrades to the quality and extent of the existing network.

Should technological advancements result in declining private car ownership, planning policy requirements for car parking provision may be reviewed accordingly.



Strategies & Actions – Road Network

1. Support the development of a road network throughout the district that enables safe and efficient movement, while retaining environmental and visual landscape values.
 - a. Advocate for Nornalup-Tindale Road to be designated as a regional road under the care and control of Main Roads and developed accordingly.
 - b. Maintain and improve important local roads while prioritising the preservation of visual landscape values and roadside vegetation within road corridors.
 - c. Continue to develop designated neighbourhood connector roads and ensure that structure planning and subdivision proposals contribute to the achievement of this network.
 - d. Acknowledge the potential long term need for additional road access across the Denmark River, subject to detailed investigation led by the State if/when required.
 - e. Identify possible future upgrades to improve the accessibility and legibility of a secondary evacuation route from the Denmark townsite via Churchill Rd.
2. Actively pursue improvements to the road network within the Denmark Townsite to improve traffic safety, efficient movement and car parking management.
 - a. Prioritise investigations into the improvements to South Coast Highway through the Denmark Townsite to:
 - i. Reduce traffic conflicts at key intersections.
 - ii. Reduce pavement width and increase amenity.
 - iii. Improve pedestrian access and safety.
 - b. Review requirements for the provision and management of car parking in association with land use and development proposals in consideration of:
 - i. Requiring car parking to be provided at the rear of development or otherwise in a manner that promotes active building frontages and attractive streetscapes.
 - ii. Increasing the efficiency of car parking use through shared access car parking areas and reciprocal use arrangements.
 - iii. Promoting financial contributions in lieu of car parking provision to enable the development of consolidated parking areas at the periphery of the Town Centre and increase redevelopment opportunities on commercial land.
 - iv. Providing car parking in a way that allows for the adaptation of this area to an alternative use should requirements for parking bays decrease in future.
 - v. Providing dedicated special purpose parking bays marked exclusively for the use of motor cycles, mobility vehicles (gopher scooter), delivery and service vehicles, taxis, and buses and coaches.
 - c. Assess opportunities to increase and optimise the use of car parking within the Denmark Town Centre as part of the preparation of a Town Centre Enhancement and Activation Plan.
3. Support the development of infrastructure that enables improved sustainability within transport systems.
 - a. Consider the integration of public transport services as part of:
 - i. Development standards for designated neighbourhood connector roads and other significant roads in the vicinity of the Denmark Townsite.
 - ii. Road and infrastructure improvements that are investigated as part of the preparation of an Enhancement and Activation Plan for the Denmark Town Centre.
 - b. Develop local Active/Integrated Transport Infrastructure Plan for the Shire.
 - c. Seek financial contributions for road upgrading and construction of shared paths through the subdivision and planning approval process and the adoption of a Developer Contributions Plan.
 - d. Support the development of electric vehicle charging infrastructure and remove barriers within the local planning framework.
 - e. Continue to assess technological change and proactively support the development of transport infrastructure that increases the sustainability of the Shire's movement network.

Map 7



3.4.4.2 Paths & Trails

Denmark Townsite

The Denmark townsite is relatively well serviced by footpaths and dual use paths that support walking and cycling as a means of local transport between neighbourhoods, services and the town centre. Developing a high quality footpath network is one of the most important ways to promote sustainable transport choice, healthy/ active lifestyles, and improve accessibility for the aged, families and persons with a disability.

This Strategy considers footpaths and dual use paths as essential transport infrastructure that should be planned for and secured through the approval processes applicable to structure planning, subdivision and development proposals.

This Strategy recommends that more detailed planning occur to identify necessary improvements in this network to guide planning assessment and infrastructure development. Within the Denmark Town Centre further detailed planning to guide infrastructure improvements may occur as part of the preparation of an enhancement and activation plan for the Denmark Town Centre.

Recreational Trails

The Shire is well serviced by a variety of recreational trails that support walking, horse riding and cycling, including sections of the Bibbulmun Track, Munda Biddi Trail and Denmark-Nornalup Heritage Rail Trail. Planning for the future development of recreational trails in the Shire is addressed in the Great Southern Regional Trails Master Plan (2020-29). In addition, a number of significant trail developments/improvements are being progressed within State managed reserves.

This Strategy acknowledges the role these trails play in promoting tourism and supporting recreation within the district. This Strategy also seeks to promote the preservation of landscape and ecological values on adjoining land to ensure the values of these areas are sustained.

Strategies & Actions – Paths & Trails

1. Support the development of a high quality, integrated recreational trails network within the Shire.
 - a. Support necessary changes to land use, tenure, and road infrastructure to enable the development of recreational trails in accordance with the Great Southern Regional Trails Master Plan and the *Great Southern Cycling Strategy*.
 - b. Develop a sustainable transport infrastructure plan to guide improvements to footpaths, dual use paths, cycle lanes and way-finding signage, considering the identified road hierarchy, POS and key social/ community services.
 - c. Seek to preserve landscape and ecological values within the vicinity of regional recreational trails.
 - d. Investigate opportunities to seek financial contributions for the development and upgrading of paths and trails through the subdivision and planning approval process and the adoption of a Developer Contributions Plan.



3.4.4.3 Air Services

The Denmark Airfield provides infrastructure utilised by emergency services, tourism and recreation, and a small number of business and charter flights. The Albany Regional Airport provides a critical transport facility, servicing the district. Given the relative proximity of the Albany airfield, it is likely that it will remain the predominant use into the future.

Development is guided by the Denmark Airfield Land Use Strategy (2010). The Denmark Airfield Land Use Strategy identifies the need for a buffer area to avoid the potential establishment of incompatible land uses in the vicinity of the airfield. This Strategy proposes the introduction of a special control area in the local planning scheme with appropriate restrictions on residential and other noise-sensitive land uses.

This special control area should consider the proximity of development to the airfield according to the impact zones identified in the Denmark Airfield Land Use Strategy, within limitations increasing where potential noise impacts are highest. Compatible and complementary land uses (for example, industry and rural) that are not sensitive to aircraft noise should not be limited by this special control area.

Strategies & Actions – Air Services

1. Preserve the Denmark Airfield as critical transport infrastructure and promote complementary land uses that enhance its functions.
 - a. With reference to the Denmark Airfield Land Use Strategy, introduce a Special Control Area into the local planning scheme to restrict the introduction of noise-sensitive land uses within close proximity to the Denmark Airfield.
 - b. Consider rezoning, land use and development proposals within the vicinity of the Denmark Airfield that are complementary to, or enhance the function of the airfield.

3.4.4.4 Marine Infrastructure

Boating and water sports are highly valued recreational pursuits throughout the Shire, supported by marine infrastructure in various locations across the district. This infrastructure also supports a small number of tourism operators and commercial fishing businesses.

In 2007, the *Denmark Strategic Boating Plan* was prepared to guide the development of boating facilities to 2025. As this plan focuses on existing facilities and reserves there are no proposed outcomes that would necessitate any change to the local planning scheme. The Department of Transport (DoT) is the responsible authority for marine related infrastructure and licensing.

A range of opportunities exist for the development of new public and private marine facilities that are not reflected in the Denmark Strategic Boating Plan. Any major proposals for marine facilities should either initiate or be incorporated as part of the review of the Denmark Strategic Boating Plan to ensure that they are appropriately planned and meet a demonstrated community need.

Additionally, proposals should be consistent with the principles identified in this Strategy to ensure compatibility with the strategic vision of the community for land use and development.





Strategies & Actions – Marine Infrastructure

1. In meeting recreational and commercial demand, support the development of marine infrastructure that also protects the environment and visual landscape values.
 - a. Consider minor proposals for marine infrastructure where:
 - i. Coastal processes and potential environmental impacts are appropriately addressed.
 - ii. Compatibility with land tenure and zoning can be achieved.
 - iii. Support from the DoT is attained.
 - b. Consider major proposals for marine infrastructure subject to review of the Denmark Strategic Boating Plan and the principles of this Strategy.
 - c. All new proposals for marine infrastructure will be assessed for compatibility with the following principles:
 - i. That are small in scale and with minimal impact on visual landscape values.
 - ii. Are sensitive to ecological values on site and minimise impacts on the surrounding environment.
 - iii. Are situated in locations where no cultural heritage values are compromised.
 - iv. That enhance public access to waterways.
 - v. That minimise potential risks to public safety.
 - vi. That meet all relevant legislative and licensing requirements.
 - vii. That are supported by adequate land-based servicing.

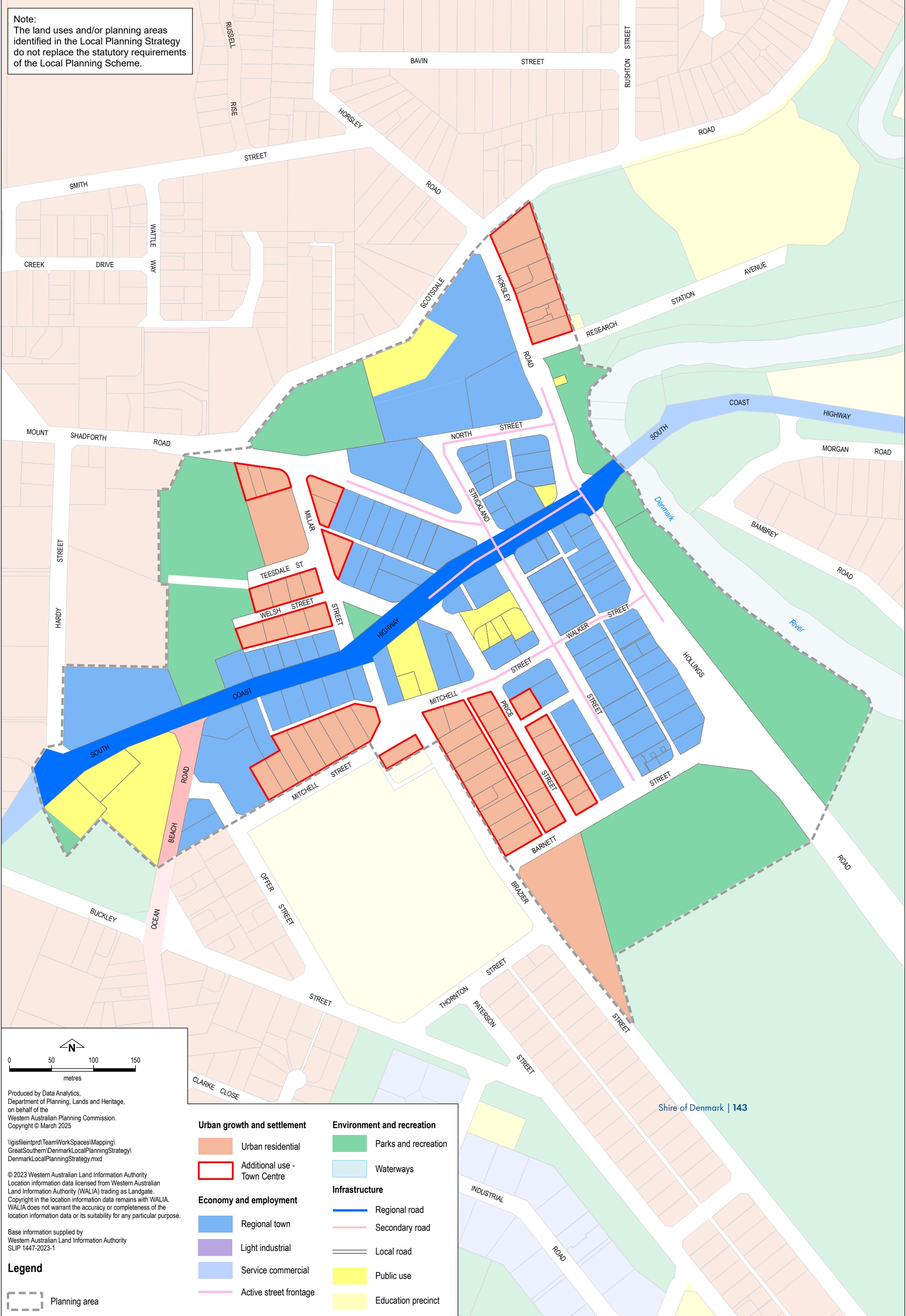
4 Strategy Maps

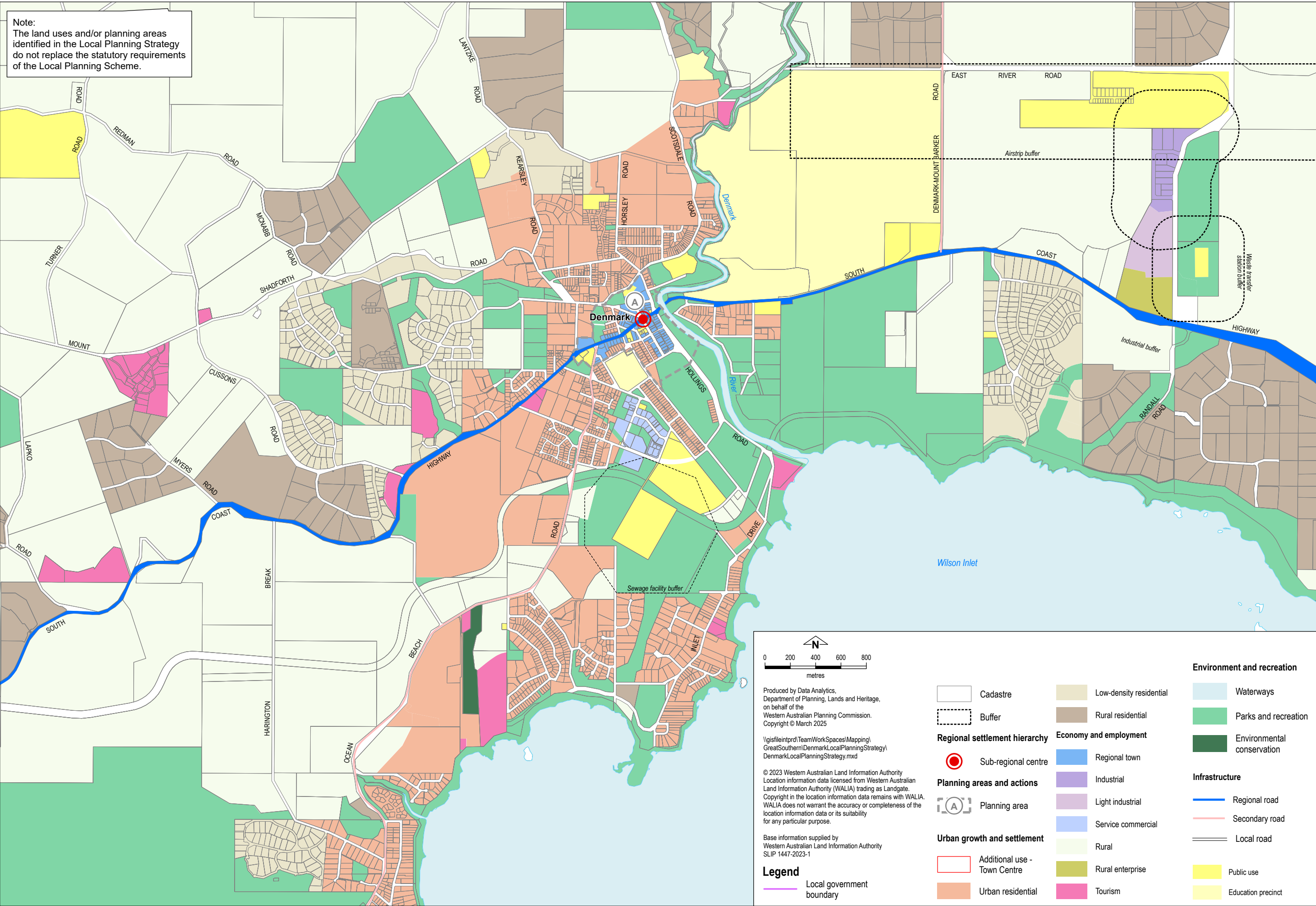
The purpose of the strategy maps is to spatially represent, where possible, the actions and planning identified in this Strategy.

The Local Planning Strategy Maps are not zoning maps, but rather a conceptual representation of broad planning intentions to assist with the review and preparation of an updated Local Planning Scheme. Therefore, the planning areas and future land use designation on the maps are indicative only and require further detailed investigation to formalise land use planning arrangements for these areas.

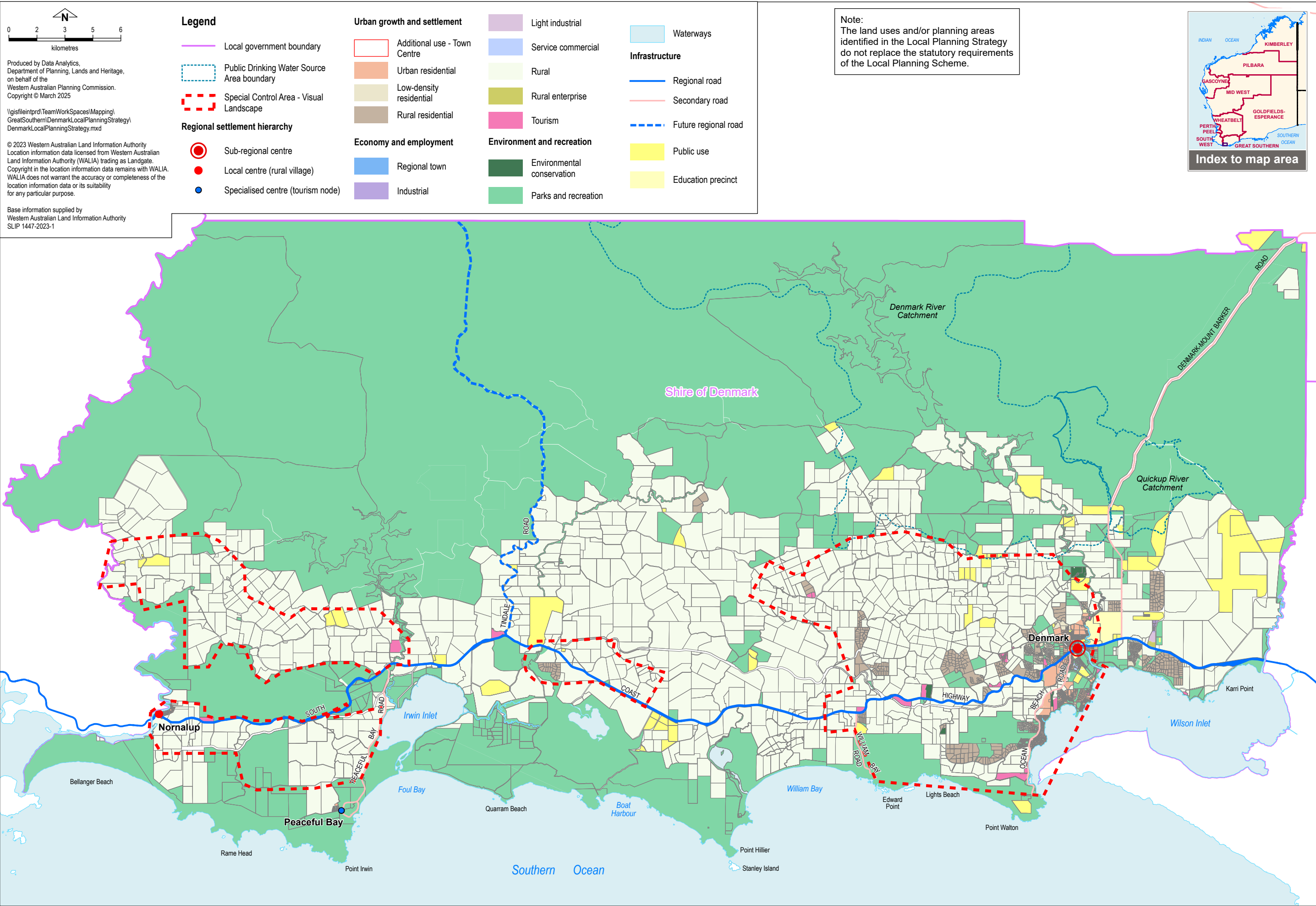


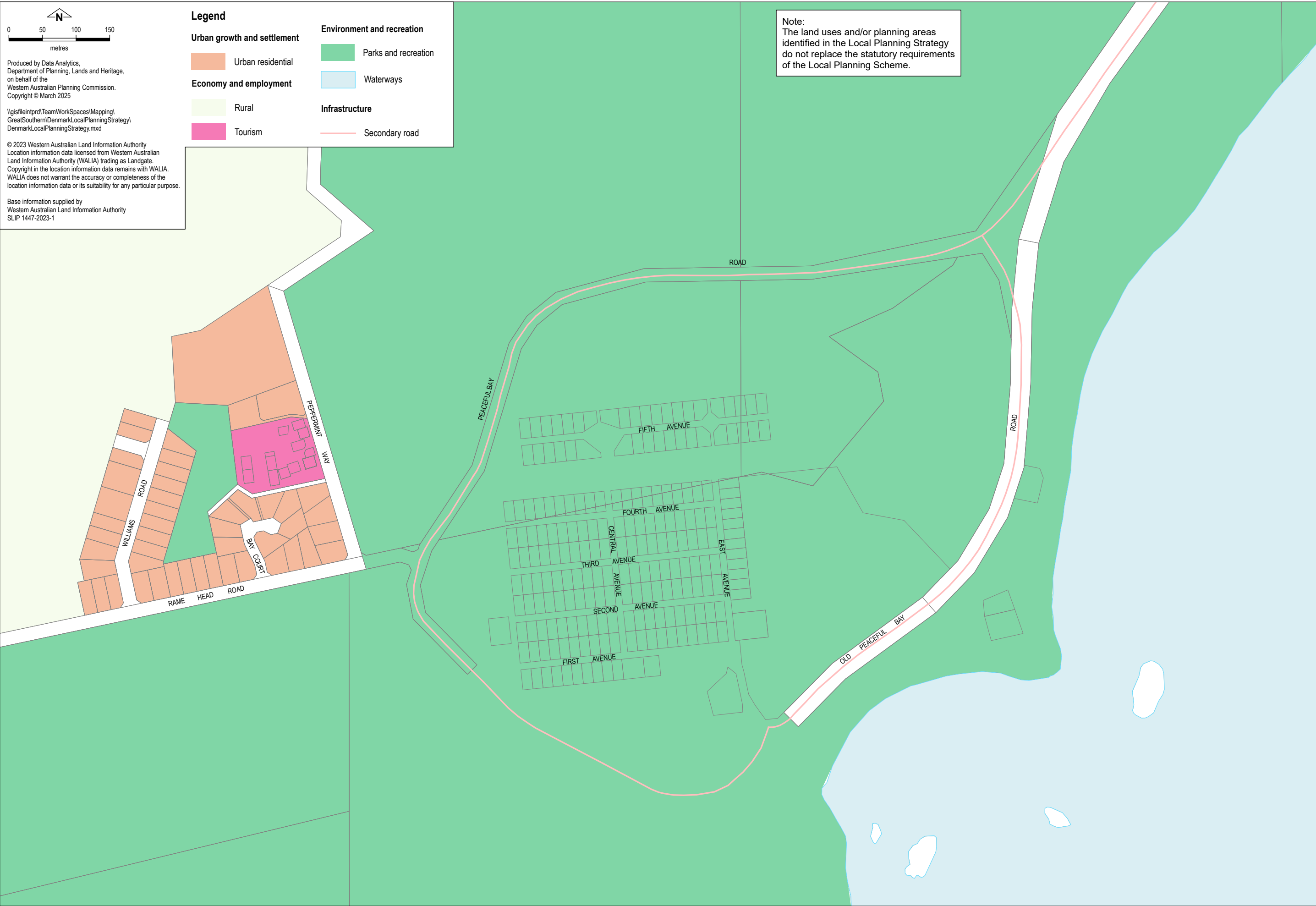
Note:
The land uses and/or planning areas identified in the Local Planning Strategy do not replace the statutory requirements of the Local Planning Scheme.



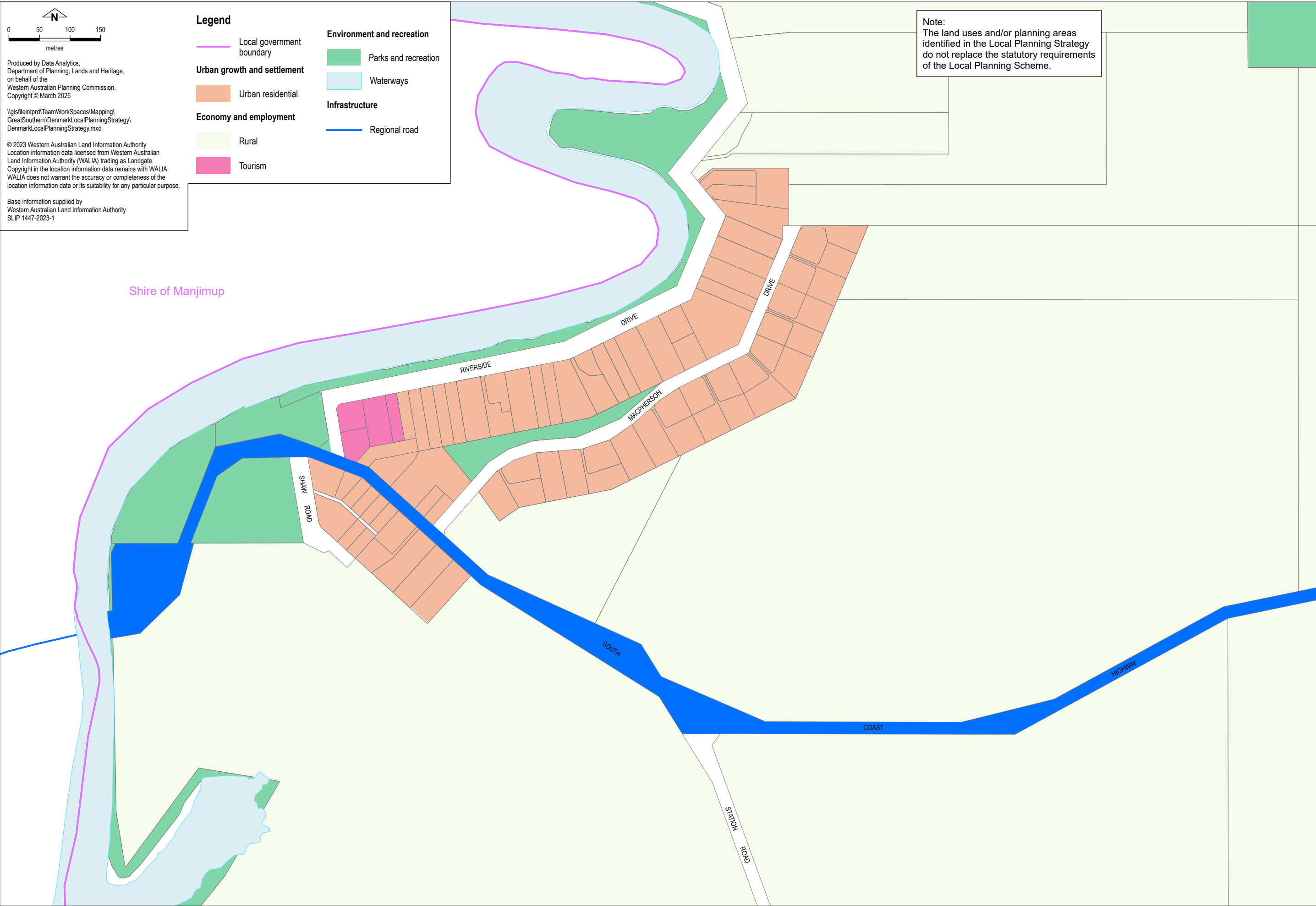


Shire of Denmark Local Planning Strategy – Denmark Townsite and Surround





Shire of Denmark Local Planning Strategy - Peaceful Bay Townsite and Surrounds



Shire of Denmark Local Planning Strategy - Nornalup Townsite and Surrounds

5 Planning Areas

This section provides more detailed planning directions and actions for specific planning areas. The Strategy identifies one planning area, Planning Area A - Denmark Town Centre (refer to the Shire of Denmark Local Planning Strategy – Denmark Town Centre (Planning Area A) map).

5.1 Planning Area A – Denmark Town Centre

The Denmark Town Centre is the central business district within the Shire, providing a range of services including commercial, retail, restaurants and cafes, community services and organisations (ambulance service, community resource centre, churches, RSL and museum). The co-location of these businesses and services creates a centre that has a high level of activity, in turn attracting more businesses and services, resulting in more reasons to visit.

The Strategy seeks to prioritise and promote the consolidation of the Denmark Town Centre, aiming to increase activity, vibrancy and viability for the community and businesses. As such, future commercial development should be directed towards enhancing and activating the Town Centre.

The Strategy identifies the need for the preparation of a Town Centre Enhancement and Activation Plan for this planning area, enabling the integration of land use controls, built form guidance, public realm design and infrastructure coordination. Figure 12 below provides an overview of the planning directions and actions for Planning Area A – Denmark Town Centre.

Figure 12: Planning Area A – Denmark Town Centre: Planning Directions and Actions

Planning Area A – Denmark Town Centre		
Planning Direction	Action	Rationale
Adopt the area delineated as Planning Area A – Denmark Town Centre as the extent of the Denmark Town Centre for planning purposes.	1. Implement actions identified in section 3 of this Strategy that are relevant to Planning Area A – Denmark Town Centre.	Integration of applicable Strategy actions.
	2. Prepare an Enhancement and Activation Plan for the extent of Planning Area A – Denmark Town Centre.	To examine planning and infrastructure design matters within the Town Centre in detail.
	3. Acknowledge designated ‘main street’ frontages in the Planning Area A – Denmark Town Centre map for the purposes of planning assessment.	Designations identify locations where relevant actions of the Strategy will be applied (note: may be amended by the Town Centre Enhancement and Activation Plan).
	4. Implement the zoning changes detailed in the Planning Area A – Denmark Town Centre map within the local planning scheme.	Provides detail of proposed zoning changes to support amendment of local planning scheme.

6 Implementation and Review

Implementation of the actions within this Strategy are intended to cover a 15 year period. The Strategy should not be viewed as a fixed plan but as a guiding document which requires regular review and updates.

To ensure the Strategy remains relevant, it is intended that the Strategy will be reviewed every five years, and that the review will consider changes in development trends, community aspirations and key modifications to State and Regional planning frameworks.

Any proposals to amend the Strategy will be subject to public consultation, in accordance with the Regulations.



Part 2 – Background Information

Introduction

The purpose of Part 2 is to provide background and supporting information to the content and strategies and actions included in Part 1 of the Local Planning Strategy.

Section 7 presents the Shire’s local government profile which includes background information and statistical data in relation to demographics, population forecasts, housing, education and commercial land uses.

Section 8 contains detailed information concerning the Shire’s Tourism Sites.

Section 9 includes supporting background information in relation to the Shire’s POS requirements, classifications, assessment and service levels.

Sections 10 and 11 provide overviews of the applicable State, Regional and Local planning frameworks.



7 Local Government Profile

7.1 Demographic Profile

7.1.1 Population Growth & Distribution

The Shire had an estimated 6,422 residents in 2021 (Australian Bureau of Statistics (ABS) Estimated Resident Population (ERP)), having grown 6.72% from the population of 6,018 recorded in 2016. Historical population growth is shown in Figure 13 below.

Figure 13 – Historical Population Growth

Year	Population (ABS Census)	Population (ABS ERP)	Annual Growth Rate	5 Year Average Annual Growth Rate	Regional WA Annual Growth Rate
2006	4797				
2007	4858		1.27%		0.85%
2008	4987		2.66%		2.34%
2009	5153		3.33%		2.47%
2010	5248		1.84%		1.76%
2011	5373		2.38%	2.30%	1.99%
2012	5593		4.09%	2.86%	2.50%
2013	5804		3.77%	3.08%	2.13%
2014	5872		1.17%	2.65%	0.07%
2015	5957		1.45%	2.57%	-0.45%
2016	6018		1.02%	2.30%	-1.00%
2017		6128	1.83%	1.85%	-0.08%
2018		6154	0.42%	1.18%	-0.13%
2019		6215	0.99%	1.14%	0.02%
2020		6371	2.51%	1.35%	0.53%
2021		6422	0.80%	1.31%	0.35%

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The Shire's population grew at an average rate of 2.3% per year between 2006 and 2011 and again between 2011 and 2016, reducing to 1.3% between 2016 and 2021. A population of 6,506 residents could be assumed at June 2022 based on the average annual growth rate between 2016 and 2021.

Population growth in the Shire has long outstripped averages for regional Western Australia but has generally reflected growth trends for Western Australia overall. The Shire has grown in line with broader trends supporting lifestyle-driven migration to regional coastal areas, including the retiring baby-boomer generation.

Various statistics test the validity of the Estimated Resident Population (ERP), particularly in relation to a spike in population growth that was experienced post COVID-19. For example, a significant increase in school enrolments (+75, assumed 98% of cohort) and aged pension recipients (+53, assumed 64% of cohort) between July 2020 and June 2021. This suggests an increase of 156 persons in these two age groups (44.4% of population in 2016), and a potential overall increase in population of approximately 350 persons in this single year.

Other measures of growth such as planning and building approvals and real estate transactions, have all demonstrated a significant spike in development activity and housing development over this period.

The Shire's population is relatively urbanised, with a significant proportion of residents housed within the Denmark townsite. Including the localities surrounding the Town Centre (Ocean Beach, Shadforth, Scotsdale and Hay), approximately 84.7% of the resident population live within the south eastern corner of the Shire (ABS 2021) (refer Figure 14). The outlying rural settlements of Peaceful Bay and Nornalup have relatively few residents (accounting for 2.5% of the Shire's total population) with a high proportion of unoccupied dwellings reported in those locations (89.8% and 56.8% respectively) (ABS 2021)).

Figure 14 – Urbanisation of Population

	Person 2021	Percentage (%)	Person 2016	Percentage (%)	Persons 2011	Percentage (%)
Denmark SSC 50403						
Denmark SAL50404 (2021)	2,691	41.90	2,636	45.12	2,281	43.87
Ocean Beach SS 51165						
Ocean Beach SAL51175 (2021)	1,014	15.79	946	16.19	990	19.04
Shadforth (WA) SSC 51331						
Shadforth (WA) SAL51342 (2021)	715	11.13	687	11.76	514	9.88
Scotsdale SSC 51321						
Scotsdale SAL51332 (2021)	529	8.24	456	7.81	497	9.56
Hay (WA) SSC 50616						
Hay (WA) SAL50618 (2021)	493	7.68	329	5.63	293	5.63
Locations not separately identified in 2022	980	15.26	788	13.49	918	17.65
Total	6422	100.00	5,842 (5850)	100.00	5,200	100.00

Reference: Australia Bureau of Statistics (2011, 2016 and 2021) Census data, <https://www.abs.gov.au/census>.

Seasonal Population

Approximately 27.7% of dwellings in the Shire were unoccupied at the time of the 2021 Census, compared to 10.9% unoccupied dwellings in Western Australia overall. The majority of unoccupied dwellings in the Shire are used as private holiday homes/ second homes and a proportion are used as commercial holiday homes. During peak periods the majority of these dwellings are occupied by a seasonal, non-resident population.

To understand the potential need for infrastructure and services the Shire has prepared estimates of the non-resident population and visitors accommodated within the Shire at seasonal high and low points. These estimates suggest that Denmark accommodates a total population (residents and overnight stay of visitors combined) of approximately 16,100 – 16,500 people during peak periods and approximately 7,600 during off-peak periods, with this figure likely to vary significantly in between these times. These figures demonstrate that the effective population of Denmark and the servicing required is substantially more than the resident population alone.



7.1.2 Age & Household Profile

The 2021 ABS Census data reveals that the Shire's population has two prominent demographic groups – families with school aged children, and empty nesters/retirees from the 'baby boomer' generation.

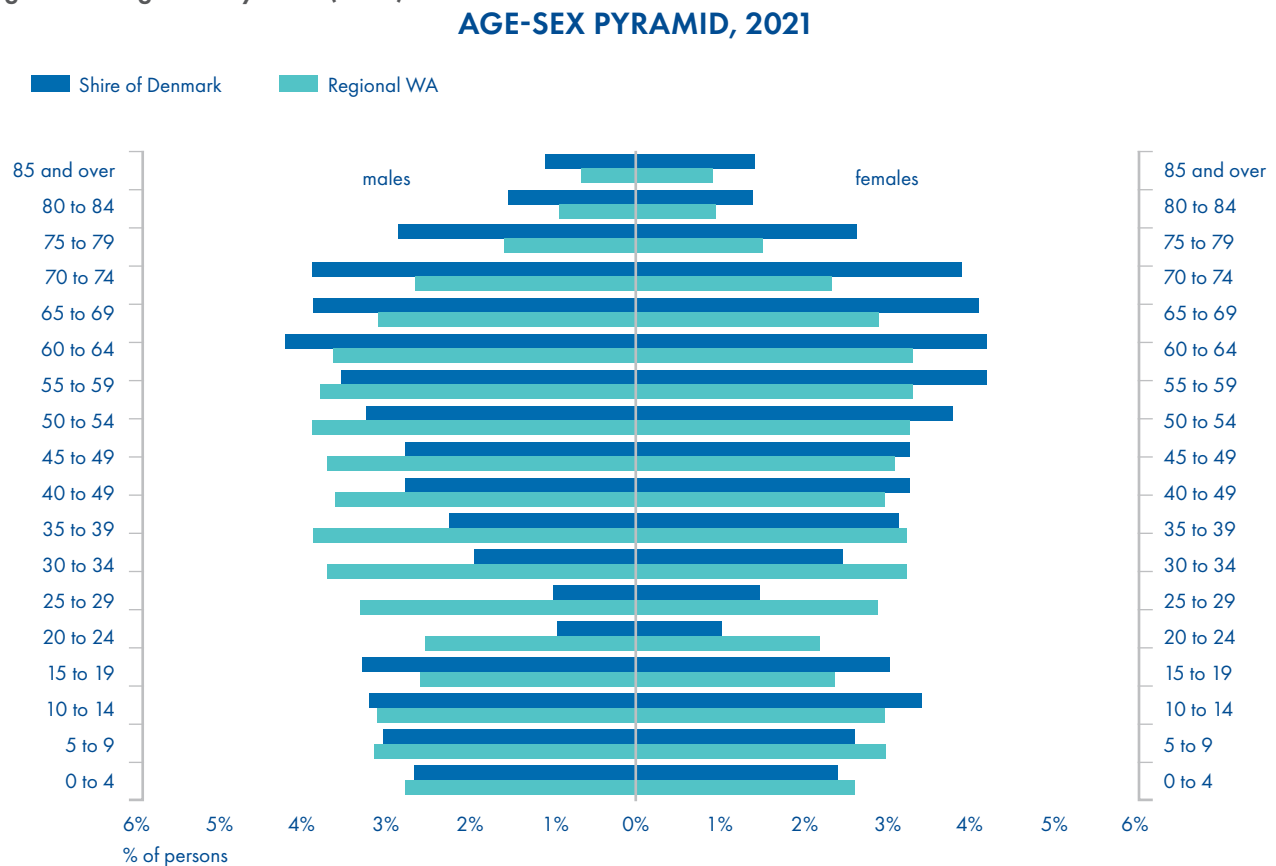
The south coast is an attractive location for empty nesters/retirees and this demographic group, generally aged between 55 and 74 years, makes up approximately 33.2% of the total population of the Shire (refer Figure 15). By comparison, this same group comprises 21.1% of the Western Australian population.

According to Census data the 'baby boomer' generation has been a dominant population group in the Shire since at least 1991. With the 'baby boomer' generation aging, the Shire's median age has grown to 50 years, which is notably higher than the Western Australian median of 38 years.

The Shire contains a relatively stable population aged 5 to 19 years (18.6%), consistent with averages for Western Australia overall (18.7%). This reflects anecdotal evidence of the popularity of the district for families with children and the local availability of schooling choices. This is also reflected in the rebounding of the population aged between 35 and 54 years (24.1%).

The Shire experiences an under-representation of persons aged 20 to 34 years in the district (8.2% compared to 20.5% for Western Australia). This is a common characteristic of many regional areas in Western Australia, often attributed to young adults moving to larger population centres for tertiary education, employment, and cultural opportunities.

Figure 15 – Age-Sex Pyramid (2021)

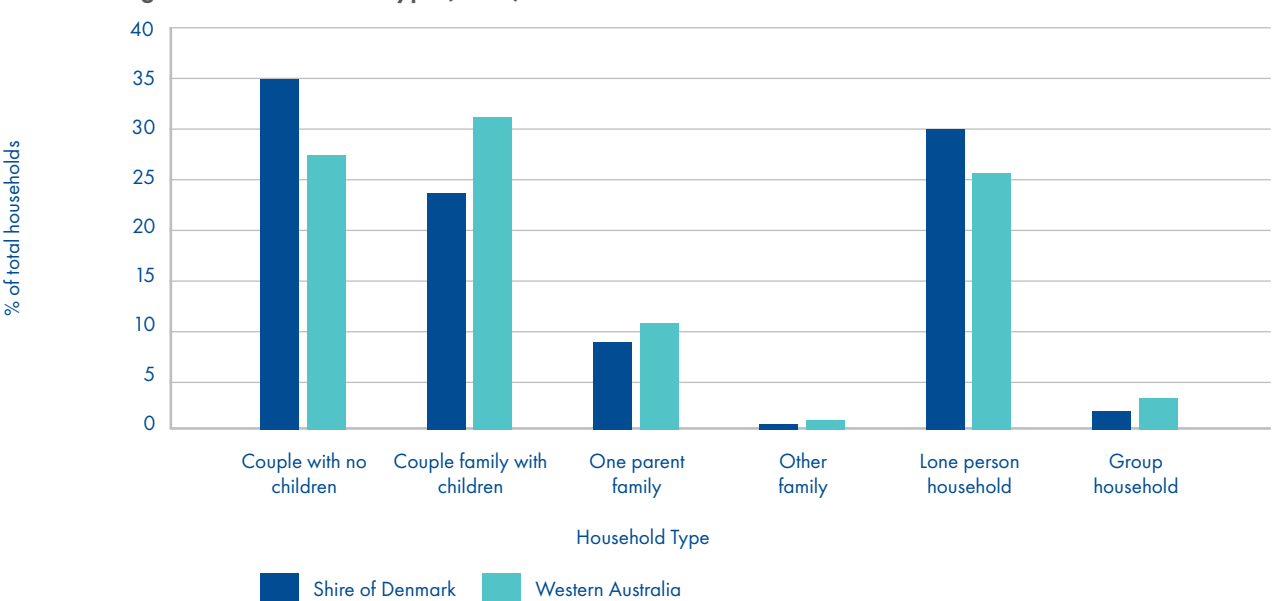


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The age profile of the Shire is reflected in household and family types, with higher than average proportions of couples without children and lone person households (refer Figure 16). Notwithstanding, there has been continuing growth in the number of households comprised of couples with children.

The average household size in 2021 was 2.3 persons per dwelling, a figure remaining steady from 2006, but lower than and Western Australian (2.5 persons) averages.

Figure 16 – Household Type (2021)



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7.1.3 Migration & Cultural Diversity

The Shire's population growth has largely resulted from intra-state migration, with significant gains being made from a number of northern Perth suburbs, Manjimup and Kalgoorlie. The Shire's greatest population losses were to the larger regional centres of Albany and Busselton. A significant proportion of population movements were to Albany, reflecting its function as a regional service centre for Denmark.

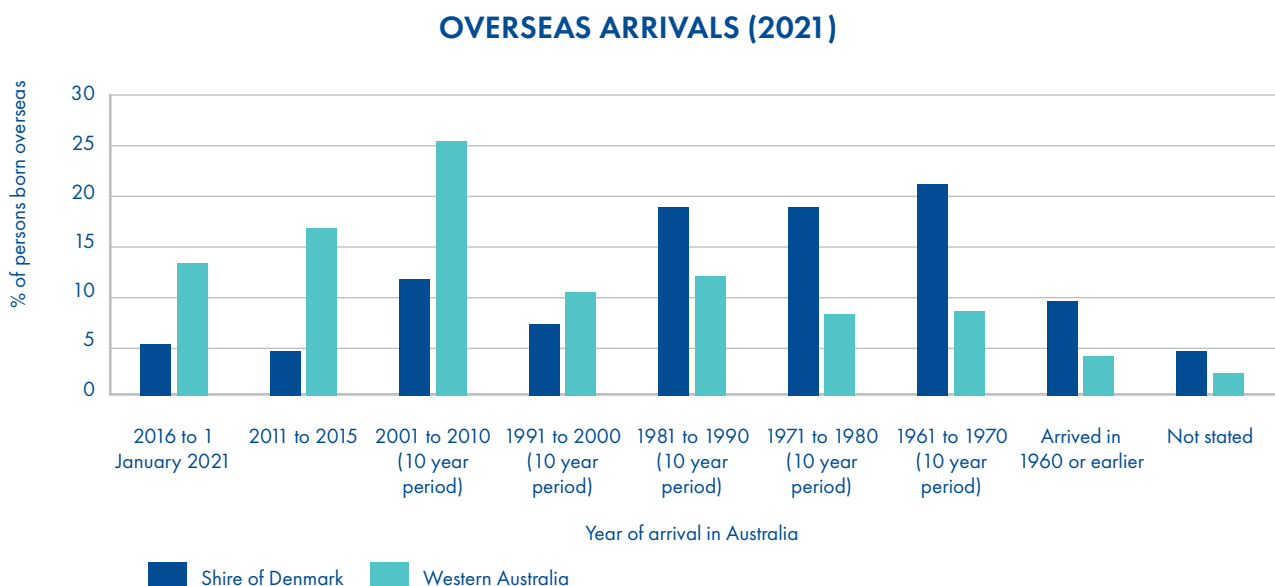
Low levels of overseas migration are reflected in a relatively low degree of cultural diversity, with 22.8% of residents born overseas compared to the Western Australian average of 32.8% (refer Figure 17) (ABS 2021). A significant proportion of the Shire's residents born overseas originate from the United Kingdom, representing to 10.3% of the resident population compared to the Western Australian average of 7.4% (ABS 2021).

Within the Shire, 71.1% of overseas-born residents arrived prior to 1990, twice the comparable Western Australian figure of 35.5%.

Approximately 1.2% of the Shire's residents are of Aboriginal and/or Torres Strait Islander origin, noting the Shire encompasses the traditional lands of the Bibbulmun and Minang Noongar people (ABS 2021).

An estimated 5.2% of residents speak a language other than English at home, significantly lower than the Western Australian average of 21.2% (ABS 2021).

Figure 17 – Overseas Arrivals (2016)



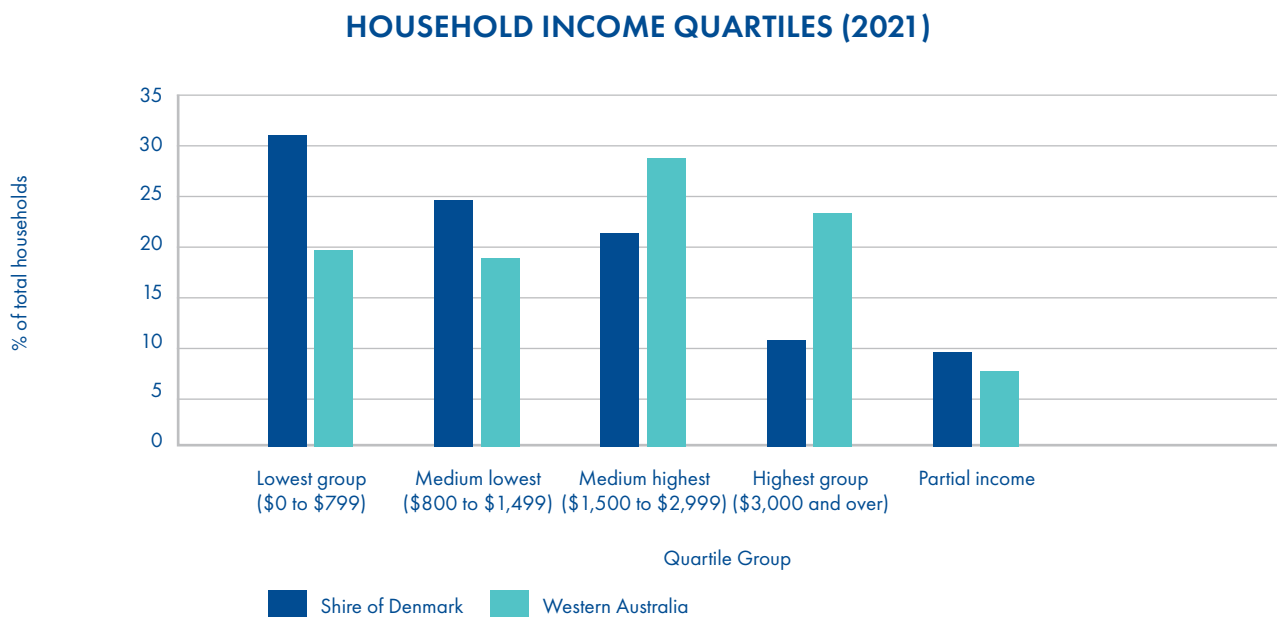
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7.1.4 Income

The Socio-Economic Indexes for Areas (SEIFA) measures relative socio-economic advantage and disadvantage. The SEIFA scores Denmark at 1003, indicating that the Shire does not demonstrate a significant advantage or disadvantage overall (scores relative to 1000). This is also a higher score than surrounding local government areas (Albany – 989, Manjimup – 964, Plantagenet – 947).

As demonstrated in Figure 18, the Shire has a greater proportion of low income earners (31.0% and 20.1% respectively) and a notably lower portion of high income earners in comparison to Western Australia (11.5% and 23.3% respectively). The high proportion of retirees and prevalence of part-time and seasonal work in the district is likely to account for these disparities.

Figure 18 – Household Income Quartiles (2021)



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The Census also demonstrates that the Shire has a higher proportion of residents that own their homes outright (without a mortgage) (46.8%) compared to both Western Australia (29.2%) (ABS 2021). This more commonly occurs later in life and amongst people with higher levels of wealth, factors that are broadly consistent with the Shire's high proportion of residents from the 'baby boomer' generation.

It is acknowledged that there remain contrasts in levels of income and economic capacity within the Shire, and that while the figures discussed here are broadly representative of the Shire, there is a continuing need to provide support for individuals and families experiencing difficult circumstances.

7.1.5 Employment

The Shire has a relatively diverse range of employment, with Education and Training, Accommodation and Food Services, and Agriculture, Forestry and Fishing accounting for the largest industries within the Shire (ABS 2016).

The Shire's workforce is highly mobile, with approximately 22.7% of employed residents working outside of the Shire. When including these external sources of employment, the most common industry sectors are Education and Training, Health Care and Social Assistance, and Construction (ABS 2016). The three most common occupational groups are Managers, Professionals and Technicians and Trades Workers (ABS 2016). A significant proportion of work is part-time (55.2%) compared to the Western Australian average (36.3%), generally representing the availability of work but also reflecting lifestyle aspirations. An estimated 2,393 jobs existed across approximately 742 local businesses (ABS 2016).

Unemployment in the Shire was most recently recorded at 3.3% in December 2021 (ABS 2021 and Department of Employment, Small Area Labour Markets – economy.id). The Shire has historically had variable levels of unemployment but has maintained a low level of unemployment relative to regional, State and National figures since late 2017.

7.1.6 Population Forecast

The Shire's population growth has been driven by intra-state migration, linked to lifestyle trends (tree change/ sea change) and retirees. The influence of the retiring baby-boomer generation is significant and likely to support continued population growth for the lifetime of the Strategy. Lifestyle-driven migration has been supported by technological and cultural shifts towards online and other remote forms of working, accelerated by COVID-19, as well as the relative affordability of housing in regional areas compared to cities.

These trends are advanced and unlikely to be significantly impacted by broader Australian migratory trends, while Western Australia's relatively strong economic performance is likely to support their continuation. As a result, there is a high likelihood of the Shire experiencing sustained levels of population growth similar or greater than what has been experienced in the recent past.

There are currently no major developments, industries or regional-level influences that are expected to accelerate or slow population growth significantly away from current trends.

On this basis, the Shire is forecasting continued population growth for the lifetime of this Strategy. The Strategy will seek to find a balance between adopting higher and lower projections as conservative measures – ensuring that there is an adequate supply of land in the event of high growth, and that investments in services and infrastructure are not made prior to viability.

7.1.6.1 WA Tomorrow

WA Tomorrow is a series of trend-based population forecasts for Western Australia and its regions prepared by the WAPC. These forecasts provide an estimate of future population size and age-sex structure based on assumed State-level trends in fertility, mortality and migration. These forecasts are divided into five 'bands' - bands A and B contain lower forecasts, band C is the median forecast, and bands D and E represent the higher forecasts.

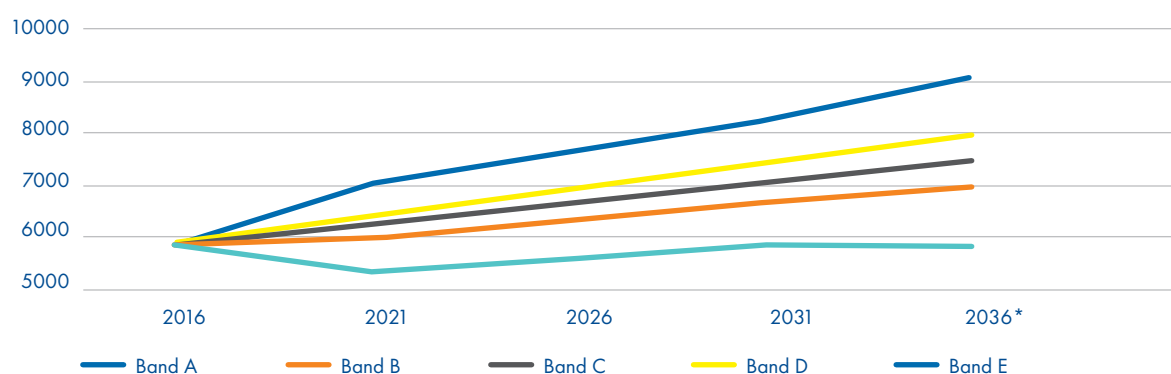
The most recent WA Tomorrow population forecasts were prepared in 2019 (Population Report No. 11) and identify expected population growth from 2016 to 2031. Figures 19-20 outline the five population forecast scenarios provided in the WA Tomorrow projections for the Shire up to 2031. Additional figures to 2036 in Figure 21 are based on extrapolated average annual growth from the WA Tomorrow projections, in accordance with the methodology supported by the Department of Planning, Lands and Heritage (DPLH).

Figure 19-20: WA Tomorrow 2019 – Population Projections

Year	Band A	Band B	Band C	Band D	Band E
2016	5,940	5,940	5,940	5,940	5,940
2021	5,435	6,000	6,245	6,465	7,065
2026	5,570	6,300	6,610	6,910	7,690
2031	5,900	6,740	7,090	7,390	8,250
*2036	5,885	7,005	7,475	7,875	9,020

Current WA Tomorrow Report No.11 population forecasts for the Shire of Denmark. *2036 projections based on DPLH methodology for average annual growth rates

PROJECTED POPULATION GROWTH - WA TOMORROW 2019



Current WA Tomorrow Report No.11 population forecasts for the Shire of Denmark. *2036 projections based on DPLH methodology for average annual growth rates

These projections equate to the following assumed rates of population growth:

Figure 21: WA Tomorrow 2019 – Assumed Average Annual Population Growth

Year	Band A	Band B	Band C	Band D	Band E
2016-21	-1.76%	0.20%	1.01%	1.71%	3.53%
2021-26	0.49%	0.98%	1.15%	1.34%	1.71%
2026-31	1.16%	1.36%	1.41%	1.35%	1.41%
2031-36	-0.05%	0.77%	1.06%	1.28%	1.80%

Current WA Tomorrow Report No.11 population forecasts for the Shire of Denmark. *2036 projections based on DPLH methodology for average annual growth rates

The Band C (median) projection is ordinarily assumed as the most likely; however, the Shire has observed that recorded growth to 2021 has most closely aligned to the Band D projection. The Shire is expecting steadily continuing growth given this course, historic growth patterns and the likely continuation of the reasons why population growth is occurring,

7.1.6.2 Projected Population

Given the evident variation from the WA Tomorrow forecasts, the Shire has prepared a range of population projections based on three potential population growth rates:

- Assumed growth rates from WA Tomorrow Band C between 2021 and 2031, in addition to an assumed growth rate 2031 to 2036 (extrapolation based on DPLH advised formula).
- Assumed growth rates from WA Tomorrow Band D between 2021 and 2036 (formulated as per Band C above).
- Assumed growth rates from WA Tomorrow Band E between 2021 and 2036 (formulated as per Band C above).

Figure 22 outlines the population projections for the Shire to 2036 resulting from this methodology. These forecasts suggest that the Shire is likely to have a population between 7,700 and 8,200 in 2036.

Figure 22: Population Growth Projections to 2036

Forecasts	Band C	Band D	Band E
2021	6,422	6,422	6,422
2026	6,799	6,864	6,990
2031	7,293	7,340	7,497
2036	7,688	7,822	8,196

The Shire has also considered an outlying scenario based on an accelerated population growth rate of 2.3% per year, resulting in a population of approximately 9,032 at 2036. This could potentially occur if the Shire experienced significant industry growth and represents a conservative approach to land use planning by providing the opportunity to consider the potential outcomes for land and housing availability, utility infrastructure and community facilities in a more demanding scenario.

It is noted that population projections serve as an estimate only and their accuracy is subject to many differing variables. These projections can be reviewed as further data becomes available and responses reconsidered as part of five-yearly review of this Strategy.

Accounting for the non-resident population and overnight visitation the effective population of the Shire in 2036 during peak periods is expected to be 17,150 – 17,650 during peak periods and 8,650 – 9,150 during off-peak periods. These estimates assume growth in resident population only and a maintenance of the estimated non-resident population and overnight visitation figures from 2023.



7.1.7 Dwelling Yield Analysis

7.1.7.1 Housing Requirements

Figure 23 includes forecasted housing needs based on the Shire's population projections presented in this Strategy. This identifies a requirement for between 755 and 1,100 additional houses over the next 15 years, an average of between 53 and 78 additional houses per year.

Figure 23: Population and housing demand projections.

	Band C	Band D	Band E
Additional Residents at 2036	1,266	1,400	1,774
Residential Homes Needed (2.3 ppd)	550	609	771
Second Homes (27% of total)	204	225	285
Total Additional Homes	754	834	1,057

These forecasts assume no changes to the average number of persons per occupied dwelling (2.3) and a continued reduction in the proportion of unoccupied dwellings (including holiday/ second homes), given that this proportion has been declining since 2011 as shown in Figure 24.

Figure 24: Percentage (%) of unoccupied dwellings and average household size.

Year	% Unoccupied Dwellings	Average Household Size
2001	27.5%	2.5
2006	32.2%	2.3
2011	33.2%	2.3
2016	29.2%	2.3
2021	27.7%	2.3

The potential outlying scenario assessing higher rates of population growth would result in a need for approximately 1,550 additional houses by 2036 (103 per year).

7.1.7.2 Lot Yield

In 2017, the DPLH prepared the Denmark Regional Land Supply Assessment to identify the available stock of land for the development of residential housing. As the rate of land development and lot release in the Shire is relatively slow, much of the information in this report is still applicable. Notwithstanding, this Strategy provides an updated assessment given the approved planning proposals, completed developments and changes to State policies (notably including bushfire and sewerage issues) that have occurred since this time.

The Shire's existing and potential lot supply includes:

- Approximately 400 vacant lots across the Shire (all zones).
- 1,428 potential additional lots on land currently zoned for residential and rural residential development.

This predicted lot yield is hypothetical and subject to a range of variables that will influence the timing and actual number of lots created in the future. These figures do not account for additional lots that may be created through small-scale infill development within the Denmark Town Centre. Although an assessment completed as part of the Denmark Regional Land Supply Assessment (2017) did not determine a potential infill development yield, it is anticipated that an additional 100 to 200 dwellings could be readily realised.

These figures indicate that the existing supply of land zoned for residential and rural residential development can sufficiently provide for housing demand in all of the WA Tomorrow forecast population growth scenarios to 2036. If the outlying population growth scenario were to occur the existing residential land supply may be exhausted by 2036 and review prior to this time would be necessary to ensure continuing supply.

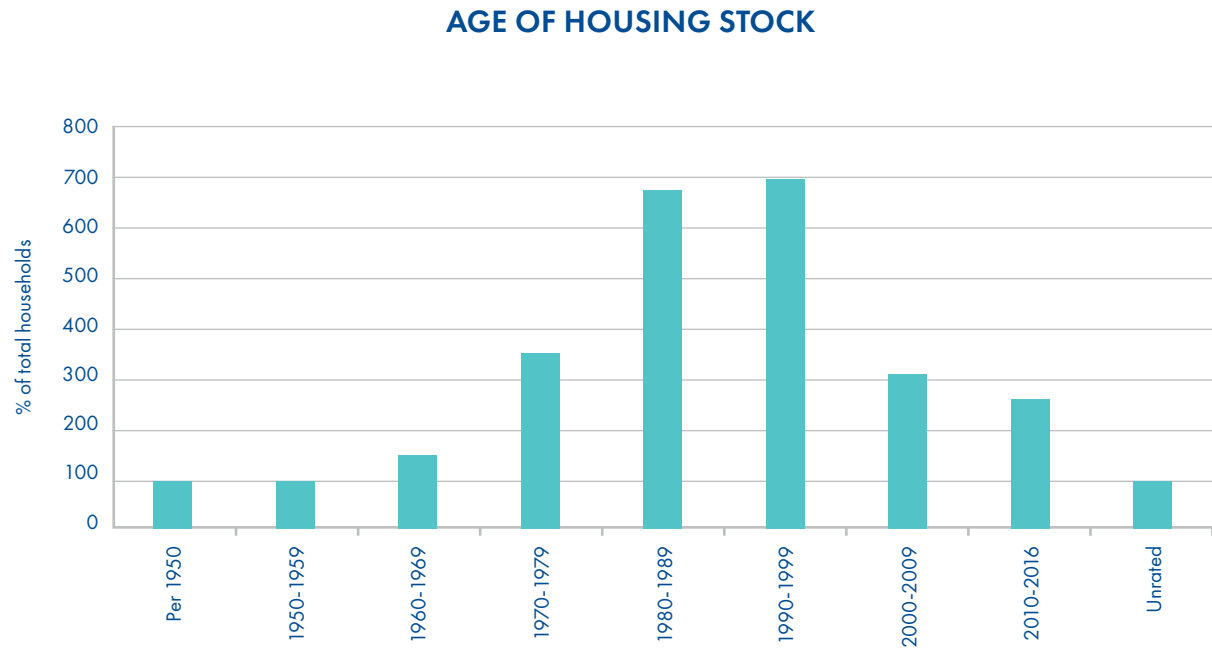
7.1.8 Housing

7.1.8.1 Profile

At the time of the 2021 Census, there were 3,263 private dwellings recorded within the Shire (ABS 2021). This was approximately an additional 185 dwellings between 2016 and 2021 (ABS 2016 and 2021).

Housing stock in the Shire is relatively new, with 61% of homes constructed since 1990 (refer Figure 25). The majority of older housing stock is located within the Denmark townsite, reflecting a limited historical pattern of development, while newer housing has largely been supported by residential and rural residential expansion of the Denmark townsite.

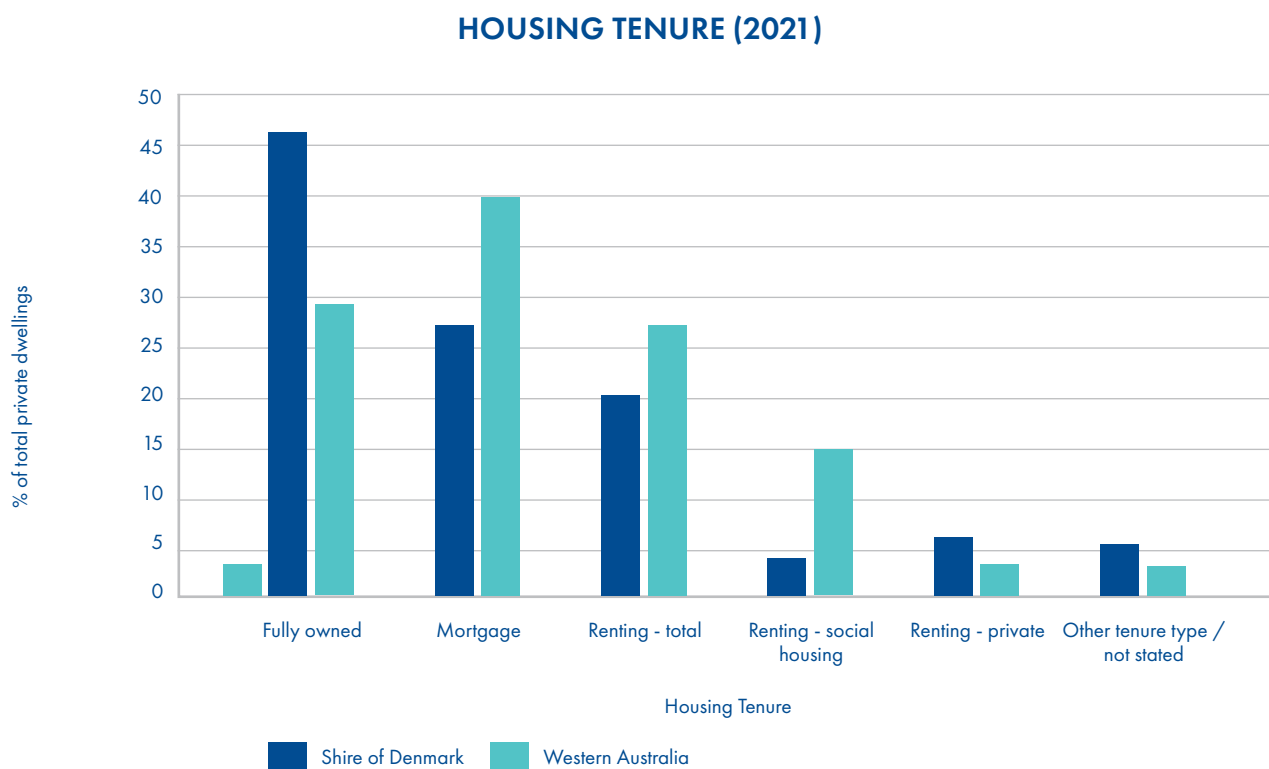
Figure 25: Age of Housing Stock



Source: Department of Planning, Lands and Heritage (2017), *Integrated Regional Information System*

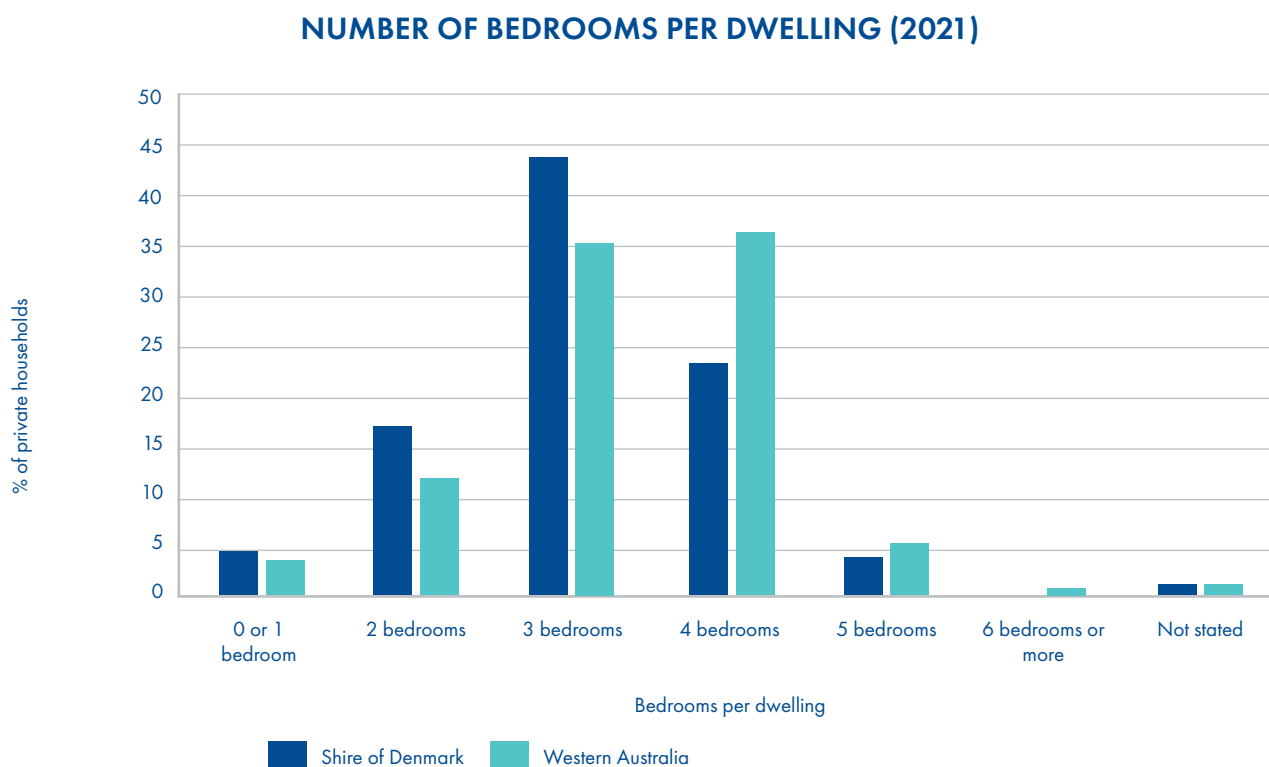
Housing tenure varies from averages for Western Australia, with a higher proportion of homes fully owned (representing 46.8% dwellings within the Shire) (suggesting empty nesters and retirees) and lower proportion of homes rented (representing 20.5% dwellings within the Shire) (ABS 2021) (refer Figure 26).

Figure 26: Housing Tenure (2021)



At the time of the 2021 Census, the majority of dwellings in the Shire were detached houses (66.3%, compared to 71.0% for Western Australia) with three-bedroom dwellings the most common size (42.4%) (refer Figure 27).

Figure 27: Number of bedrooms per dwelling (2021)



7.1.8.2 House Prices

Recent figures from the Real Estate Institute of Western Australia (REIWA) suggest relatively stable housing prices between 2017 and 2020 and a marked jump in the median price in 2021 (refer Figure 28).

Figure 28: Housing prices (2017-2020)

	Shire of Denmark	Regional WA
2017	\$380,000	\$347,000
2018	\$380,000	\$330,000
2019	\$342,500	\$330,000
2020	\$391,000	\$355,000
2021	\$457,500	\$395,000

Source: Real Estate Institute of Western Australia (REIWA) - <https://reiwa.com.au/suburb/denmark/>

As shown in Figure 29, residential rental prices were relatively consistent over the 2014 to 2018 period; however, recent figures suggest a current median rent of \$420 per week.

Figure 29: Median Weekly Rental (Houses)

	Shire of Denmark	Regional WA	Western Australia
2014	\$330	\$360	\$420
2015	\$350	\$380	\$410
2016	\$353	\$350	\$380
2017	\$350	\$340	\$350
2018	\$325	\$330	\$350

Source: Hometrack 2014-2018, Automated Valuation System, via <https://economy.id.com.au/denmark>

These figures generally reflect anecdotal evidence from local real estate agents and property managers confirming a high volume of sales and increased purchase and rental prices resulting from high levels of demand. It is expected that this will be more clearly indicated as further data becomes available.

7.2 Education

The following figures support the information included in Section 3.4.1.1, Part 1 of this Strategy which considers projected growth of school aged population.

Figure 30: School Enrolments in the Shire of Denmark 2016-2021

	2016	2017	2018	2019	2020	2021
Denmark Primary School	414	397	388	372	380	401
Golden Hill Steiner School	93	97	89	84	80	106
Kwoorabup Nature School	42	37	50	62	68	68
Total Primary	549	531	527	518	528	575
Denmark Senior High School	409	416	429	437	431	458
WA College of Agriculture - Denmark	126	130	138	142	138	139
Total Secondary	535	546	567	579	569	597
Total	1,084	1,077	1,094	1,097	1,097	1,172

Enrolment numbers sourced from Myschool, Schoolsonline and directly from schools.

Figure 31: Total School Age Population in the Shire of Denmark 2001-2021

	2001	2006	2011	2016	2021 *
Babies and pre-school age (0 to 4 years)	285	231	294	265	306
Primary school age (5 to 11)	480	453	483	524	538
Secondary school age (12 to 17)	451	420	444	520	562
Total school age	931	873	927	1044	1,100
Total population	4,367	4,511	5,194	5,835	6,422

Figure 32: Forecast School Age Population (5-17 years)

	Band C	Band D	Band E
2021	1,117	1,117	1,117
2026	1,183	1,194	1,216
2031	1,269	1,277	1,304
2036	1,338	1,361	1,426

Assumes consistent proportion of aged group 5-17 years as 2016 Census (17.4%). 2036 projections for WA Tomorrow are extrapolated based on average annual growth rates.

7.3 Commercial and Industrial Floorspace - Historical Change and Growth Projections

The following sections provide statistical information to support the overview of the historic changes and growth projections for commercial and industrial floorspace included in Part 1, Section 3.2.1.4 Commercial and Industrial Floorspace Analysis, of this Strategy.

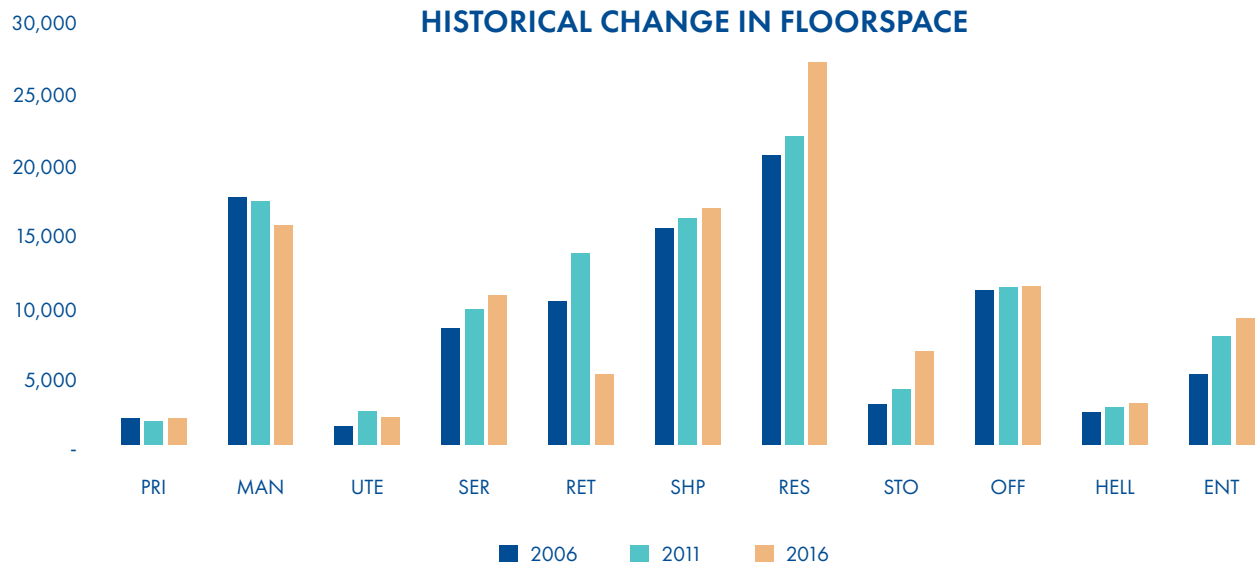
Historical Change

Figures 33 and 34 demonstrate historic change in commercial and industrial floorspace, by type.

Figure 33: Historical Change in Floorspace (2006 – 2016) (m²)

PLUC Code	Employment Sector	2006	2011	2016
Primary/Rural (PRI)	Agriculture, Forestry and Fishing Mining	1,724	1,526	1,680
Manufacturing/ Processing/Fabrication (MAN)	Manufacturing	17,061	16,928	15,195
Utilities/ Communications (UTE)	Electricity, Gas, Water and Waste services Information, Media Telecommunications	1,044	2,088	1,670
Service Industry (SER)	Construction Administrative and Support Services Other Services	7,959	9,180	10,220
Other Retail (RET)	Wholesale Trade	9,807	13,076	4,670
Shop/Retail (SHP)	Retail Trade	14,926	15,515	16,250
Residential (RES)	Accommodation and Food Services	20,024	21,324	26,525
Storage/Distribution (STO)	Transport, Postal and Warehousing	2,540	3,629	6,290
Office/Business (OFF)	Financial and Insurance Services Professional, Scientific and Technical Services Rental, Hiring and Real Estate Services Administrative and Support Services	10,535	10,734	10,800
Health/Welfare/ Community Services (HEL)	Public Administration and Safety Education and Training Health Care and Social Assistance Information Media and Telecommunications	1,942	2,303	2,680
Entertainment/ Recreation/Cultural (ENT)	Arts and Recreation Services	4,635	7,298	8,630
Total		86,099	95,383	104,610

Figure 34: Historical Change in Floorspace (2006 – 2016) (m²)



Source: Department of Planning, Lands and Heritage (2019), ABS Census 2006, 2011, 2016, Pracsys 2021

Growth Projections

Projecting future commercial and industrial floorspace needs depends on assessment of population growth as well as trends in tourism and other commercial industries. Figure 35 provides an indication of future floorspace needs.

Figure 35: Future commercial and industrial floorspace projections (m²)

PLUC	% POPULATION	2019	2021	2026	2031	2036	2041	Gap
UTE	75%	1,253	1,304	1,393	1,490	1,594	1,704	451
SER	75%	7,665	7,978	8,527	9,119	9,753	10,430	2,765
SHP	50%	8,125	8,456	9,039	9,666	10,338	11,056	2,931
OFF	25%	1,350	1,405	1,502	1,606	1,718	1,837	487
HEL	100%	2,680	2,789	2,981	3,188	3,410	3,647	967
ENT	50%	4,315	4,491	4,800	5,134	5,490	5,872	1,557
RES	75%	19,894	21,770	25,728	29,562	33,968	39,031	19,137
Total		45,281	48,193	53,970	59,766	66,270	73,576	28,295

8 Tourism

8.1 Tourism Sites

Part 1 of the Strategy assessed and made recommendations for existing Tourist zoned sites. This is summarized in Figure 36 below.

Figure 36: Recommendations for Tourism Sites

Location	Name	Existing Land Use/s	Unrestricted Length of Stay	Recommendation	Rationale
Lots 210 (#45) Payne Road, Denmark	The Cove	Chalets	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 211 (#259) Ocean Beach Road, Denmark	Gum Grove Chalets	Chalets	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 215 (#263) Ocean Beach Road, Denmark	-	Chalets, former caravan park	As previously approved or maximum 15% (whichever is greater)	A change from Tourism to Urban Development zoning may be considered	Site constrained by significant bushfire and related access issues
Lots 6 (#55), 140 (#63) and 73 (#65) Inlet Drive, Denmark	Denmark Waterfront Lodge and Pelicans	Hotel	As zoned	Retain Tourism zoning, consider additional small bar land use	Operating tourism business
Lot 1084 (#1) Inlet Drive, Denmark	Rivermouth Caravan Park	Caravan Park	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business, existing long stay component
Lot 21 (#678) Ocean Beach Road, Ocean Beach	Spring Bay Villas	Chalets	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 11 (#694) Ocean Beach Road, Ocean Beach	Winniston Lodge	Guesthouse	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business

Location	Name	Existing Land Use/s	Unrestricted Length of Stay	Recommendation	Rationale
Lot 1 (#738) Ocean Beach Road, Ocean Beach	-	Non-tourism use	As zoned	Retain Tourism zoning	Recently rezoned, pending development
Lot 2238 (#770) Ocean Beach Road, Ocean Beach	Ocean Beach Caravan Park	Caravan Park	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 51 & 52 (#766-768) Ocean Beach Road, Ocean Beach	Ocean Beach Hideaway	Chalets	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 20 (#133) and 21 (#135) South Coast Highway, Denmark	Denmark Tavern/ Kwoorabup Motel	Tavern & Motel	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 3 (#93) Rudgyard Place, Hay	-	Caravan Park (former)	-	Modify to Rural zoning	Site is not currently being operated for tourism purposes and is unlikely to meet bushfire planning requirements to enable reinstatement or alternative tourism use
Lot 1643 (#40) Riverbend Lane, Denmark	Riverbend Caravan Park	Caravan Park	As previously approved or maximum 15% (whichever is greater)	Retain Tourism zoning	Operating tourism business
Lot 21 (#21) Mairet Rise, Shadforth	-	Undeveloped	-	Modify to Rural zoning	Site is currently undeveloped, contains significant vegetation and slope, and is not contiguous with the townsite
Lot 9001 (#4) Cussons Rd, Shadforth	-	Undeveloped for tourism purposes	Caretaker/ Manager only	Retain Tourism zoning	Prominent site with highway frontage, previous development approvals in place and existing commercial/ industrial buildings
Lots 1 (#443), 83 (#427), 85 (#467), and survey Strata lots on plan SP72562 Mount Shadforth Road, Shadforth	Karri Mia and Karri Aura	Multiple tourism and associated uses	As zoned	Retain Tourism zoning	Operating tourism businesses

Location	Name	Existing Land Use/s	Unrestricted Length of Stay	Recommendation	Rationale
Lot 2 (#390) Mount Shadforth Road, Shadforth	Castelli Estate	Multiple tourism and associated uses	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 1 (#1572) South Coast Highway and Lot 1 (#34) Lapko Road, Shadforth	Karma Chalets	Chalets	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 550 (#2048) South Coast Hwy, Shadforth	-	Undeveloped for tourism purposes	Caretaker/ Manager only (within the Tourism designated portion)	Future zoning to be considered, potentially Environmental Conservation with Additional Uses to allow low-key tourism. Possibility for limited rural residential-type subdivision over cleared portions if vegetation covenant can be established.	Site is largely vegetated and currently undeveloped for tourism purposes.
Lot 305 Wentworth Road, Ocean Beach	The Dam	Multiple tourism and associated uses	Caretaker/ Manager only	Update to Tourism designation to reflect change in zoning	Site was recently rezoned to enable the growth and diversification of tourism uses
Lot 36 (#77) Illsley Drive, Shadforth	-	Residential use	-	Modify to Rural Residential zoning	Site constraints include access issues, location and surrounding non-tourism uses
Lot 24 & 25 (#2020 & 2022) Scotsdale Rd, Kordabup	Casa Libelula	Bed & Breakfast	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 18 (#21) Tindale Rd, Bow Bridge	NewFarm	Chalets	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 1 (#1597) Valley of the Giants Road, Bow Bridge	-	Undeveloped for tourism purposes	As zoned	Retain Tourism zoning	Approved tourism proposal

Location	Name	Existing Land Use/s	Unrestricted Length of Stay	Recommendation	Rationale
Lot 1-13 (#11) Peppermint Way, Peaceful Bay	Peaceful Bay Chalets	Chalets	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lot 81 & 82 (#4 & 6686) South Coast Highway, Nornalup	Nornalup Riverside Chalets	Chalets	Caretaker/ Manager only	Retain Tourism zoning	Operating tourism business
Lots 20 & 83 (#12 & 8) Riverside Drive, Nornalup	-	Residential use	Caretaker/ Manager only	Retain Tourism zoning	Prime location adjoining existing chalet development
Lot 1839 (#6400) South Coast Highway, Nornalup	Valley of the Giants Ecopark	Caravan Park/ Camping Ground	Caretaker/ Manager only	Propose Tourism zoning	Existing tourism development in a strategic location adjacent to a regional attraction. Retention of caravan parks/ camping grounds through Tourism zone preferred.
Lot 3 (#2446) South Coast Highway, William Bay	-	Undeveloped for tourism purposes	Caretaker/ Manager, Workforce Accommodation	Retain Tourism zoning	The site was rezoned to Tourism in 2024 to enable an expanded range of tourism related uses subject to detailed planning requirements listed within TPS3.
Lot 305 (#40) Wentworth Road, Ocean Beach	Raintree Estate	Restaurant and distillery	Caretaker/ Manager only	Retain Tourism zoning	The site was rezoned to Tourism in 2024 to enable an expanded range of tourism related uses subject to detailed planning requirements listed within TPS3.

9 Public Open Space

9.1 Public Open Space Requirements

When an urban residential subdivision takes place, the *Planning and Development Act 2005* requires that 10% of the gross subdividable area is developed as POS and transferred into public management. Although this has been a long-standing principle in town planning in WA since the 1950s, the density of residential development has gradually increased since this time. This has placed greater emphasis on the provision of high quality POS, particularly when servicing higher density development where open space on private lots is more limited.

This Strategy generally supports the provision of POS as outlined in *Liveable Neighbourhoods (2015)* (WAPC), with design and infrastructure considerations to be addressed as part of the structure planning process. Although *Liveable Neighbourhoods* identifies the potential for a variation in the provision of POS to 5% within regional areas, this Strategy does not support any variation to the 10% minimum requirement. This position acknowledges the community's interest in maintaining the established character of the Denmark Townsite. The Strategy promotes enhancing the Denmark Townsite character, in particular the retention and re-establishment of remnant vegetation.

The provision of a financial contribution in lieu of the ceding of land is supported where subdivision is small scale and the resultant area of POS will be impractical, poorly located or inconsistent with the adopted direction of this Strategy. Consistent with the *Planning and Development Act 2005*, the Shire should request a contribution where subdivision proposes three or more lots, as small scale infill development will be a significant part of increased demand for high quality POS.

Liveable Neighbourhoods also provides guidance for provision of playing fields, recommending 6.5 square metres of active playing surface per resident as an appropriate guide. Rates of provision are often higher in rural and regional areas due to higher participation rates per capita as well as the need to provide a minimum level of facilities to enable an appropriate range of sporting and cultural opportunities, despite a lower population base.

Rural living estates are not required to be provided with POS within the local area due to the provision of 'private' open space on-lot, and typically lower demand. In such estates, there is sometimes a need for POS to preserve remnant vegetation and other natural features of the landscape, and as such, POS requirements are assessed on a site by site basis.

9.2 Classification of Public Open Space

Type

The State planning framework provides a standardised approach to classifying POS in Western Australia, through the *Classification Framework for Public Open Space (2012)* and *Liveable Neighbourhoods*. This includes the following broad functional types:

- Recreation – informal play and physical activity, relaxation, and social interaction.

Typically includes gardens and open parklands, community gardens, corridor links, amenity spaces, community use facilities, civic commons or squares.

- Sport – venue for formal structured sporting activities, such as team competitions, physical skill development and training.

Typically includes a playing field surface, buffer zones and other specific infrastructure requirements. May also be accessed by community for informal sport and recreation, or may have restricted access for management purposes.

- Nature – setting where people can enjoy nearby nature and protect local biodiversity and natural area values.

Typically provides for key recreational activities within the natural environment such as, walking, cycling, picnicking, playing, watching, or exploring natural features. Does not include land that is predominantly managed for conservation purposes and/or lacks a minimum level of infrastructure to enable recreation.

Some areas of POS provide multiple functions – for example, while McLean Oval provides district-level sporting facilities, it also serves as a local park. This is a highly desirable approach to POS provision, providing multi-faceted spaces that can be used for different purposes and benefit from the co-location of infrastructure.

This Strategy aims to provide balanced provision of POS that enables sport, recreation and nature-based opportunities across the Shire's townsites.

Size

The State's framework also identifies a hierarchy for POS according to size, acknowledging differences in the size and service level provided:

- Local Open Space – usually small parklands that service the recreation needs of the immediate residential population. Typically, 0.4ha to 1ha in size and accessible within a 300 metre or four minute walk of each residence.
- Neighbourhood Open Space – the recreational and social focus of a community, with a variety of features and facilities. Typically, 1ha to 5ha and within an 800 metre or 10 minute walk.
- District Open Space – services several neighbourhoods, including facilities for organised formal sport, substantial recreation space and some nature space. Typically, 5ha to 15ha+ and located appropriately to service the district catchment (approximately 2km).
- Regional Open Space – provides substantial facilities for organised sport, play, social interaction, relaxation, and enjoyment of nature. Serves one or more regions, provides multiple sporting facilities and other uses, and is typically 20ha+ in area.

District and Regional open space should consider the entire catchment it is likely to service, including residents within surrounding rural areas. For this reason, POS within the Shire's rural villages may have a higher service level than would otherwise be supported by the townsite's population itself.

9.3 Assessment of Existing Public Open Space

Areas of POS within the Shire has been categorised in Figure 9 (Part 1) using the State's classification framework. Figure 9 identifies POS across the Shire and within the Denmark Townsite, demonstrating the extent of State-owned land that is managed for conservation and recreational purposes. These areas of POS have been spatially represented in Map 6 (Part 1).

Regional Public Open Space

The Shire contains a diverse range of forested reserves and coastal assets that serve as nature-based destinations for both local and regional visitors. This includes the following key sites identified as regional-level POS:

- Ocean Beach (Recreation) – a widely known and multifunctional site where natural and heritage values are co-located with infrastructure supporting recreational and sporting pursuits. Several points of access provide for a variety of recreational needs, including Prawn Rock Channel. The 10-year concept plan prepared for Ocean Beach highlights the enhancement of facilities and infrastructure to support ongoing recreational use of this site.
- William Bay National Park and Walpole – Nornalup National Park (Nature) – each of these State-managed National Parks contains coastal and recreational sites and trails that are significant nature-based regional attractions.

The Shire does not currently contain any regional-level POS for sporting purposes. These facilities have generally been centralised in Albany to service the wider Great Southern region. This approach to facilities development has created a significant disparity in the quality of sporting and recreational facilities available outside of Albany. This Strategy advocates that regional level planning considers alternative approaches that consider how resources can be more equitably utilised. This may include, for example, the development of 'centres of excellence' for specific sports within sub-regional centres.

District Public Open Space

The following sites have been identified as servicing the district:

- Berridge Park (incorporating Norm Thornton Park and Annie Harrison Park) – the Shire’s district-level POS for recreational purposes. Berridge Park occupies a prime location between the Town Centre and the Denmark River, providing for occasional markets and events as well as being a destination for recreational use. The preparation of a Master Plan to guide future development will allow for the Shire and community to consider the level of facilities and infrastructure that are desired in this park.
- McLean Oval – While a variety of facilities serve to support sporting pursuits, McLean Park is identified as the primary multi-sport centre for the Shire. As McLean Park has constraints to its ongoing development, alternative sites for additional sporting facilities may need to be investigated as demand grows.
- Denmark Senior High School / Denmark Country Club – a cluster of sporting facilities that service district needs for golf, tennis, and supplementary playing fields. These two sites may be further developed as precincts for sporting infrastructure given constraints at McLean Park and the opportunity for shared use with two secondary schools.
- Parry Beach and Peaceful Bay – coastal recreational and tourism nodes that support a variety of nature-based pursuits, supported by beach access, walk trails and camping facilities.

Sporting Facilities

POS identified for sporting purposes can include land or facilities that are leased to sporting clubs and, therefore, have restrictions on open public access (without permission, hire fees or membership for example). This is an accepted part of the practice for providing these types of facilities, acknowledging the need for appropriate management structures to provide for these services. Community buildings or sites leased for other clubs or associations for non-sporting purposes are not included in this assessment, although these are often (and ideally) co-located with POS.

Formal sporting facilities are not provided for at a local level given the need for a significant population catchment to support sporting competition. Informal sporting facilities such as basketball half-courts, and tennis hit-up are typically incorporated as part of POS with a recreational function.

Conservation and Nature Public Open Space

The natural environment is highly valued by the local community for both ecological, social and cultural reasons, and a variety of the Shire’s environmental assets and natural settings are enjoyed by both residents and visitors to the region.

The Denmark Townsite includes a significant number of conservation reserves that contribute to the character of the town and provide visual relief to development but otherwise have a low level of accessibility and limited recreational functions.

This Strategy has identified Nature POS where significant infrastructure has been developed to enable or enhance interaction with a predominantly natural setting. This does not include reserves that are managed primarily for conservation purposes. While some existing sites demonstrate limited distinctions between the two, this Strategy identifies Nature POS and conservation reserves according to the intended direction of future management.

Where gaps in the network of POS have been identified, some reserves may be considered for further development that would enable their use for nature-based recreation. This will consider ecological functions alongside the need for infrastructure to promote liveability, social interaction and encourage appreciation of the natural environment.

This Strategy does not address any potential improvements to access and facilities within conservation reserves, which are appropriately considered as part of reserve management plans.

9.4 Service Levels

The Shire's existing POS is varied in the level of infrastructure provided and the maintenance spend required, even where two areas of POS might be expected to be comparable.

This Strategy acknowledges the need to develop service level standards to help translate the POS classifications identified in Figure 9 (Part 1) into clear expectations of the level and type of facilities that are provided. The development of service level standards will enable the Shire to understand and prioritise investment in POS facilities and infrastructure where it is most needed.

Service level standards should promote diversity in the design and functionality of POS while ensuring they are relatively equitable in their size and cost. POS of the same type and functional level should be distinct in order to promote a sense of place and provide different opportunities, increasing the inherent value of each asset.

A higher level of facility provision might only be supported within POS that services a higher number of residents within its catchment (for example, in a medium density area where infill development is promoted).

The preparation of master plans to guide the future development of district-level POS is supported by this Strategy. Future planning for these parks should consider the appropriate level of investment in facilities and infrastructure given its prominence and role in servicing the Shire, and additional service as regional attractions.



10 State and Regional Planning Context

10.1 State Planning Strategy 2050

The *State Planning Strategy* provides the strategic context and basis for the coordination and integration of land use planning and development across State, regional and local jurisdictions. It proposes that diversity, liveability, connectedness and collaboration must be central to achieving the vision of sustained prosperity, and establishes principles, strategic goals and directions to ensure the development of the State progresses towards this vision.

The *State Planning Strategy* divides Western Australia into three sectors. The South West sector includes Perth, Peel, South West, Wheatbelt, and the Great Southern which incorporates the Shire. This Strategy acknowledges the key challenges for the South West sector including competition for land and water resources from urbanisation and other industry sectors. In particular, the need to balance land development and the maintenance of conservation values is a key challenge.

The *State Planning Strategy* identifies the following six interrelated and interdependent principles which underpin and inform this Strategy:

1. Community: Enable diverse, affordable, accessible and safe communities.
2. Economy: facilitate trade, investment, innovation, employment and community betterment.
3. Environment: Conserve the State's natural assets through sustainable development.
4. Infrastructure: ensure infrastructure supports development.
5. Regional Development: Build the competitive and collaborative advantages of the regions.
6. Governance: Build community confidence in development processes and practices.

10.2 State Planning Policies

State planning policies (SPPs) are prepared under Part 3 of the *Planning and Development Act 2005* and provide the highest level of planning policy control and guidance in Western Australia. SPPs considered to be specifically relevant to the Shire's Strategy are outlined and described in Figure 37.

Figure 37: State Planning Policy Overview

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 1 – State Planning Framework (November 2017)	<p>SPP 1 restates and expands on the key principles of the <i>State Planning Strategy</i> in planning for sustainable lands use and development. It brings together existing State and regional policies, strategies and guidelines within a central State Planning Framework, which provides a context for decision making on land use and development in Western Australia.</p> <p>The Framework informs the WAPC, local government and others involved in the planning process on State level planning policy which is to be taken into consideration, and given effect to, in order to ensure integrated decision-making across all spheres of planning.</p> <p>The Framework identifies relevant policies and strategies used by the WAPC in making decisions and may be amended from time to time. The framework is the overarching SPP. Additional SPPs set out the WAPC’s policy position in relation to aspects of the <i>State Planning Strategy</i> principles.</p>	<p>SPP 1 has been addressed in the preparation of this Strategy.</p> <p>The review of the Shire’s local planning scheme will need to address the vision and principles of the <i>State Planning Strategy</i>.</p>
SPP 2.0 – Environment and Natural Resources Policy (June 2003)	<p>SPP 2.0 is a broad sector policy and provides guidance for the protection, management, conservation and enhancement of the natural environment. The policy promotes responsible planning by integrating environment and natural resource management with broader land use planning and decision-making.</p> <p>SPP 2.0 outlines general measures for matters such as water, air quality, soil and land quality, biodiversity, agricultural land and rangelands, BRM, marine resources, landscapes and energy efficiency. These general measures should be considered in conjunction with environmentally based, issue-specific State planning policies which supplement SPP 2.0.</p>	<p>The Strategy outlines a large number of strategies and actions that address SPP 2.0. These include efforts to protect and enhance the natural environment, visual landscape and human settlements in a sustainable manner.</p>
SPP 2.4 – Planning for Basic Raw Materials (July 2021)	<p>SPP 2.4 seeks to ensure BRM and extractive industries matters are considered during planning and development decision-making, to facilitate the responsible extraction and use of the State’s BRM resources. The policy establishes objectives relating to recognising the importance of BRM early in the planning process; protecting BRM through avoiding encroachment from incompatible land uses; efficient use of BRM; identifying BRM extraction opportunities through sequential land use and ensuring BRM extraction avoids, minimises or mitigates impacts on the community and the environment.</p>	<p>The Strategy acknowledges the economic and civil importance of BRM in the development of housing, roads and other infrastructure within the community. While limited, the Strategy recognises and recommends that extraction of BRM must be undertaken with best practice safeguards, ensuring that appropriate buffers are established and maintained surrounding extraction operations.</p>

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 2.5 – Rural Planning (December 2016)	SPP 2.5 applies to rural land and rural land uses as well as land that may be impacted by rural land uses. SPP 2.5 seeks to protect and preserve Western Australia's rural land assets due to the importance of their economic, natural resource, food production, environmental and landscape values. SPP 2.5 includes policy measures aimed at protecting rural land while encouraging a diversity of compatible rural land uses.	The Strategy recognises the importance of preserving all rural land within the Shire for agricultural production to maintain regional food security. The Strategy also supports the adaptation and diversification of agriculture to maintain its sustainability, including the development of value-adding processing, agri-tourism and other rural industries.
SPP 2.6 – State Coastal Planning (July 2013)	SPP 2.6 provides for the long-term sustainability of Western Australia's coast and is relevant to those local governments that contain coastal areas. The purpose of the policy is to provide guidance for decision-making within the coastal zone including managing development and land use change, establishment of foreshore reserves and protecting, conserving and enhancing coastal values. SPP 2.6 outlines criteria for the consideration of development and settlement arrangements, including building height limits within local planning frameworks and management of water resources. It further acknowledges the importance of coastal planning strategies, coastal hazard risk management approaches, coastal foreshore reserves and community participation in coastal planning.	The Strategy recognises the importance of coastal hazard risk management and adaption planning for coastal locations within the Shire. The Strategy recommends the protection, conservation, and enhancement of coastal values and appropriately managed development within coastal areas. Coastal development within the Shire is concentrated at Ocean Beach and Peaceful Bay and have the highest value coastal infrastructure under the Shire's management.
SPP 2.7 – Public Drinking Water Source (June 2003)	The purpose of SPP 2.7 is to inform decision-makers of those aspects of State planning policy concerning the protection of PDWSAs throughout the State. It is intended that this be implemented through the preparation of strategic plans, regional and local planning schemes, conservation and management strategies, and other relevant plans or guidelines, as well as through decision-making on subdivision and development applications.	The Strategy's direction is to protect the Shire's public drinking water resources and proposes the introduction of a 'PDWSA' Special Control Area into the Shire's local planning scheme. The objective of the special control area is to restrict inappropriate land use and development within the close proximity of the Shire's drinking water supplies.
Draft SPP 2.9 – Planning for Water (August 2021)	SPP 2.9 seeks to ensure that planning and development considers water resource management and includes appropriate water management measures to achieve optimal water resource outcomes. The policy establishes objectives relating to improving environmental, social, cultural and economic values of water resources; protecting public health through appropriate water supply and waste water infrastructure; sustainable use of water resources and managing the risk of flooding and water related impacts of climate change on people, property and infrastructure.	The Strategy aims to protect and conserve the quality and quantity of the Shire's surface and groundwater resources. It also proposes to protect manage and rehabilitate riparian areas to maintain and enhance water quality, ecosystem function, biodiversity, recreational and cultural values associated with waterways.

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 3.0 – Urban Growth and Settlement (May 2006)	<p>SPP 3.0 is a broad sector policy that sets out the principles and considerations which apply to planning for urban growth and settlement in Western Australia. The purpose of the policy is to facilitate sustainable patterns of urban growth and settlement by setting out the requirements of sustainable settlements and communities and the broad policy for accommodating growth and change.</p> <p>SPP 3.0 outlines general measures to create sustainable communities, plan liveable neighbourhoods, coordinate services and infrastructure, manage rural-residential growth and plan for aboriginal communities. These general measures should be considered in conjunction with issue-specific urban growth and settlement State planning policies which supplement SPP 3.0.</p>	<p>The adopted approach to settlement planning in this Strategy is reflective of the community's vision to pursue improved sustainability and manage growth for the benefit of the community.</p> <p>This Strategy accepts that the Shire is likely to experience population growth and acknowledges opportunities that growth provides while ensuring that negative impacts on our existing community values and attributes is minimised.</p>
SPP 3.4 – Natural Hazards and Disasters (April 2006)	<p>SPP 3.4 encourages local governments to adopt a systemic approach to the consideration of natural hazards and disasters. The objectives of this policy are to include planning for natural disasters as a fundamental element in the preparation of planning documents, and through these planning documents, minimise the adverse impacts of natural disasters on communities, the economy and the environment.</p> <p>SPP 3.4 sets out considerations for decision makers in relation to hazards including flood, bush fire, landslides, earthquakes, cyclones and storm surges. Consideration of these hazards should be undertaken in conjunction with issue-specific State planning policies which supplement SPP 3.4.</p>	<p>The strategy acknowledges the impacts of natural hazards and the changing climate on our community and environment and therefore, appropriate measures must be in place to enhance community resilience.</p> <p>While the Strategy acknowledges SPP 3.4, the primary natural hazards for the Shire are bushfires and coastal processes. These are addressed under SPP 2.6 and SPP 3.7 within this table.</p>
SPP 3.5 – Historic Heritage Conservation (May 2007)	<p>SPP 3.5 sets out the principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. The policy seeks to conserve places and areas of historic heritage significance and to ensure development does not adversely affect the significance of heritage places and areas.</p> <p>SPP 3.5 primarily relates to historic cultural heritage noting that aboriginal heritage and natural heritage are protected by other legislative instruments. Historic cultural heritage includes heritage areas, buildings and structures, historic cemeteries and gardens, manmade landscapes and historic or archaeological sites with or without built features.</p> <p>The policy contains development control principles and considerations for decision-makers for where development is proposed within a heritage place and heritage area. The policy also states that care should be taken by decision-makers to minimise the extent to which land use zoning and other planning controls conflict with, or undermine, heritage conservation objectives.</p>	<p>The Strategy recognises the Minang and Bibbulmun people of the Noongar nation as the traditional custodians of the land within the Shire and supports the establishment of strong working relationship with the proposed Wagyl Kaip Regional Corporation. The Strategy supports working with traditional custodians towards the development of a shared vision for land use planning and management.</p> <p>The Strategy promotes the improved protection and interpretation of areas and places with heritage importance, including sites, buildings, structures and landscapes.</p>

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 3.7 – Planning in Bushfire Prone Areas (December 2015)	<p>SPP 3.7 provides a framework in which to implement effective, risk-based land use planning and development outcomes to preserve life and reduce the impact of bushfire on property and infrastructure. The policy emphasises the need to identify and consider bushfire risks in decision-making at all stages of the planning and development process whilst achieving an appropriate balance between bushfire risk management measures, biodiversity conservation and environmental protection.</p> <p>The policy applies to all land which has been designated as bushfire prone by the Fire and Emergency Services Commissioner as well as areas that may have not yet been designated as bushfire prone but is proposed to be developed in a way that introduces a bushfire hazard.</p>	<p>The Strategy acknowledges the significant threat bushfires has on the Shire's community. The local planning framework must aim to minimise the risk to life, property and service delivery from bushfires by avoiding and mitigating risks.</p> <p>Land use and development proposals must demonstrate appropriate bushfire risk mitigation strategies consistent with SPP 3.7 and the <i>Guidelines for Planning in Bushfire Prone Areas</i>.</p>
SPP 4.1 – Industrial Interface (July 2022)	<p>Draft SPP 4.1 guides planning decisions with the aim of protecting the long-term future operation of industry and infrastructure facilities, by avoiding encroachment from sensitive land uses and potential land use conflicts. The policy encourages the use of statutory buffers; facilitating industrial land uses with offsite impacts within specific zones and compatible interface between strategic/general industry zones and sensitive zones.</p> <p>Draft SPP 4.1 supports land use conflict being addressed as early as possible in the planning process. It is also expected that land use conflict will be subsequently considered at each stage of the planning framework, increasing in detail at each level.</p> <p>The policy recognises the overlap of various environmental, health and safety regulations and guidelines and outlines considerations for decision-makers in this regard.</p>	<p>Demand for industrial land must be located within appropriate locations to support and respond to emerging industries, accommodate local services and provide opportunities for local businesses and employment.</p> <p>This strategy aims to consolidate industrial land uses and ensure that the expansion of industrial areas incorporate appropriate buffers to minimise impacts on visual amenity and sensitive land uses.</p>
SPP 5.2 – Telecommunications Infrastructure (September 2015)	<p>SPP 5.2 recognises telecommunications infrastructure as an essential service and aims to balance the need for this infrastructure and the community interest in protecting the visual character of local areas. The policy aims to provide clear guidance pertaining to the siting, location and design of telecommunications infrastructure and sets out specific exemptions for where the policy requirements do not apply.</p> <p>Decision-makers should ensure that telecommunications infrastructure services are located where it will facilitate continuous network coverage and/or improved telecommunications services to the community whilst not comprising environmental, cultural heritage, social and visual landscape values.</p>	<p>Telecommunication infrastructure is essential for social connectivity, for households and businesses, the local economy, and to ensure safety. While acknowledging the importance of such infrastructure, this Strategy supports efforts to ensure appropriate separation from sensitive land uses and visual impacts of telecommunication infrastructure are to be minimised.</p>

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 5.4 – Road and Rail Noise (September 2019)	<p>SPP 5.4 provides guidance for the performance-based approach for managing and mitigating transport noise associated with road and rail operations.</p> <p>This policy applies where noise sensitive land uses are located within a specified distance of a transport corridor, new or major road or rail upgrades are proposed or where works propose an increase in rail capacity resulting in increased noise. The policy also sets out specific exemptions for where the policy requirements do not apply.</p> <p>SPP 5.4 supports noise impacts being addressed as early as possible in the planning process to avoid land use conflict and achieve better land use planning outcomes. Considerations for decision-makers include ensuring that the community is protected from unreasonable levels of transport noise, whilst also ensuring the future operations of transport corridors.</p> <p>SPP 5.4 is supplemented by the Road and Rail Noise Guidelines.</p>	<p>South Coast Highway is identified as a significant freight/traffic route and directs large traffic volumes through the Shire. This traffic flow and dominance of motor vehicles creates a negative pedestrian experience.</p> <p>The Shire acknowledges that South Coast Highway will continue to carry regional traffic through the Townsite. It is critical that future improvements to this road provide a higher level of amenity and safer access for pedestrians.</p>
SPP 7 – Design of the Built Environment (May 2019)	<p>SPP 7 is a broad sector policy relevant to all local governments. The policy sets out the objectives, measures, principles and processes which apply to the design and assessment of built environment proposals through the planning system. It is intended to apply to activity precinct plans, structure plans, local development plans, subdivision, development and public works.</p> <p>The policy contains 10 design principles which set out specific considerations for decisionmakers when considering the above proposals. These include, context and character, landscape quality, built form and scale, functionality and build quality, sustainability; amenity, legibility, safety, community and aesthetics. The policy also encourages early and on-going discussion of design quality matters and the use of design review.</p> <p>These principles should be considered in conjunction with the range of supporting state planning policies that provide design quality guidance for specific types of planning and development proposals.</p>	<p>The Strategy adopts the ten design principles outlined in SPP 7 as the basis for the assessment of new development proposals and preparation of more detailed guidance within the Shire’s local planning framework.</p>

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
SPP 7.2 – Precinct Design (February 2021)	<p>SPP 7.2 provides guidance for precinct planning with the intent of achieving good planning and design outcomes for precincts within Western Australia. The policy recognises that there is a need to plan for a broader range of precinct-based contexts and conditions to achieve a balance between greenfield and infill development. Objectives of the policy include ensuring that precinct planning, and design processes deliver good-quality built environment outcomes that provide social, economic and environmental benefit to those who use them.</p> <p>Precinct types include activity centres, station precincts, urban corridors, residential infill and heritage precincts. These areas are recognised as requiring a high-level of planning and design focus in accordance with a series of precinct outcome considerations as outlined in the policy. The policy also encourages the use of design review.</p>	This Strategy proposes the preparation of an Enhancement and Activation Plan for the Denmark Town Centre. The preparation of this plan will apply guidance from SPP 7.2 where applicable.
SPP 7.3 Residential Design Codes Volume 1 (July 2021)	<p>The Residential Design Codes Volume 1 provides the basis for the control of residential development throughout Western Australia for single houses, grouped dwellings and multiple dwellings. The purpose of the policy is to address emerging design trends, promote sustainability, improve clarity and highlight assessment pathways to facilitate better outcomes for residents. They are also used for the assessment of residential subdivision proposals.</p> <p>The policy outlines various objectives for residential development, planning governance and development process and sets out information and consultation requirements for development proposals. The policy also makes provision for aspects of specified design elements to be varied through the local planning framework.</p>	This Strategy supports SPP 7.3 as the base assessment criteria for relevant development applications.
Planning for Tourism and Short-term Rental Accommodation Position Statement (2023) and Guidelines (2024)	<p>The Planning for Tourism and Short-term Rental Accommodation Position Statement and Guidelines provide guidance on the appropriate location and management of tourism land uses, aiming to achieve sustainable development with a high level of amenity, and quality outcomes that support local communities and tourism destinations.</p> <p>The documents emphasise the importance of local government involvement, strategic planning, and consultation with relevant stakeholders. Specific measures are provided for managing tourism and short-term rentals, including considerations for bushfire-prone areas, statutory planning, and the impact on local housing markets.</p>	<p>The Strategy acknowledges and aligns with the Planning for Tourism and Short-term Rental Accommodation Position Statement and Guidelines.</p> <p>The Strategy recommends a range of tourism-related actions that seek to proactively manage the impact of future tourism development, maximising benefits to the locals and enhancing the visitor experience.</p>

10.3 Regional Planning Context

The WAPC prepares various regional planning instruments to guide land use and development at the regional and sub-regional level, including:

- Regional and Sub-regional planning strategies and structure plans
- Regional Planning Schemes

Regional planning instruments considered to be specifically relevant to the Shire are outlined and described in Figure 38.

Figure 38: Regional Planning Overview

Regional Planning Instrument	Regional Planning Instrument Overview	Local Planning Strategy Implications and Responses
Lower Great Southern Planning Strategy	<p>The Lower Great Southern Planning Strategy provides direction and guidance on future development or review of planning instruments (e.g., local planning scheme) by providing future strategic direction and context of the area. The region is a major residential, tourism and agricultural area which provides a range of land uses.</p> <p>This strategy provides guidance for the use of land to balance social, economic and environmental considerations as well as ensuring there is adequate land available for regional infrastructure, housing, tourism, agriculture, water sources and economic growth.</p>	<p>The Lower Great Southern Planning Strategy identifies Denmark as a subregional centre, with Albany as the regional centre. Peaceful Bay, Nornalup and Bow Bridge are identified as villages. The Strategy identifies Nornalup as a 'rural village', recommending that further development be pursued in Nornalup only, with Peaceful Bay retained as a 'tourism node' and no further development progressed at Bow Bridge.</p> <p>The Strategy implements The Lower Great Southern Planning Strategy's directions for Denmark in relation to housing, tourism, primary production, environment and economy.</p>
Great Southern Regional Planning and Infrastructure Framework (December 2015)	<p>The Great Southern Regional Planning and Infrastructure Framework provides guidance on land use, land supply, land development, environmental protection, infrastructure and priorities for the delivery of physical and social infrastructure for the Great Southern region.</p> <p>The framework informs the decisions of the WAPC by establishing the regional context for the preparation of sub-regional and local planning strategies and outlines the WAPC's position on planning for population growth, transport, agriculture, conservation estate, remnant vegetation and tourism for the Great Southern.</p>	<p>This Strategy provides detailed direction regarding the provision of infrastructure required to serve the local community in alignment with regional infrastructure initiatives and priorities.</p>
Great Southern 2050 Cycling Strategy	<p>The Great Southern 2050 Cycling Strategy aims to enhance cycling infrastructure across the Great Southern region of Western Australia. It emphasises the benefits of cycling and outlines plans for a safe, connected, and extensive cycling network, integrating local and regional routes. The document includes short-term and long-term action plans, focusing on infrastructure improvements, safety, and promoting cycling for all ages and abilities. It also highlights the potential for cycle tourism and the importance of community engagement and stakeholder consultation.</p>	<p>The Strategy supports the strategic development of a coordinated path and trail network across the Shire, including shared and dedicated cycling infrastructure. The Strategy also acknowledges the importances of cycling as a sustainable means of local transport which contributes to healthy communities, as well as bringing significant benefits to the local Tourism sector.</p>

10.4 Other Relevant State or Regional Strategies, Plans and Policies

Other State or regional strategies, plans and policies that have relevance to and implications for the local planning strategy are outlined below (refer Figure 39).

Figure 39: Other relevant State or regional strategies, plans and policies

Name of strategy, plan, policy	Purpose	Local Planning Strategy Implications and Responses
Western Australian Climate Policy (November 2020)	The Western Australian Climate Policy sets out the State Government's plan for a climate resilient community and a prosperous low-carbon future. The policy underscores a commitment to adapting to climate change and working with all sectors of the economy to achieve net zero greenhouse gas emissions by 2050. The policy sets out the high-level priorities the State Government will implement to support a more climate-resilient community. The approach to climate adaptation recognises exposure to climate impacts, the diversity of the regions and the existing capability to manage and adapt to climate change. The policy outlines actions to guide the response by business, the community, local governments and State Government agencies to develop well-informed, timely and practical adaptation responses.	<p>The Shire acknowledges that climate change impacts are from human induced greenhouse gas emissions and that there is a government responsibility at all tiers to contribute to climate change mitigation through climate change adaption strategies.</p> <p>The Shire's <i>Sustainability Strategy</i> is supported by a Sustainability Action Plan (2021) which details, prioritises, and orders the work to be done.</p>



11 Local Planning Context

11.1 Strategic Community Plan

The Strategic Community Plan (Our Future 2033) was adopted by Council at the 27th June 2023 Special Council Meeting. Key community priorities and feedback are outlined in Figure 40.

Figure 40: Strategic Community Plan Summary

Community Priority		Community Feedback
Service Delivery	Local roads and storm water drainage	We want: <ul style="list-style-type: none"> Increased levels of regular maintenance Issues to be repaired quickly Upgrades, including bituminising gravel roads Roads prioritised across the whole Shire (not just in Denmark) Better drainage management
	Services and facilities for youth	We want: <ul style="list-style-type: none"> Places where youth can hang out, socialise, and be active Young people to feel part of the community Youth to have easy access to quality support services
	Environmental conservation and protection	We want: <ul style="list-style-type: none"> To safeguard our natural reserves, national parks, coastline, flora and fauna Protection of wild, untouched places that set Denmark apart Action on climate change and investment in renewable energy Improved recycling and waste options
Advocacy and Partnerships	Economic development	We want: <ul style="list-style-type: none"> Less bureaucracy, red tape and restrictions More funding opportunities and support for business ideas Improved infrastructure to support business, including worker accommodation, better roads, more parking and toilets To attract new industry to Denmark A more vibrant CBD
	Housing availability and affordability	We want: <ul style="list-style-type: none"> To reduce the impact of short stay rentals More low-cost residential housing for rent and purchase More social housing Alternate housing options, including tiny homes To reduce the level of homelessness Downsizing and retirement options for seniors
Organisational	Engagement and decision-making	We want: <ul style="list-style-type: none"> To feel heard Decisions that reflect majority community sentiment Rates to represent value for money and funds to be spent wisely The reasons for decisions to be explained and transparent

11.2 Previous Local Planning Strategy

Prior to the WAPC's endorsement of this document, the local planning strategy for the Shire was the Local Planning Strategy 2011 (LPS 2011) which will be revoked once this Strategy is endorsed.

The Strategy differs from the 2011 LPS in its approach to several areas, including

- Prioritising consolidated urban growth and placing a greater emphasis on infill development to accommodate a proportion of additional housing.
- Reducing the extent of land identified for urban growth and increasing the expected yield from zoned land acknowledging our community's desire to contain unnecessary sprawl.
- Emphasising the need for housing diversity and encouraging smaller format housing to promote affordability and sustainability.
- Emphasising the need to plan for sustainable transport modes and minimising infrastructure costs.
- Reducing the expectation that expansion of the Shire's rural villages is required to accommodate growth, acknowledging that they are isolated from community services and further development is highly constrained.
- Acknowledging that large lifestyle lot subdivisions are inherently unsustainable because they increase public infrastructure costs, depend on cars for transport, consume more land and compete with other productive land uses.
- Acknowledging the potential need for an additional bridge over the Denmark River to provide alternative access in an emergency is not required as the current access is considered sufficient for the foreseeable future.

11.3 Local Planning Scheme

Town Planning Scheme No.3 (TPS3) was adopted on 25th March 1994. TPS3 is the statutory tool that controls land use and development within the Shire. The separately gazetted deemed provisions for Local Planning Schemes as prescribed under Schedule 2 of the Planning and Development (Local Planning Schemes) Regulations 2015 and have automatic statutory effect as part of the Scheme.

A comprehensive review of TPS3 will be undertaken to align the Shire's Local Planning Scheme with this Strategy and the applicable provisions contained within the Regulations.

11.4 Local Planning Policies

Local planning policies (LPP's) can be prepared by the Shire in accordance with Division 2 of Schedule 2 of the Regulations in respect of a particular class or classes of matters specified in the policy; and may apply to the whole Scheme area or part of the Scheme area. An overview of the Shire's existing local planning policies is provided in Figure 41.

A comprehensive review of all existing LPP's will need to be undertaken given the age of these policies and updates to the State planning framework, to align with this Strategy and State, regional and local planning framework.

Figure 41: Local Planning Policies

Name of Local Planning Policy	Date of Adoption/ Last Amendment	Purpose of Local Planning Policy
Town Planning Scheme Policy No. 1 - Dieback Disease Management	September 1997	This Policy recognises that dieback disease poses a significant threat to the conservation, cultural and economic values of land within its boundaries, and in neighbouring municipalities including impacts on horticulture, native fauna, tourism and biodiversity. The policy includes a series of seven actions, together with a range of management strategies and management tactics to provide guidance on identifying the problem and controlling it.
Town Planning Scheme Policy No. 5 – Minimum Setbacks	June 1998	This policy sets out the minimum front, side and rear setbacks within the Tourist, Industrial, Special Rural and Rural zones.
Town Planning Scheme Policy No. 6 – Guidelines for the Management of Vineyards within Special Rural zones	June 1998	This policy applies to vineyards located within appropriate Special Rural zones (as defined in appendix 6 of TPS3) to ensure the management of vineyards does not have a detrimental effect on the amenity of the adjoining properties.
Town Planning Scheme Policy No. 7 – Second Dwellings / Additional Houses and Chalet Developments on Rural zoned Lots	June 1998	This policy sets out the expectations and specific requirements to all approvals for Secondary Dwelling/Additional Houses and Chalet Developments within Rural zoned lots.
Town Planning Scheme Policy No. 9.1 – Private Tree Plantations	March 2001	This policy aims to assist Council in determining applications for private tree plantations within the Shire district. The objective of this policy is to: <ul style="list-style-type: none"> • Reduce the potential adverse impacts of inappropriate siting and development of private tree plantations. • Encourage the integration of private tree plantations in conjunction with traditional rural areas. • Encourage the establishment of permanent tree cover on steep slopes and along watercourses. • Encourage the preparation of management plans for harvesting of private tree plantations.
Town Planning Scheme Policy No. 13 - Outbuildings & Water Tanks	July 2023	The objective of this policy is to identify standards for the development and use of outbuildings and water tanks that balance the needs of landowners with the protection of visual amenity, environment and streetscape character.
Town Planning Scheme No. 15 – Townscape Policy	June 1998	This policy provides broad guidelines for appropriate development within the townscape, taking into consideration the Shire’s unique environment. The policy has regard to town entries, the natural environment, building guidelines, colour schemes, lighting, franchise outlets, traffic calming, car parking, heritage values, POS, and landscaping.

Name of Local Planning Policy	Date of Adoption/ Last Amendment	Purpose of Local Planning Policy
Town Planning Scheme No. 17.1 – Alfresco Dining & Trading in Public Places	January 1999	The objective of this policy is to enhance the functions, appearance, and character of the Denmark Town Centre as a retail and tourist centre and encourage these services to be presented in a manner which will add colour, life, diversity and interest to the town centre. The policy aims to allow for the operation of trading activities in public places in such a manner and location that they do not conflict with, or act prejudicially towards Denmark’s retail and service base, of any other function of the town centre.
Town Planning Scheme No. 18 – Tourist Development other than “Bed & Breakfast” uses within the Residential zone	June 1998	The purpose of this policy to enable Council to consider the provision of limited small-scale uses (such as attached studios) to be established and used within the Residential zone, provided the nature and scale of the proposals are considered compatible and complementary to the existing adjacent residential living environment and amenity.
Town Planning Scheme Policy No. 19.5 – Holiday Homes	August 2015	The objectives of this policy are to: <ul style="list-style-type: none"> • support a diverse accommodation base within the Shire. • minimise negative impacts of holiday homes on the amenity of adjoining residents through appropriate planning approval conditions and associated regulations that apply. • encourage the provision of good quality, well managed holiday homes. • ensure that holiday homes are managed and maintained to a high standard.
Town Planning Scheme Policy No. 25.1 – Denmark Airfield & Airpark	December 2010	This policy is applicable to the Denmark Airfield and Airpark and is to be read in conjunction with <i>Denmark Airfield Land Use Strategy</i> . The objective of the policy is to provide for airfield related operations at the Denmark Airfield and Airpark and to ensure all development and land uses are carried out and managed to protect and enhance the purpose and function of the airfield and surrounding land uses.
Town Planning Scheme Policy 26.1 – Commercial Development on South Coast Highway	August 2001	This policy aims to maintain the essential character of Denmark and preserve the attractive entrance to the Denmark Townsite by providing strict guidelines on the form of development along this major arterial road. The objective of this policy is to facilitate an efficient and socially acceptable development of the town centre land by appropriate and sensitive design. The policy outlines a number of design and controls that relate to amenity, development standards, car parking and delivery area, vehicular and pedestrian access/egress, landscaping and vegetation protection, external lighting control, and water supply/ effluent disposal/ stormwater runoff.
Town Planning Scheme Policy 28 – Settlement Strategy for Denmark	December 1998	The Settlement Strategy established the Council’s position for the provision of residential land to cater for urban growth to the year 2020. It applies to the Denmark townsite and nodal village settlements. The Settlement Strategy addresses population growth and projections, land availability, environmental considerations, bushfire management, commercial land, industrial land, educational facilities, community facilities, POS, transportation, and servicing infrastructure. It provided a strategy for accommodating future growth across the Shire and within the town centre and structure planning, providing a number of recommendations.

Name of Local Planning Policy	Date of Adoption/ Last Amendment	Purpose of Local Planning Policy
Town Planning Scheme Policy 29 – Rural Settlement Strategy	March 1999	The Rural Settlement Strategy provides for a sustainable pattern to accommodate growth over the Shire. The policy aims to coordinate land use planning and the management of all natural resources in order to provide for long term sustainable rural land uses, retain and enhance rural character and lifestyle, protect and improve natural resources, guide the development of urban settlement, special rural development and landscape protection area, and minimise any adverse impact of development on valuable rural land and the environment.
Town Planning Scheme Policy 31 – Commercial Strategy	February 1999	The Commercial Strategy provides for long term strategic growth and development of the Denmark central business district. The Commercial Strategy includes a number of recommendations, with some identifying areas for additional commercial development in which was captured in the 2011 LPS.
Town Planning Scheme Policy 32 – Signs	May 2001	The aim of this policy is to provide clear direction on the design, materials and siting of advertising structures and signs in the Shire that build upon the distinctive character of the district. The policy outlines what signs are acceptable and guidance on the application process for new signage and alterations to existing signage.
Town Planning Scheme Policy No. 34 – Extractive Industries	August 2002	The purpose of this policy outlines the requirements of a development application for extractive industries. The policy aims to protect environmental and landscape values and qualities of the Shire's diverse economy, prioritise appropriate locations and operations of extractive industries, and clearly set out the application requirements.
Town Planning Scheme Policy No. 35 – Peaceful Bay Conservation Plan Development Guidelines	April 2004	The objective of this policy is to ensure that any future development is in keeping with the heritage value of the Peaceful Bay precinct as a relaxed, informal, low key holiday location. The policy provides guidance on the appropriate forms of development to ensure the character is maintained. This policy relates to leasehold lots only.
Town Planning Scheme Policy No. 37 – Dams and Water Features	August 2009	The objectives of this policy are to set standards for dam and water feature construction within the Shire, ensuring construction, location and size of dams and water features are appropriate and consistent with the site capability, and maintaining the landscape amenity.
Town Planning Scheme Policy No. 39 – Public Open Space	July 2010	This policy was developed to provide criteria against which Council will assess the quality, size, type, and distribution of POS proposed at Structure Plan and subdivision stages. This policy applies to land that is to be vested in the Shire contributed free of cost by the developer through the subdivision process within areas zoned Residential.
Town Planning Scheme Policy No. 41 – Renewable Energy Systems	June 2010	This policy was prepared to encourage landowners, developers, and builders to incorporate renewable energy systems. The objectives of this policy are to improve the environmental sustainability of housing and other developments within the Shire by lowering consumers' individual 'carbon footprint', encourage the installation of renewable energy for residential developments, ensure the preservation of streetscape and local amenity values, and introduce standards for the siting and development of renewable energy systems.

Name of Local Planning Policy	Date of Adoption/ Last Amendment	Purpose of Local Planning Policy
Town Planning Scheme Policy No. 42 – Public Art	August 2010	The objective of this policy is to enhance the natural and built assets and appearance, character, and amenity of public spaces and developments through the inclusion of high-quality public art. The policy requires developers to integrate public art within new substantial developments within the Shire through the development approval process and establishes an equitable system for the provision of public art by developers.
Town Planning Scheme Policy No. 43 – Nornalup Development Guidelines	March 2011	This policy aims to preserve the special characteristics of Nornalup and help guide future development. The objective of this policy is to protect and enhance the unique special character of the Nornalup settlement as defined by the associated the Character Study and provide guidance to both Council and the community as to appropriate forms of development to ensure the character is maintained.
Town Planning Scheme Policy No. 44 – As-of-Right Development	August 2012	The purpose of this policy is to provide for the various legitimate developments that are considered to be incidental and/or essential development that would not affect the amenity nor have impacts on neighbours, a street, a neighbourhood, locality or the Shire as a whole.
Town Planning Scheme Policy No. 45 – Planning Application Process for Heritage Places	November 2013	The aim of this policy is to provide guidance in relation to the assessment process of planning applications for heritage places such that heritage significance is given due weight in the planning application decision making process.
Town Planning Scheme Policy No. 46 – Karri Mia Tourist zone Design Guidelines	June 2015	The objectives of this policy are to ensure development proposals within the Karri Mia Tourist zone are sympathetic to the existing natural and built environment landscape in terms of locations, scale, height, building, materials, and colours. It also aims to ensure an appropriate form of holiday accommodation (chalets) and permanent residential development (grouped dwelling) occurs on-site in recognition of the overall strategic tourist function of the Karri Mia Tourist zone precinct.
Town Planning Scheme Policy No. 47 – Town Centre Parking and Transportation	April 2020	The objectives of this policy are to promote business activity, guide appropriate redevelopment and development in the town centre and assist in creating a vibrant town centre that is increasingly resilient. It also aims to facilitate the provision of adequate parking facilities within the town centre, providing guidelines relating to the rate of providing car parking bays for redevelopment, new development and change of use applications, and where the Council may vary parking provisions of the Scheme for a development within the town centre. The policy also promotes sustainable transportation, including walking and cycling.
Town Planning Scheme Policy No. 48 – Inlet Drive and Ministerly Road Precincts	December 2019	This policy applies to lots within the Inlet Drive and Ministerly Road Precincts and provides variations to relevant deemed-to-comply provisions of the R-Codes within the precincts to assist in implementing appropriate development to meet the local context. The policy provides further interpretation of the R-Codes assessment of residential developments, outbuildings, side setbacks, and retaining walls. It also aims to secure the privacy and amenity of the locality through appropriate development requirements while noting the precinct's context including lot shapes.

Name of Local Planning Policy	Date of Adoption/ Last Amendment	Purpose of Local Planning Policy
Town Planning Scheme Policy No. 49 – Ancillary Dwellings & Detached Habitable Rooms	February 2023	This policy provides direction for the development of Ancillary Dwellings and Detached Habitable Rooms associated with residential dwellings. The policy aims to promote the development of Ancillary Dwellings as a type of small-format housing that contributes to housing diversity and preserve the amenity of all areas from inappropriate development. The policy identifies what the Shire considers to be an Ancillary Dwelling and a Grouped Dwelling and outlines the development standards that the Shire will apply to proposals for Ancillary Dwelling where the R-Codes do not apply.
Town Planning Scheme Policy No. 50 – Building Envelopes	February 2023	This policy provides detail on the purpose and intent of designating building envelopes, guidance for the assessment of proposed modifications to building envelopes, and promotes the designation of building envelopes that are sensitive to environmental, visual landscape, bushfire risk and other relevant planning considerations.
Town Planning Scheme Policy No. 51 – Caravan Parks & Camping Grounds	June 2023	The purpose of this policy is to provide guidance for applications for Caravan Parks in the Rural and Tourist zones. The policy aims to enable the approval of small-scale caravan parks and camping grounds, identify development standards, and clarify interpretations and facility requirements relating to 'nature based' parks.

11.5 Structure Plans

Structure plans (including standard structure plans and precinct structure plans) can be prepared in accordance with Division 2 of Schedule 2 of the Regulations for land within the Scheme area. Structure Plans provide the basis for zoning and subdivision of land. Structure plans can also be used to inform built form outcomes and the design of POS. Figure 42 provides an overview of the Shire's current structure plans.

An approved structure plan is valid for 10 years from the date of approval, unless otherwise specified in the approval or another period determined by the WAPC. Under the Regulations, a structure plan that was approved before 19 October 2015 is taken to have been approved on that day. As such, the majority of the Shire's structure plans will expire within the coming years and will be required to be reviewed and updated under the current planning framework.

Figure 42: Shire of Denmark Structure Plan Overview.

Name	WAPC Approval	Purpose
West Denmark Structure Plan	1996	This structure plan has been the basis from which all subsequent subdivision guide plans, scheme amendments and subdivision proposals have been approved/endorsed.
Wishart Place Structure Plan and Amendment No. 1	December 2002	Provides guidance for subdivision and development relating to access and road alignment, remanent vegetation, POS, conservation, fire management, subdivision criteria, screening, proximity to vineyards and Residential and Special Residential land use designation. This structure plan has been the basis from which all subsequent subdivision guide plans, scheme amendments and subdivision proposals have been approved/endorsed.
McLean Road/Kearsley Road Structure Plan for Lots 348, 349 & 350 McLean/Kearsley & Mt Shadford Roads	August 2023	Provides guidance for subdivision and development relating to Residential and Special Residential lots, remnant vegetation and tree retention, bushfire and stormwater management, and access. This Structure Plan has been the basis from which the subsequent scheme amendment and subdivision proposals have been approved/endorsed.
Horsley Road/Rockford Road Local Structure Plan	May 2012	Residential development of 343 lots, with densities ranging from R20 – R30. Lot layout, POS, building setback, pedestrian movement, drainage, fencing, access, and landscaping. This structure plan has been the basis from which subsequent subdivision guide plans, scheme amendments and subdivision proposals have been approved/endorsed.
Lot 5 South Coast Highway Local Structure Plan	December 2009	Provides guidance for subdivision and Residential development in relation to landscaping, bushfire management, POS, access and movement, and significant tree retention. This structure plan has been the basis from which subsequent subdivision proposals have been approved.
Weedon Hill Outline Development Plan	March 2002	Residential and Special Residential development of 27 lots, ranging between R5, R10 and R15. Addressing matters relating to access, drainage, location of retail, primary school, and POS, and bushfire management. This structure plan has been the basis from which subsequent scheme amendment and subdivision proposals have been approved/endorsed.
Peaceful Bay Structure Plan	June 2001	Outlines provisions for village settlement areas, existing leasehold area, conservation areas, conservation lots, landscape protection area, and rural residential lots. This Structure Plan has been the basis for subsequent proposals.



Acronyms

APZ	Asset Protection Zone	LPP	Local Planning Policy
BAL	Bushfire Attack Level	2011 LPS	Local Planning Strategy 2011
BHL	Bushfire Hazard Level	NatHERS	Nationwide House Energy Rating Scheme
BRM	Basic Raw Materials	NCC	National Construction Codes
BRIGS	Bushfire Resilience in the Great Southern	PDWSA	Public Drinking Water Source Areas
CHRMAP	Coastal Hazard Risk Management and Adaption Planning	POS	Public Open Space
DBCA	Department of Biodiversity, Conservation and Attractions	SES	State Emergency Services
DLPH	Department of Planning, Lands and Heritage	SPP	State Planning Policy
DMIRS	Department of Mines, Industry Regulation and Safety	SRMP	Sport & Recreation Master Plan
DoT	Department of Transport	STS	Sustainable Tourism Strategy
DWER	Department of Water and Environmental Regulations	THOW	Tiny Homes on Wheels
DWSP	Drinking Water Source Protection Plans	TPS3	Town Planning Scheme No. 3
ESD	Ecologically Sustainable Development	VLE	Visual Landscape Evaluation
LCA	Life Cycle Assessment	VFRS	Volunteer Fire and Rescue Services
LIA	Light Industrial Area	WAPC	Western Australian Planning Commission
		WSUD	Water Sensitive Urban Design
		WWTP	Waste Water Treatment Plant



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