

# PEACEFUL BAY HERITAGE PRECINCT

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## CONSERVATION PLAN



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FOR THE SHIRE OF DENMARK

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## 1. EXECUTIVE SUMMARY

### 1.1. Objectives and background

Peaceful Bay is a popular holiday, tourist and recreational settlement on the south coast of Western Australia. The small settlement is located behind the primary sand dunes of Peaceful Bay and is surrounded by National Park and nature reserves.

*Peaceful Bay Heritage Precinct* is the original leasehold subdivision of the settlement and consists of 163 small lots which were created incrementally between 1957 and 1964, as a part time holiday destination.

The precinct is unique in Western Australia and has its own special character which is that of a relaxed, informal, low-key holiday location with a predominantly 1960s aesthetic. The elements are simple and minimal. Roads are single lane and paved with gravel (with the exception of First Avenue which has been bitumenised and partially kerbed). The roads often weave around pre-existing peppermints.

Each lot contains a small house. These houses are simple, inexpensive structures, lacking in ornamentation. The materials and method of construction is homogenous. Most of the houses are timber framed and clad in either cement sheeting or jarrah weatherboards, or a mix of both. Roofs are either low pitched skillions or medium pitched gables and the roof sheeting is usually galvanised corrugated sheeting.

The houses are located informally on the blocks, with a wide variety of setbacks to all boundaries. There are very few fences. The predominant landscape elements are lawned areas which run between the houses and a large number of mature peppermints. There are a few areas where exotic species have been planted. The precinct is surrounded by areas of native vegetation.

A large proportion of the leaseholders came from the farming communities of the Great Southern, particularly the Kojonup/Cranbrook/Katanning areas and the area around Manjimup and the Shannon. These rural communities brought the quality of openness to the precinct and their ability to improvise and make do to the construction of the holiday houses. A large portion of the leases remains with the original leaseholders or their descendants which creates a very strong sense of community.

The unique character of the precinct lies both in its physical appearance and in the very strong sense of community that exists between the people who occupy it. This character is highly valued by the leaseholders and the wider community.

The current leases expire in 2010 and the Shire of Denmark is considering the options of the future tenure of the titles. In 2000, a structure plan for Peaceful Bay identified a requirement for sewage and site drainage to be upgraded<sup>1</sup>.

This Conservation Plan has been commissioned by the Shire of Denmark to define the significant aspects that create the special character of the precinct and to propose policies and guidelines that will help preserve the special character of the place.

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<sup>1</sup> Ayton, Taylor and Burrell, Peaceful Bay Structure Plan, 2000

This Conservation Plan has been funded by the Shire of Denmark and by a grant from the Lotteries Commission.

## 1.2. Historic Overview

The South West of Western Australia was originally the home of the Meneng language group of the Nyungar tribe.

After white settlement, the area was used by pioneering families for droving cattle and early maps show that there was a droving track to the north of Peaceful Bay in the 1830s. Five thousand acres of land including the area around Peaceful Bay was leased to A.Y. and A.W. Hassell in the 1870s. When these leases expired, the land became Government reserve.

The Peaceful Bay area became popular as a holiday destination in the 1930s and 1940s as farmers from the Manjimup, Kojonup and Lake Muir districts began camping there as they took their cattle to the coastal areas for summer grazing. Others came to camp and enjoy the fishing. By the 1940s, about 10 families regularly spent time there during the summer months and by the mid-1950s, a number of families had begun to build beach shacks to make their extended summer stays more comfortable.

As interest in the area as a holiday spot grew, several inquiries were made to authorities in Denmark and Perth regarding the possibility of leasing or purchasing land at Peaceful Bay. In January 1956, the Denmark Road Board decided to have Peaceful Bay declared a reserve for camping and recreation, where people could build holiday houses under leasehold conditions.

Reserve 24510 was gazetted on 24 July 1956 and vested in the Denmark Road Board for the purpose of camping and recreation with the power to lease for up to 21 years.

In November 1956, the Surveyor General visited Peaceful Bay and commented to the Denmark Road Board on the 'importance of such reserves and their preservation for all time for the benefit of the greatest possible number of people'. He also advised the Board members that they 'had a duty to resist any attempt to change the status of the land and should guard against the building of expensive permanent residences by applying a reasonable limit [on the cost of constructing beach cottages].'<sup>2</sup> The Road Board agreed that leases would be for a maximum of 10 years and that buildings would be worth a minimum of £100 to a maximum of £750.<sup>3</sup>

Together with the Land Department, the Denmark Road Board formulated a standard lease for the blocks. The lease stipulated the terms of occupation and forfeiture, as well as minimum standards for the houses. The Road Board intended that the development would be self-supporting from the income from the leases.

Between January 1957 and early 1958, 90 blocks had been surveyed and released. In order to protect the beach from buildings, the subdivision was laid out in a depression

<sup>2</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Instruction to Divisional Surveyor South from Undersecretary of Lands, 20 November 1956.

<sup>3</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 15 November 1956.

behind the frontal sand dunes. As demand continued to outstrip supply, another 73 blocks were surveyed and released in 1961.

The houses were constructed in a variety of building materials and designs. Some (such as the first Shannon Hall which was divided to become the cottages on Lots 27 and 81) were made from buildings transported from timber settlements.

By early 1961, the leaseholders were dissatisfied with the level of service and amenities at Peaceful Bay. They formed the Peaceful Bay Association, with membership open to leaseholders and anyone else with an interest in Peaceful Bay. The Association met regularly and were responsible for improving road access, sanitation and water supply and providing other amenities through lobbying the local Council. Their own fundraising activities and working-bees also contributed. The Association was also concerned with the wider Peaceful Bay area (including the camping area and beaches) and over the years formed a fire brigade, sea rescue group and first aid post.

Up until the mid-1980s, leaseholders had enjoyed an implied extension of their leases on a year-by-year basis for a moderate fee. However, c. 1989 the Shire of Denmark reviewed the lease agreement in a bid to expand the settlement and upgrade facilities. A new subdivision of 40 leasehold lots was created and the terms of the existing lease agreement restructured, including an increase in the fee. The Peaceful Bay community began to lobby for improvements to services and the conversion of lots to freehold.

A number of freehold sites were developed to the west in the 1980s, and a further forty lots were constructed in the Fifth Avenue freehold subdivision to the north in 1989. In 2000, a Structure Plan for the Peaceful Bay settlement was prepared to assist in the future planning of the overall area<sup>4</sup>. One of the recommendations of this report was that reticulated water and sewer be provided to every lot in the settlement and that the drainage to *Peaceful Bay Heritage Precinct* be upgraded.

In 2002, Peaceful Bay is the only reserve in the Shire of Denmark with a small settlement and resident population, although most of the houses are only seasonally occupied. The current leases expire in 2010 and the Shire of Denmark is considering the options of tenure for the lots.

### 1.3. Physical Evidence

*Peaceful Bay Heritage Precinct* is set in a flat area behind the primary dunes of Peaceful Bay. The precinct consists of 163 small leasehold lots surrounding four parallel roads: First, Second, Third and Fourth Avenues. These are connected at the respective ends by East and West Avenues and in the centre by Central Avenue. Each lot is 456 m<sup>2</sup>, apart from lot 163 adjacent to the caravan park which is just over 2000 m<sup>2</sup>. Each lot contains one small house, making 163 dwellings.

For the purposes of this study, the curtilage of the precinct includes:

- the areas of native vegetation that surround it and create its greater setting, also
- the carpark and area around the shop which creates an entry into the precinct.

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<sup>4</sup> Ayton, Taylor and Burrell, Peaceful Bay Structure Plan, 2000

The areas of native vegetation consist mainly of mature peppermint trees and are located in the primary dune to the south; the caravan park to the east; between the precinct and Fifth Avenue to the north; and between the precinct and the oval to the west. (See Figure 11)

The roads in the precinct are single lane gravel roads with no kerbs, drains or footpaths and often weave between the trees, creating an informal atmosphere. The exception is First Avenue which is the main vehicular thoroughfare between the beach carpark and the shop and is paved with bitumen and partially kerbed on the south side. There are also speed humps and two traffic islands in this street.

Another contributing factor to the informal atmosphere of the place is the wide variety of set backs. A few houses are set very close to the front boundary and a few are set close to the rear boundary. Often they are set close to one side boundary with a wide setback to the other side boundary. All the houses are set parallel to the boundaries.

The predominant landscaped elements are the large areas of lawn around the houses which merge into the front verge and the large number of mature peppermints between the houses. There are very few fences and the fences that are extant are usually timber post and rail or post and wire with low visual impact. A couple of supersix fences in Fourth Avenue are visually intrusive to the precinct.

There is very little visual clutter in the precinct due to the absence of introduced elements such as paths, letter boxes, signs (apart from street signs and house names) and service elements. Introduced elements are the power poles with overhead power lines and new concrete lidded telecommunications pits which were recently introduced (February 2002). A small number of houses have driveways.

The houses are usually small, single storey and constructed of lightweight materials. They are usually clad in flat cement sheet or jarrah boarding or a mix of both and the roofs are set at a low or medium pitch and are usually clad in galvanised corrugated steel. The form of the houses is simple and most of the houses are rectangular with either a gable or skillion roof. Many of the houses have additions, such as skillion extensions to the rear and verandahs to the front.

Although the first impression is that the construction of the houses varies, in fact the construction is quite homogenous and most of the houses can be placed in two categories:

**1. Shallow pitched skillion roofed houses with a 1960s aesthetic.**

These are usually clad in cement sheeting, but some are clad in jarrah weatherboards. The windows are small with horizontal proportions, usually aluminium although there are some louvred glass windows. The aluminium may have replaced earlier timber windows. These houses were usually originally constructed without a front verandah and many still remain as such, however, a number of houses have recently had small verandahs added.

## 2. Small medium pitched gable cottages.

Most of these appear to have been constructed on site and clad in cement sheeting. The windows are horizontally proportioned and many were originally constructed without verandahs, although many have had verandahs added.

A number of this type of cottage were transported from the area around the Shannon and assembled with their original verandah. The "Shannon" houses are clad with jarrah weather boards, although some have a mix of weatherboards and flat cement sheeting. The windows to the Shannon houses are usually have classical vertically proportioned sash windows. A large proportion of this type of house has a skillion extension to the rear.

A small number of houses vary from these two categories: there are a small number of hipped roofed houses, some shallow pitched front facing gables, one brick house (which probably replaced an earlier building of lightweight construction), one two storey extension and a couple where the external walls have been reclad recently in colorbonded custom orb.

Other buildings within the precinct are the two community buildings located at the east end of the south side of First Avenue: the Progress Association Hall and the Sea Rescue Building. These buildings are constructed of steel, with industrial profile colorbond cladding and are on a larger scale than the houses. A colorbonded steel Fire Brigade building and a children's playground have been constructed in the area of native vegetation between West Avenue and the oval, in the curtilage of the precinct.

At the entrance to the precinct from the beach is an area of bitumen roadway and carpark which is a junction between First and East Avenues, the caravan park and the shop. This area is a contrast to the dense and intimate character of *Peaceful Bay Heritage Precinct*.

### 1.4. Condition

The condition of the precinct is fair. Roads appear to be well maintained by the Shire of Denmark. Stormwater drainage is presently an issue in the winter months due to the high water table.

The landscaping is generally well maintained, although some of the peppermint trees have been severely pruned, often down to stumps which is detracts from the aesthetic value of the precinct.

The condition of the houses varies. Most are in fair condition. A small number have recently been refurbished. Some of the houses require urgent maintenance. Items such as such as cracked sheeting, rusting roof sheeting, brittle weatherboards and other damaged or deteriorating fabric require attention.

### 1.5. Authenticity

The precinct displays a high level of authenticity. The layout of the original subdivision remains in the layout of the roads and lots and in general the precinct retains its original simplicity and minimal detailing. The native vegetation that surrounds the precinct remains, as do many of the mature peppermints and small pockets of remnant

vegetation within it. The large areas of lawn around the houses are also considered to be an authentic element. The single lane roadways were originally sand tracks. These were paved with gravel in 1962, three years after the initial subdivision and are considered to be an authentic element. Elements that have been altered or introduced to the precinct include:

- the introduction of overhead power lines on timber poles;
- the roadway to First Avenue which has been widened, bitumenised and kerbed. Speed humps and traffic islands have also been added to this street;
- the construction of the Progress Association Hall and Sea Rescue Building on First Avenue and the Fire Brigade building on West Avenue. These buildings are in a larger scale to the original small houses and are clad in industrial profile colorbonded steel which is not an authentic material within the precinct;
- exotic planting;
- the introduction of large steel sheds and garages close to the front boundary;
- super six and any solid fencing; and
- telecommunications pits.

Most of the houses in the precinct retain their original form and fabric, although many have been added to, mostly by rear skillion extensions. Other elements of the houses that are not considered to be authentic include;

- the introduction of verandahs to houses which previously had none;
- the introduction of colorbonded cladding to walls and roofs;
- the removal and replacement of jarrah weatherboarding;
- brick construction;
- two storey construction;
- over height TV antennae; and
- timber windows and louvred windows which have been replaced with aluminium sliding windows.

## 1.6. Statement of Significance

*Peaceful Bay Heritage Precinct*, a settlement of 163 holiday houses set in individual lease lots in the townsite of Peaceful Bay, has cultural heritage significance for the following reasons:

- the place is highly valued by the community for its aesthetic character and its relaxed and informal atmosphere. The aesthetic character of the precinct is that of a simple and minimal beachside development of the 1960s and is created by a combination of different factors including a dense grid like pattern of small simple houses; homogeneity of the form and materials of the houses; informality and variety in the setout of the buildings on the blocks; narrow gravel roads; large areas of lawn which flow from the road edge around the houses; large numbers of mature peppermints which provide a canopy of shade throughout the precinct and which surround the precinct; and the absence of other elements apart from a few simple fences;
- the place has been the holiday place of many leaseholders over a long period of time. This grouping of like-minded people with a common philosophy and similar lifestyle has created a close-knit community who have a deep sense of attachment to the place;

- the place is highly valued by the local community of leaseholders and regular visitors to the area. This was formalised through the formation of the Peaceful Bay Progress Association in 1961. The Association continues provide improved amenities and services through its own fund-raising and labour efforts, as well as by lobbying government authorities;
- the place was one of the first subdivisions in Western Australia of leasehold land released for the construction of beach cottages for short-term occupancy and served as a model for later subdivisions;
- the place provides a good example of an intact beach shack settlement in Western Australia. As a planned settlement under leasehold conditions, the cottages that make up *Peaceful Bay Heritage Precinct* are not under threat of removal. The majority of squatter shack settlements on the Western Australian coast are not under formal tenure and have been removed as the result of government policy;
- the place is representative of the trend towards extended beach-side holidays that emerged in the 1950s as Australian families became more affluent and mobile. In Western Australia, this was exemplified by farmers and graziers from the hinterlands who sought isolated coastal beaches for inexpensive family holidays. As a spot became favoured, many established permanent camps in the form of beach shacks and cottages. *Peaceful Bay Heritage Precinct* provides a good example of this, though it is more formalised than many of the shack settlements on the Western Australian coast.
- The condition of the precinct is generally fair, with roads being well maintained by the Shire of Denmark. The major items requiring attention are stormwater and sewage. Strategies for these issues are discussed in the Peaceful Bay Local Structure Plan<sup>5</sup>.

### 1.7. Heritage Listings

#### Register of Heritage Places - Heritage Council of Western Australia

*Peaceful Bay Heritage Precinct* is currently listed on HCWA's assessment program for possible inclusion in the State Register of Heritage Places.<sup>6</sup>

#### Municipal Heritage Inventory - Shire of Denmark

In 1999, *Peaceful Bay Heritage Precinct* (as Original Peaceful Bay Settlement) was included in the Shire of Denmark's Municipal Heritage Inventory as a Category C place. Category C: retain and conserve if possible; endeavor to conserve the significance of the place through provisions of the Town Planning Scheme; a more detailed heritage assessment/impact statement may be required prior to approval being given for any major redevelopment or demolition; photographically record the place prior to any major redevelopment or demolition.

#### Town Planning Scheme - Shire of Denmark

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<sup>5</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

<sup>6</sup> HCWA to Shire of Denmark 22/10/2002

*Peaceful Bay Heritage Precinct* was included in the Shire of Denmark's Town Planning Scheme in April 2000.

### **Classified List - National Trust of Australia (WA)**

*Peaceful Bay Heritage Precinct* has not been assessed for listing as a classified heritage place.

### **Register of the National Estate - Australian Heritage Commission**

*Peaceful Bay Heritage Precinct* was considered for inclusion in the Register of the National Estate in 1994. Following a period of public consultation, it was not included in the Register.

#### **1.8. Conservation Policy**

The cultural heritage significance of the precinct lies in the minimal and simple elements that have been introduced. These consist of four main elements:

- small simple houses;
- lawned areas surrounding the house;
- large numbers of mature peppermints;
- narrow gravel roads.

It is the lack of other introduced elements that give the precinct its character of simple holiday shacks placed in a natural setting.

The following list is a summary of policies proposed to retain this character.

1. There should be no demolition or removal of any of the original portions of the buildings, unless certified unsafe by a structural engineer with suitable heritage experience.
2. There should be no addition to the front or sides of any of the buildings unless:
  - it is to one of the few buildings that are located at the rear of the block, or
  - it is a small verandah addition.
3. Alterations and additions to the houses should be in a scale, form and materials which are similar to the authentic form, scale and materials of the existing houses i.e.
  - small,
  - single storey,
  - roof form to be appropriate, usually gable or skillion,
  - galvanised corrugated steel roof sheeting (custom orb profile),
  - low or medium pitch roof,
  - wall sheeting to be flat cement sheet or jarrah weatherboards. Matching materials and profiles will be acceptable.
  - no brick, concrete, stone or other 'solid' wall construction,
  - no two storey construction,
  - no decorative elements such as lattice work, balustrading, decorative gable features etc., although balustrading may be required for BCA and safety reasons
4. The predominant landscaped elements of open lawn and peppermints should be retained and enhanced. The introduction of exotic species should be discouraged. Pockets of remnant vegetation should be conserved.

5. The erection of fences should be discouraged. Any fences that are required should be post and rail with mesh infil, to match the predominant fencing in the precinct. This type of fencing has little visual intrusion.
6. The single lane gravel road streetscape is seen as an important element that contributes to the informal character of the place and should be retained. The bitumen, traffic islands and kerbing to First Avenue is out of character with the rest of the precinct, but is necessary at the present time as this road is the main vehicular access way between the new beach carpark and the shop. If the opportunity arises to limit or redirect through traffic, consideration could be given to reinstating the original finish to be in character with the other roads in the precinct.
7. There should be no kerbs, drains, paths, signs, or other elements introduced to the streetscape.
8. The use of letter boxes should be discouraged to minimise visual clutter and the opportunity investigated to maintain a centralised mail collection.
9. The provision of paved driveways should be discouraged. If driveways are required, they should be constructed of appropriate materials and with as little visual intrusion as possible.
10. Elements that have been identified as intrusive should be removed or replaced when the opportunity arises. These include power poles, super six fences, large garages and sheds to the front of the lots, decromastic and concrete roof tiles, brickwork and tall over height TV aerials.
11. The Shire of Denmark should consider options to discourage through traffic from First Avenue and the precinct.
12. The entrance to the precinct from the shop should be upgraded by creating a more intimate streetscape using elements that are appropriate to the precinct.
13. Proposed services such as sewer, potable water and underground electricity should be located with as little visual intrusion and disruption of the existing fabric.
14. If the leases are transferred to private ownership, strata titles would be a preferred option to freehold titles. This would enable required services to be introduced with less expense, visual intrusion and disruption of the fabric of the precinct.
15. Stormwater disposal from the precinct is inadequate and should be upgraded, in accordance with the Peaceful Bay Structure Plan<sup>7</sup>.
16. The Shire of Denmark to establish a management process to control development of the precinct according to this Conservation Plan, including:
  - the coordination of the introduction of any proposed services to the precinct, and
  - providing guidelines to all leaseholders and any other relevant parties to guide future development of the precinct. An indicative set of guidelines is included in appendix 2 of this report.
17. Should the opportunity arise, original authentic finishes that have been removed should be reinstated, e.g. jarrah weatherboards, flat cement wall sheeting and galvanised corrugated roof sheeting.
18. Should the opportunity arise, consideration should be given to the refurbishment of the Progress Association Hall and the Sea Rescue building in a style that is

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<sup>7</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

- more appropriate to the precinct, without mimicking the historicist style of the precinct.
19. The scale of the Fire Brigade building is not in keeping with the other buildings in the precinct, and the fire equipment is likely to be relocated to another building outside the curtilage of the precinct. If the community wishes to retain the present building in situ, the large cleared areas around the building should be replanted with native vegetation which would minimise the impact of the large scale of the building.
  20. Houses that require urgent maintenance work should be attended to immediately, so that no significant fabric is lost from the precinct.
  21. The amalgamation of lots will not be permitted and only one house will be permitted to be constructed on each lot.
  22. To limit the size of the houses, a site cover of .3 is recommended for the main house and an additional .2 for sheds, garages and outbuildings.
  23. The site of an historic drovers' track crosses the south east corner of the precinct and consideration should be given to the archaeological potential of the site before any major excavation works, such as proposed service trenches. Grant money is available for this type of work and could be costed into the proposed infrastructure program. Leaseholders should also be mindful of any potential archaeological findings and the Progress Association should consider storing and displaying any found elements as part of an interpretation policy.
  24. The areas of native vegetation that surround the precinct should be retained and conserved.
  25. The use of the place should remain for holiday or residential use.
  26. The provision of interpretation of the place should be considered, in a location that is accessible to residents and visitors.
  27. Encourage the compilation of the history of each house and associated outbuildings, together with photographs and social history.

### **1.9. Urgent Conservation Works**

Any urgent maintenance required to any of the houses should be attended to as soon as possible, with advice sought from a heritage professional when required, e.g. where structural advice is required or fabric is altered.

### **1.10. Implementation of the policy**

The responsibility for the implementation of this Conservation Plan lies with the Shire of Denmark. The Shire of Denmark should adopt this policy as a guide for the preservation of the cultural heritage significance of the precinct.

The responsibility for the maintenance, refurbishment or additions to the houses lies with the individual leaseholders, in accordance with the Shire of Denmark and the design requirements for the precinct.

The maintenance and, if possible, refurbishment of the community buildings lies with the Peaceful Bay Progress Association.

Interpretation of the place lies with the Progress Association and the Shire of Denmark.

### 1.10.1. Programming of the Work

#### Short term policies

1. The Shire of Denmark adopt this Conservation Plan as a management tool to guide future decisions regarding the place.
2. The Shire of Denmark to consult with the community on the requirements of the Conservation Plan and establish an acceptance by the community of the kind of controls that they see as beneficial.
3. Inspect the houses for any urgent maintenance work required and attend to, being a condition of the lease. Specific expertise may be required. (Leaseholders)
4. The Shire of Denmark to amend the lease agreement requesting the removal of houses whose owners have reneged on their lease agreement, so that no significant fabric is lost from the precinct.
5. The Shire of Denmark to establish design guidelines for the sensitive refurbishment and additions to the buildings. (See appendix 2)
6. The Shire of Denmark to establish landscaping policies for the precinct, establish guidelines for pruning the peppermint trees and enforce the current lease clause regarding native trees in the precinct. (See design guidelines appendix 2)
7. The Shire of Denmark to establish streetscape policies. (See design guidelines appendix 2)
8. The Shire of Denmark to establish options for and coordinate, the introduction of services such as sewer, underground power and reticulated potable water to the precinct to ensure that future service elements are introduced with a minimum of visual intrusion and damage to significant fabric.
9. The Shire of Denmark to upgrade the drain to the north of the precinct to ensure stormwater is drained away from the precinct. The Peaceful Bay Local Structure Plan June 2000 discusses policies which are considered appropriate to the cultural heritage significance of the precinct
10. The Shire of Denmark investigate options to discourage through traffic from the precinct.
11. The Shire of Denmark establish the most effective tenure of the lots when the present leases expire in 2010.

#### Medium term policies

1. Establish an interpretation policy for the site and collect as much oral history of the place and the individual houses as possible. (Shire of Denmark, Progress Association and leaseholders)

## Long term policies

1. Remove elements classified as intrusive.
2. Reinstate original elements where possible. (Leaseholders and Shire of Denmark)
3. Implement options to discourage through traffic in the precinct.
4. Refurbish the Progress Association Hall and the Sea Rescue Building to be more appropriate to the cultural heritage significance of the precinct.
5. Either relocate the Fire Brigade building away from the precinct and its curtilage and reinstate the native vegetation, or reinstate the native vegetation around the building when the building is vacated by the Fire Brigade.
6. Any new lease or transfer of title should incorporate the policies of this conservation plan. (Shire of Denmark)
7. Consider the archaeological potential of the site, and apply for grant money for an archaeological assessment if considered appropriate when major infrastructure works are proposed for the precinct. (Shire of Denmark)

## 2. INTRODUCTION

### 2.1. Study Objectives

This Conservation Plan was commissioned by the Shire of Denmark and its purpose is to:

- assess the cultural heritage significance of the *Peaceful Bay Heritage Precinct*;
- assess the nature and extent of that cultural heritage significance; and
- develop a conservation policy for the place to guide future decisions in respect of the significance of the place.

It is intended that this Conservation Plan be used as the primary guiding document for the conservation and future use of the place. Its main objective is to ensure that all future decisions about the place are carried out with regard to the retention of the significance of the place.

### 2.2. Study Background

Peaceful Bay is a popular holiday, tourist and recreational destination on the south coast of Western Australia. The small settlement is located behind the primary sand dunes of Peaceful Bay and is surrounded by National Park and nature reserves.

*Peaceful Bay Heritage Precinct* is the original leasehold subdivision of the settlement and consists of 163 small lots which were created incrementally between 1957 and 1964, as a part time holiday destination. Each lot now contains a small house.

The precinct is unique in Western Australia and has its own special character which is that of a relaxed, informal, low-key holiday location with a predominantly 1960s aesthetic. The elements are simple and minimal. Roads are single lane and paved with gravel (with the exception of First Avenue which has been bitumenised and kerbed). They often weave around pre-existing peppermints.

The houses are simple inexpensive structures, lacking in ornamentation. The materials and method of construction is homogenous. Most of the houses are timber framed and clad in either cement sheeting or jarrah weatherboards, or a mix of both. Roofs are either low pitched skillions or medium pitched gables and the roof sheeting is usually galvanised corrugated sheeting.

The houses are located informally on the blocks, with a wide variety of setbacks to all boundaries, although all the houses are set parallel to the boundaries. There are very few fences. The predominant landscape elements are lawned areas which run between the houses and a large number of mature peppermints. There are a few areas where exotic species have been planted. The precinct is surrounded by areas of native vegetation.

There are three community buildings in the precinct; the Progress Association Hall and the Sea Rescue Building, both on First Avenue and the Fire Brigade building on West Avenue.

A large proportion of the leaseholders came from the farming communities of the Great Southern, particularly the Kojonup/Cranbrook/Katanning areas and the area around

Manjimup and the Shannon. These rural communities brought the quality of openness to the precinct and their ability to improvise and make do to the construction of the holiday shacks. A large portion of the leases remains with the original leaseholders or their descendants which creates a very strong sense of community.

The unique character of the precinct lies both in its physical appearance and in the very strong sense of community that exists between the people who occupy it. This character is highly valued by the leaseholders and the wider community.

The precinct is listed in the Shire of Denmark's Municipal Heritage Inventory and is also listed as a Place of Heritage Value in the Shire of Denmark Town Planning Scheme.

In 2000, a Structure Plan for the Peaceful Bay settlement was prepared to assist in the future planning of the overall area<sup>8</sup>. One of the recommendations of this report was that reticulated water and sewer be provided to every lot in the settlement and that the drainage to *Peaceful Bay Heritage Precinct* be upgraded.

The current leases expire in 2010 and the Shire of Denmark is considering the options of the future tenure of the titles.

This Conservation Plan has been commissioned by the Shire of Denmark to define the significant aspects that create the special character of the precinct and to propose policies and guidelines that will help preserve the special character of the place.

This Conservation Plan has been funded by the Shire of Denmark and by a grant from the Lotteries Commission.

### **2.3. Location**

Peaceful Bay is located in the Shire of Denmark, between Walpole and Denmark. *Peaceful Bay Heritage Precinct* is part of reserve No. 24510. (See figures 1,2 and 3)

### **2.4. Study Area**

The study area is shown in Fig. 11 and comprises the leasehold lots around First, Second, Third and Fourth Avenues, Central Avenue, East and West Avenues and the immediate curtilage of the above streets.

The study area includes the Progress Association Hall and the Sea Rescue Building on First Avenue and the Fire Brigade building on West Avenue.

### **2.5. Study Brief and methodology**

This Conservation Plan has been prepared according to the Heritage Council of Western Australia's 'Conservation Plans- A Standard Brief for Consultants' (May 2001)

The brief requires the Conservation Plan to be completed in accordance with the guidelines and principles of *The Conservation Plan*, James Semple Kerr (National Trust of NWS, 5<sup>th</sup> edition, 2000) and *The Burra Charter (The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance)*, Australian ICOMOS Inc., 1999.

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<sup>8</sup> Ayton, Taylor and Burrell, Peaceful Bay Structure Plan, 2000

Compiling this report includes the following:

- reviewing documentary evidence in regard to the history of the place;
- conducting a physical survey of the place to assist in establishing the dates of construction, usage and condition of the buildings and elements;
- preparation of an assessment of cultural significance based on the Heritage Council of Western Australia's criteria for entry into the Register of Heritage Places;
- preparation of a statement of significance; and
- preparation of a conservation policy for the place.

The Conservation Policy for the place is based on:

- requirements, constraints and opportunities arising out of the significance of the place;
- the physical condition of the place;
- external requirements - heritage listing and statutory requirement; and
- owner and user requirements and resources.

## 2.6. Definitions

The preparation of a Conservation Plan involves the use of terms and procedures which are defined in *The Burra Charter* (Australia ICOMOS inc. 1999) to have specific meaning. The following provides a guide to the terminology used in this report.

**Place** means site, area, land, landscape, building or other work, group of buildings or other works and may include components, contents, spaces and views.

**Cultural Significance** means aesthetic, historic, scientific social or spiritual value for past, present or future generations.

Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings records related places and related objects. Places may have a range of values for different individuals or groups.

**Fabric** means all the physical material of the place including components, fixtures, contents and objects.

**Conservation** means all the processes of looking after a place so as to retain its cultural significance.

**Maintenance** means the continuous protective care of the fabric and setting of a place and is to be distinguished from repair. Repair involves restoration and reconstruction.

**Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration.

**Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

**Reconstruction** means returning a place to a known earlier state and is distinguished by the introduction of new material into the fabric.

**Adaptation** means modifying a place to suit the existing use or a proposed new use.

**Compatible Use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

**Setting** means the area around a place which may include the visual catchment.

## 2.7. Study Team

The Conservation Plan was prepared by David Heaver and Associates, project Architect Lynne Farrow. The Documentary Evidence was prepared by Jacqui Sherriff.

## 2.8. Acknowledgments

The following people have assisted in the preparation of this Conservation Plan. Their contribution is appreciated:

Peter Duncan, Principal Town Planner, Shire of Denmark

Jennifer Smith, Town Planner, Shire of Denmark

The Executive of the Peaceful Bay Progress Association: Roxanne Hawkes, Ailsie McKenney, Ron Anning and John Tuckit.

Members of the Peaceful Bay community who attended the public meeting to discuss this Conservation Plan in January 2002

Les Johnson, Historian.

## 2.9. Abbreviations

HCWA	Heritage Council of Western Australia
WC	Water Corporation
DOLA	Department of Land Administration
FESA	Fire and Emergency Services Authority

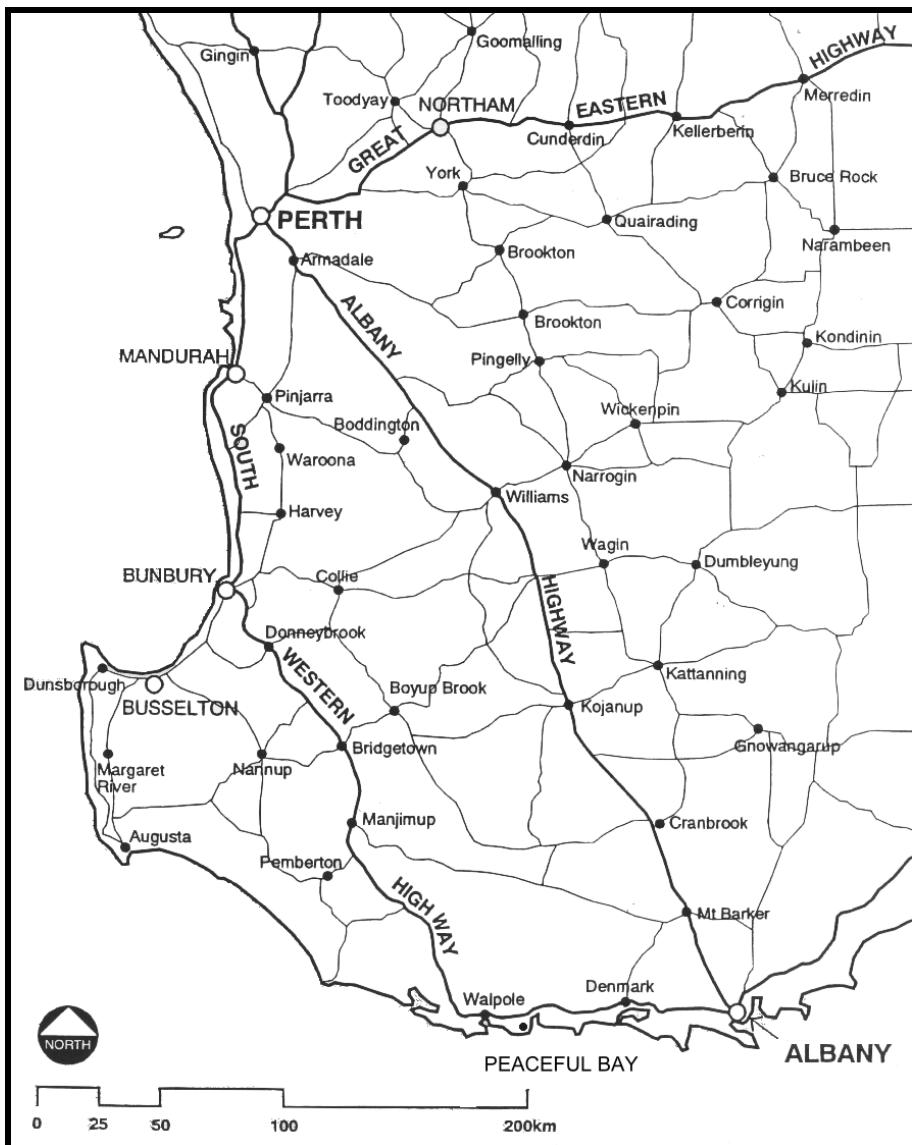


Figure 1 Peaceful Bay in relation to the south-west of Western Australia

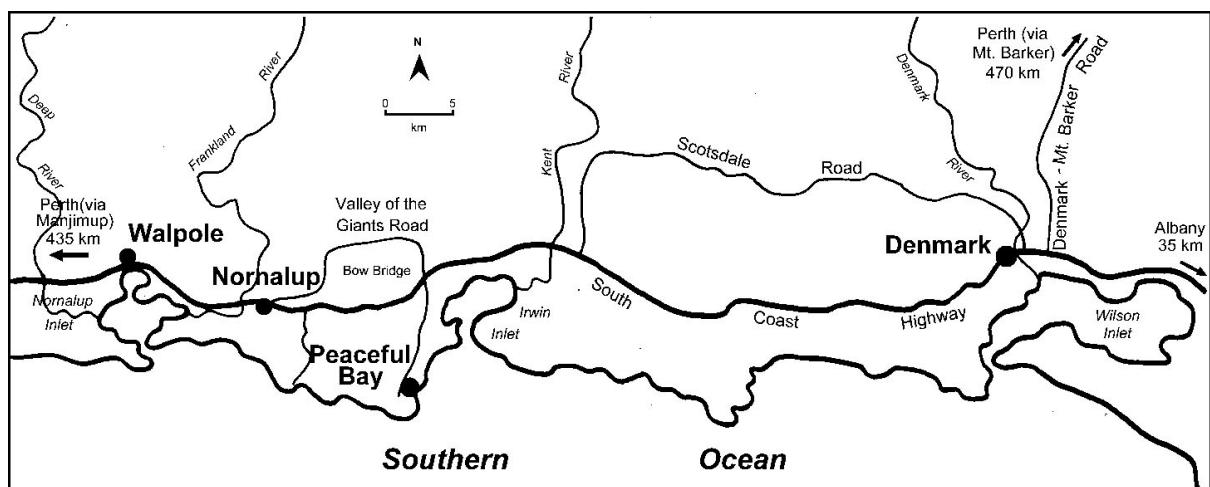
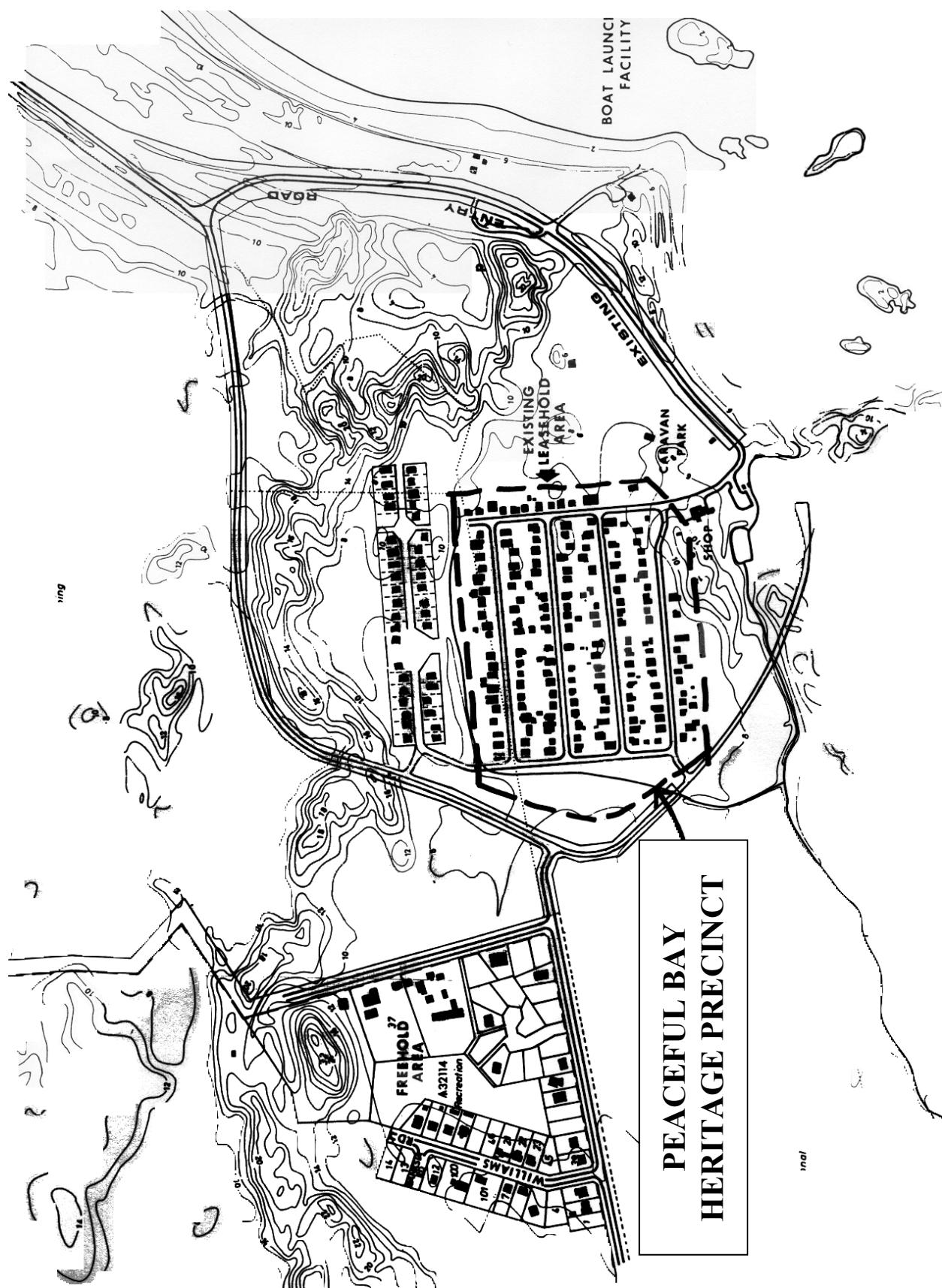


Figure 2 Location Plan of Peaceful Bay



**Figure 3** Peaceful Bay Heritage Precinct in relation to the Peaceful Bay settlement.  
Ayton Taylor Burrell

### 3. DOCUMENTARY EVIDENCE

#### 3.1. Introduction

*Peaceful Bay Heritage Precinct* was formed as a leasehold subdivision between 1957 and 1961. Containing 163 lots, it has been described as '....a low profile holiday resort patronised by local holiday-makers taking a relaxed vacation with family and friends'.<sup>9</sup>

The associated caravan park, 40 leasehold lots on Fifth Avenue released in 1989 and freehold lots to the west are outside the study area.

The following documentary evidence is based on primary and secondary sources. It provides an overview of the historical development of *Peaceful Bay Heritage Precinct*. It does not aim to provide a social history of the place.

#### 3.2. The Historical Development Of Peaceful Bay

##### 3.2.1 European Exploration and Settlement of the Area

Prior to European settlement, south-western Australia was home to the Meneng language group of the Nyungar tribe.<sup>10</sup> European exploration of the area commenced in 1622, when the Dutch ship *Leeuwin* examined the south-western coast of the Australian continent between Cape Leeuwin and King George the Third Sound. Following the establishment of a British settlement at King George the Third Sound in 1826, surgeon Thomas Wilson explored the area between Frederickstown (later Albany) and what was to become Walpole in 1829.<sup>11</sup> Others followed, including Captain Barker (1830), Captain Bannister (1831), Lieutenant Governor Captain James Stirling and Surveyor General John Septimus Roe (1831 and 1835) and Assistant Surveyor General Alfred Hillman (1833).<sup>12</sup>

Although Governor James Stirling and Surveyor General John Septimus Roe have been accredited with naming the area during their explorations, the earliest reference to the name is in 1935, when surveyor H. Spigle referred to 'Tract Two of peaceful bay 27/7/1935'. The use of lower case initials gives the inference that the surveyor was giving a description, rather than quoting a place name.<sup>13</sup>

By the 1860s, graziers from around present day Bridgetown, Manjimup and Mt Barker drove their herds to southern coastal areas during summer where they could find good feed for their stock [figure 4]. The Muir, Moriarty, Warburton, Blechynden, Sounness and Hassell families were amongst those that adopted this practice. Government leases were issued in order to regulate 'this virtually free use of land' and by the early 1870s, nearly all

<sup>9</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, pp. 149-157.

<sup>10</sup> Ian Conochie (comp), *Denmark: an outline history*, compiled for the Denmark 150<sup>th</sup> Celebrations Committee, 9 December 1979, p. 2. A number of archaeological sites have been identified in region, but none are located within the Peaceful Bay reserve. See 'Draft Coastal Management Plan, Shire of Denmark', Department of Conservation and Environment, Bulletin 199, January 1987.

<sup>11</sup> Denmark Historical Society, *Koorabup 'Special Centenary Issue: Selections from Denmark's First Century 1895-1985'*, No. 21, Spring 1995, p. 4.

<sup>12</sup> Ian Conochie (comp), *Denmark: an outline history*, compiled for the Denmark 150<sup>th</sup> Celebrations Committee, 9 December 1979, p. 4.

<sup>13</sup> Research by Les Johnson for David Heaver Architect, July 2001. Reference Field Book No 24, pp. 6 & 7. The name has been used since 1935 and was formally adopted as a place name in 1979.

of the coastal region around present day Denmark was leased to graziers who moved their herds to the area each year.<sup>14</sup>

Five thousand acres to the west of Foul Bay (covering the present day Peaceful Bay reserve) was leased to A Y and A W Hassell [figure 5].<sup>15</sup> Together with their father, Captain John Hassell, Albert and Arthur Hassell held a number of large pastoral leases in the south-west, including 'Kendenup' and 'Jerramungup', as well as a number of smaller holdings around Foul Bay.<sup>16</sup>

After the expiration of these early pastoral leases, the area to the west of Foul Bay was surveyed to create Hay Locations 1423 and 1424, Reserve 22975 (Camping and Flora Protection) and Reserve 17735 (Common) [figure 6].<sup>17</sup>

Meanwhile in the wider Denmark/Albany area, more land was opened for settlement in the 1880s when the West Australian Company built a land grant railway between York and Albany. Charles and Edwin Millar, brothers from Victoria experienced in railway construction and timber milling, were the successful tenderers for the railway. They secured leases in the Torbay-Elleker area and at Nornalup Inlet for timber the railway and in 1884 set up two saw mills at Torbay. Although these mills closed after only two years, others followed and by 1890, over 25% of the colony's timber exports were from the southern coastal areas. Locally, the opening up of the Eastern Goldfields in the early 1890s led to an increased demand for timber and the Millars (as Millars' Timber and Trading Company) set up two timber mills at Denmark. A network of tramways brought logs from the nearby forests for processing before being loaded onto railway trucks to Albany. The two mills worked day and night to meet demand and a third mill was built at Scotsdale in 1896.<sup>18</sup>

Denmark was a company town and by 1900, about 750 timber workers formed the nucleus of the town population of 1,000. All of the available timber finished about 1904 and the mills closed in 1905. Those that stayed on took up farming or vegetable and fruit growing or fishing. From 1907, the Government Land Office in Albany sold land at Denmark very cheaply in a bid to promote settlement. Market vegetables and dairying were the mainstay of the Denmark district for the next 60 years.<sup>19</sup>

A Group Settlement Scheme was established in the Denmark area in the 1920s to settle former British servicemen on farms. Although ultimately unsuccessful, it provided a great boost to the local economy. Roads and bridges were built and the railway was extended to Nornalup in 1927. A second land settlement scheme to settle ex-servicemen on farms following World War II was more successful.<sup>20</sup>

<sup>14</sup> Denmark Historical Society, *Koorabup 'Special Centenary Issue: Selections from Denmark's First Century 1895-1985'*, No. 21, Spring 1995, p. 8.

<sup>15</sup> Battye Library, Historic Map Series 298C, Sheet S45, c. 1890.

<sup>16</sup> Rica Erickson (ed), *Bicentennial Dictionary of Western Australians*, Volume II, University of Western Australian Press, 1979, p. 1397.

<sup>17</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Plan 456A/40.

<sup>18</sup> Ian Conochie (comp), *Denmark: an outline history*, compiled for the Denmark 150<sup>th</sup> Celebrations Committee, 9 December 1979, pp. 5-9.

<sup>19</sup> Ian Conochie (comp), *Denmark: an outline history*, compiled for the Denmark 150<sup>th</sup> Celebrations Committee, 9 December 1979, pp. 9-12.

<sup>20</sup> Ian Conochie (comp), *Denmark: an outline history*, compiled for the Denmark 150<sup>th</sup> Celebrations Committee, 9 December 1979, pp. 14.

### 3.2.2 The Peaceful Bay Heritage Precinct

Summer grazing of stock continued in the Peaceful Bay area until the 1930s and 1940s, with several farmers from around the Lake Muir, Manjimup and Kojonup districts driving their cattle to Peaceful Bay each year. These stockmen would have identified Peaceful Bay as a preferred camping spot and some returned each year to camp over the summer. Other campers trekked from Denmark to enjoy the fishing. By the 1940s, about 10 families regularly spent time at Peaceful Bay during the summer months.<sup>21</sup> The area remained remote, with access by bush track from the Denmark-Nornalup Railway or by sea. [figure 9]

By the late 1940s, a number of professional salmon fishermen were permanently camped at Peaceful Bay. In 1949, Hunt's Canning Company from Albany requested that the Denmark Road Board have the Peaceful Bay road repaired before the coming winter.<sup>22</sup> Although the Road Board advised that nothing could be done in the short term, they were successful in securing a grant of £650 for road improvements the following year.<sup>23</sup>

In March 1954, the Road Board Engineer reported that a section of the Peaceful Bay road had been widened and several low sections had been built up to provide better access.<sup>24</sup> Road work improvements continued the following years.<sup>25</sup> The Road Board received a Tourist Grant to gravel the road in March 1956.<sup>26</sup>

As access to Peaceful Bay improved and the area became more widely known among the local inland community, Peaceful Bay's reputation as an isolated holiday destination grew. Many appreciated the pristine environment and good fishing. The area took on a permanent aspect as more and more people camped there on an extended basis during the warmer months. In January 1956, the Denmark Road Board Engineer visited Peaceful Bay where he found about 100 camps:

In company with the Chairman and Mr Shaw [Board member] we inspected ...the area used for camping at Peaceful Bay. Peaceful Bay is a very popular camping area. There was [sic] several families camped on the area at the time of our inspection and permanent camps were also being erected. Sanitation requires attention. The area is very suitable for a camping area but at present is not declared as such.<sup>27</sup>

<sup>21</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, P. 151.

<sup>22</sup> Denmark Road Board Minutes (book covering 11-4-1940 to 15-7-1948), 17 June 1948. Following the establishment of Hunt's cannery operation in the early 1940s to process salmon and herring caught from the south coast beaches, several teams worked from the various beaches from which the fish were caught. Fishermen established seasonal camps at these beaches, in many instances forming the basis of holiday communities. See Grounds, Rick, 'Historical Study of Beach Fishing and Associated Structures at Parry's Beach and Boat Harbour', prepared for the Heritage Council of Western Australia, June 1992, pp. 4-6.

<sup>23</sup> Denmark Road Board Minutes (book covering 3-8-1948 to 2-12-1953), 17 February 1949.

<sup>24</sup> Denmark Road Board Minutes (book covering 9-11-1953 to 15-8-1956), Engineer's Report, March 1954.

<sup>25</sup> Denmark Road Board Minutes (book covering 9-11-1953 to 15-8-1956), Maintenance Schedule 1955-56.

<sup>26</sup> Denmark Road Board Minutes (book covering 9-11-1953 to 15-8-1956), 14 March 1956.

<sup>27</sup> Denmark Road Board Minutes (book covering 9-11-1953 to 15-8-1956), Engineer's Report, January 1956.

Some campers came from as far away as Manjimup and Rocky Gully and there were 'signs of the building of permanent huts etc.'<sup>28</sup>

The Denmark Road Board was keen to see the area developed as a formal camping site and sought to have Peaceful Bay considered for reservation 'for the present and future use of Campers and Tourists'. In its submission to the Lands Department, the Road Board advised that the camping area was in open coastal country, with an excellent water supply. The Road Board also expressed concern that unregulated development should not be allowed to continue in the area:

With no control and lacking sanitation, with so many people using the place it could become an element of danger as far as infectious diseases are concerned, the building of unauthorised huts and camps could also become embarrassing in the future.<sup>29</sup>

The Road Board suggested that Hay Locations 1423 and 1424, together with other land recommended by the Lands Department', be vested in the Board as a camping area, with the power to lease for up to 21 years.<sup>30</sup> The Board intended to set aside an area with shade trees as a public camping area and have a further area 'with small plots...to be available for leasing for the erection of "Holiday Hut[s]"'.<sup>31</sup>

At this time, both the Road Board and the Lands Department received many inquiries from the Manjimup and Tingledale areas (and one from metropolitan Perth) for seeking leasehold or freehold land at Peaceful Bay for beach huts.<sup>32</sup>

The Divisional Surveyor General inspected Peaceful Bay in April 1956:

It is a beautiful place. The bay is well protected, usually calm, with a good safe beach and the adjacent land provides extensive attractive camping areas, undulating sandy Peppermint and Banksia country...Peaceful Bay and the western shore of Foul Bay could become one of the outstanding holiday camping resorts on the south coast...<sup>33</sup>

He found several professional fishermen's camps opposite Location 1243 and four permanent holiday camps or cottages at Peaceful Bay near the stream, 'of which the largest

<sup>28</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board Secretary to Undersecretary of Lands, January 1956.

<sup>29</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board Secretary to Undersecretary of Lands, January 1956.

<sup>30</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board to Undersecretary of Lands, 29 March 1956.

<sup>31</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board to Undersecretary of Lands, 29 March 1956.

<sup>32</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board to Undersecretary of Lands, 29 March 1956.

<sup>33</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence Divisional Surveyor to Surveyor General, 4 April 1956.

had been erected within the last few months'.<sup>34</sup> [Figure 7] He recommended the establishment of a reserve for camping and recreation to 'give the Denmark Road Board control over development', particularly in the prevention of unauthorised cottages.<sup>35</sup>

Reserve 24510 of approximately 477 acres, comprising Hay Locations 1423, 1424 and 2229 (part of Reserve 22975 - Camping and Protection of Flora and Reserve 17735 - Common) was gazetted on 24 July 1956 [Figure 6]. It was vested in the Denmark Road Board for the 'purpose of camping and recreation with the power to lease for any term not exceeding 21 years'.<sup>36</sup> [Appendices 3 and 4]

By August 1956, an area of this reserve had been identified as suitable for subdivision into leasehold lots. The Road Board agreed to the site and the subdivision was laid out in a depression behind the frontal sand dunes. Applications for blocks were sought from the Albany, Denmark and Manjimup areas.<sup>37</sup>

The following notice was placed in the *Denmark Post* on 13 September 1956<sup>38</sup>:

**Public Notices**  
**Denmark Road Board**  
**Beach Huts - Parry Inlet & Peaceful Bay**

A considerable area of the coast line in the above localities has been vested in the Board with the power to lease small blocks for the erection of Holiday or Beach Huts. Applications are invited from persons interested naming the area desired. When the demand for such blocks has been ascertained, consideration will then be given to building, lease and other conditions. Any al-locations will be strictly in the order in which applications are received.

As interest was soon forthcoming, the Road Board Secretary requested instructions regarding lease conditions. The Road Board duly wrote a standard lease and forwarded it to the Lands Department for approval. The lease included the following:

- Purpose - to erect and maintain Holiday Cottages and Beach Huts
- Period - 10 years
- Rental - £5 per annum with five yearly review
- General conditions - any cottage or hut must be of recognised building materials and contain at least two rooms. Plans are to be submitted to the Denmark Road Board before building commences. Leases are not transferable unless with the consent of the Road Board. There is to be no undue destruction of native trees or shrubs or disturbance of surface soil likely to cause erosion.<sup>39</sup>

<sup>34</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence Divisional Surveyor to Surveyor General, 4 April 1956.

<sup>35</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence Divisional Surveyor to Surveyor General, 4 April 1956.

<sup>36</sup> Order in Council, vesting Reserve 24510 in the Denmark Road Board, 24 July 1956. The boundaries of Reserve 24510 were amended in 1975 and the area increased to approximately 218 hectares.

<sup>37</sup> Denmark Road Board Minutes (book covering 9-11-1953 to 15-8-1956), 15 August 1958.

<sup>38</sup> *Denmark Post*, 13 September 1956, p. 6.

<sup>39</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229

Leases could be forfeited:

- At the will of the Minister for Lands with three months' notice
- At three months' notice by the lessee, with all buildings removed and land left clean
- If arrears of rental of three months or more
- Non-compliance with instructions from Local Board of Health or the Public Health Department.
- Using land for any other purpose other than that for which it is originally leased.<sup>40</sup>

In November 1956, the Surveyor General visited Peaceful Bay and commented to the Denmark Road Board on the 'importance of such reserves and their preservation for all time for the benefit of the greatest possible number of people'. He also advised the Board members that they 'had a duty to resist any attempt to change the status of the land and should guard against the building of expensive permanent residences by applying a reasonable limit [on the cost of constructing beach cottages]'.<sup>41</sup> The Road Board agreed that leases would be for a maximum of 10 years and that buildings would be worth a minimum of £100 to a maximum of £750.<sup>42</sup>

By January 1957, the Divisional Surveyor had surveyed 40 lots, each 50 feet by 100 feet. As it was soon apparent that demand outstripped the number of blocks available, another 50 lots were surveyed during the year.<sup>43</sup> [Figures 7 and 8]

The Secretary warned the Road Board that careful planning was needed at Peaceful Bay as the area 'had been handed over with virtually no strings attached to it and an assured revenue from commencement'. He urged the Board to decide upon a long term development plan and how it should be financed. By now, lease forms were now being received with the first year's rental.<sup>44</sup>

By May 1957, 52 lots had been leased, along with two professional fishing camps (the fishing camps were outside the leasehold subdivision – see Figure 8). Approximately 20 lots had been built on.<sup>45</sup> Those holding leases included farmers and timber workers from

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Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board to Undersecretary of Lands.

<sup>40</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence from Denmark Road Board to Undersecretary of Lands.

<sup>41</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Instruction to Divisional Surveyor South from Undersecretary of Lands, 20 November 1956.

<sup>42</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 15 November 1956.

<sup>43</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Staff Surveyor to Surveyor General, 16 January 1957; Surveyor General to District Surveyor South, 22 January 1958. Leases to professional fishermen were outside this area.

<sup>44</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 15 March 1957.

<sup>45</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', plan showing original subdivision of 90 lots at Peaceful Bay, c. 1957.

Manjimup (9); farmers, store keeper and school teacher from Rocky Gully (7); farmers from Denmark (5), Kojonup (3), Tingledale (6) and Boyup Brook (5). Others came from further afield, including Broomehill, Picton, Victoria Park, City Beach and Inglewood.<sup>46</sup>

In January 1958, the Lands Department agreed to release a further 40 lots, with the warning that 'much needed to be done to improve sanitation if they were to be released'.<sup>47</sup> It seems that others were also concerned with the standard of development at Peaceful Bay, for the Road Board received a letter from the Walpole Branch of the Country Women's Association regarding poor conditions for visitors at Peaceful Bay.<sup>48</sup> As a small Road Board district, the Denmark authorities found it difficult to finance the development at Peaceful Bay and resolved to raise a loan of £3,000 over 20 years for amenities at the 'resort' (the loan was approved). A Peaceful Bay Committee was established to make recommendations on requirements and it was the Road Board's intention that Peaceful Bay be 'a self-supporting project'.<sup>49</sup>

Meanwhile, the Road Board was developing the nearby camping area. New toilets were erected in December 1956<sup>50</sup> and it was decided to appoint a caretaker for the camping ground.<sup>51</sup> An application for a shop at Peaceful Bay was rejected in December 1958, with the Road Board deciding to call for tenders for a shop instead.<sup>52</sup> The Surveyor General visited Peaceful Bay in early 1958 and found 'the reaction of the public and the type of building being erected [in the leasehold area] promising'.<sup>53</sup>

The following year, a Staff Surveyor reported to the Surveyor General on development at Peaceful Bay:

This area is developing extremely well. The Board has laid water to all huts in the form of taps along the 'streets' at about 2 to 3 chain intervals. A small brick block of toilets and iron public showers are under construction. Roads to the beach are being improved and I am sure that public demand will be strong when more blocks are surveyed. The Board and the district are pleased with the project as it is self supporting from lease monies.<sup>54</sup>

<sup>46</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', List of Leaseholders, May 1957.

<sup>47</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 16 January 1958.

<sup>48</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 20 February 1958.

<sup>49</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 9& 18 September 1958; 15 January 1959. No reports from or minutes of meetings of the Peaceful Bay Committee are included in the Road Board minute books.

<sup>50</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 18 December 1956.

<sup>51</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 19 December 1956.

<sup>52</sup> Denmark Road Board Minutes (book covering 13-9-1956 to 8-8-1960), 22 December 1958.

<sup>53</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Correspondence, 10 February 1958.

<sup>54</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Report of Staff Surveyor to Surveyor General, 3 September 1959. At the same time, the Surveyor inspected William Bay and Parry's Inlet and concluded that both were suitable for development along the lines of Peaceful Bay.

While it was generally agreed that further subdivision at Peaceful Bay should be 'along the lines of a townsite', the high water table (and doubtful success of septic systems) precluded this.<sup>55</sup>

In December 1960, the Denmark Road Board called a special meeting 'to consider proposals for the development of Beach resorts [in the Denmark Road Board district]...to a satisfactory solution to the problem of developing these areas on an orderly basis'. Representatives from the Lands and Town Planning departments attended to provide assistance. They warned against allocating all lots to locals and recommended that another area at Peaceful Bay be surveyed and vested in the Road Board for leasing for a period of 10 to 15 years. At the end of that time, the Road Board should have regained capital costs and could then throw open the blocks to be sold as freehold properties, with existing leaseholders having first preference.<sup>56</sup>

The Road Board resolved that Peaceful Bay would be completed on existing lines to self-supporting; Ocean Beach would be subdivided into a townsite, Parry's Inlet would be a combination of Road Board reserve and leasehold lots, while William Bay and Boat Harbour would be subdivided for private development.<sup>57</sup> At the next Road Board meeting, it was agreed that notice be given that no more buildings were to be erected on any of the coastal reserves within the district.<sup>58</sup>

In order to provide the improved services needed at Peaceful Bay, rents were increased to £10 per year in late 1960.<sup>59</sup> Despite this, services at Peaceful Bay remained inadequate. Of particular concern was the poor condition of the roads in the leasehold area. As they had not been formed when the area was surveyed, most of the roads were impassable.<sup>60</sup>

Despite the notification that no further building would be allowed on coastal areas, unauthorised building continued at Peaceful Bay. It appears that some were willing to test the veracity of the Road Board in enforcing this policy, as in early 1961 the Road Board Secretary reported that a hut had recently been erected by a Manjimup resident and that this was 'widely recognised as a test case in Manjimup'. The Secretary recommended that the Road Board 'immediately insist on [its] removal', as well as two other 'old huts'. In addition, many shacks had been built without permits as required by the lease agreement and the Secretary recommended that the Road Board take legal action against those concerned:

It is quite apparent that the time has come for the Board to put its foot down at Peaceful Bay and insist on compliance with the lease agreements and the controlling Acts in order to develop this reserve on orderly lines.<sup>61</sup>

<sup>55</sup> State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', File Note, June 1960.

<sup>56</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), 14 November 1960. The Board was also advised that the State Government no longer favoured this type of planning. It was now preferred that resorts be vested in the local authority to subdivide and erect permanent cottages of a good standard for letting to tourists at a weekly or daily fee.

<sup>57</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), 14 November 1960.

<sup>58</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), 17 November 1960.

<sup>59</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), 15 December 1960.

<sup>60</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), Secretary's Report, 26 January 1961.

<sup>61</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), Secretary's Report, 26 January 1961.

By March 1961, it had been decided that a further subdivision was required to meet the demand for lots at Peaceful Bay. The Road Board expressed concern that not all existing lots had been built on and that this was holding up the surveys for the new lots. The Board had already received many applications for the forthcoming blocks.<sup>62</sup> Mid-year, the Board applied to have another 40 blocks surveyed and leased with the specification that all buildings must meet a certain standard and be erected within a specified time.<sup>63</sup> Approval was granted in August and the Lands Department commenced the necessary surveys before the end of the year. As demand for blocks continued, it was agreed that 73 blocks be surveyed:

This will mean that the area will be in a compact block with both sides of the street taken up with blocks and, as there is a continuous demand, there will be no trouble in having all the lots leased.<sup>64</sup>

Application forms for new blocks were sent to interested persons and advertisements placed in newspapers throughout the south-west.<sup>65</sup>

By early 1961, leaseholders at Peaceful Bay were concerned with the lack of amenities (particularly sanitary disposal) provided by the Road Board.<sup>66</sup> Approximately 30 leaseholders met on 23 January 1961 and formed the Peaceful Bay Association 'to cater for the interests of those who holiday at Peaceful Bay'.<sup>67</sup> The Association met with the Road Board (and later, Shire Council) as required to discuss problems and concerns regarding Peaceful Bay, including the leasehold area, beach, camping ground and fishing regulations. For example, the two groups met in January 1962 to discuss the speed limit, roads and paths, a playground for children, poor drainage causing flooding of the leasehold area during wet weather and the urgent need for a public telephone.<sup>68</sup>

By mid-1962, plans had been drawn up for the caretaker's cottage and shop and a new ablution block for the camping ground. Water was reticulated to all leasehold blocks, a 30,000-gallon water tank installed, existing roads gravelled and roads constructed in the new subdivision.<sup>69</sup> A tender for the erection of the caretaker's cottage and shop was accepted in June 1963.<sup>70</sup>

Unauthorised building at Peaceful Bay continued to trouble the Shire. In late 1963, it was agreed that 'all unauthorised buildings at Peaceful Bay be served registered notice that they must remove them within 30 days', or else the Council would demolish them and recoup expenses through the sale of materials.<sup>71</sup>

<sup>62</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), Chairman's Report, 17 March 1961.

<sup>63</sup> Denmark Road Board Minutes (book covering 15-9-1960 to 16-8-1962), Secretary's Report, 15 June 1961.

<sup>64</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Correspondence from Denmark Road Board to Department of Lands, 26 January 1961.

<sup>65</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Correspondence from Denmark Road Board to Department of Lands, 26 January 1961.

<sup>66</sup> A b-weekly sanitary service was introduced soon after formation of the Association.

<sup>67</sup> Peaceful Bay Association Minutes, Inaugural meeting, 23 January 1961.

<sup>68</sup> Peaceful Bay Association Minutes, Meeting with Denmark Road Board, 20 January 1962.

<sup>69</sup> Denmark Shire Council Minutes (book covering 15-9-1960 to 16-8-1962), 25 June 1962.

<sup>70</sup> Denmark Shire Council Minutes (book covering 20-9-1962 to 15-4-1965), 19 June 1963.

<sup>71</sup> Denmark Shire Council Minutes (book covering 20-9-1962 to 15-4-1965), 17 October 1963.

By the mid-1960s, Peaceful Bay was one of a number of areas where the Denmark Shire Council leased small blocks for recreation and camping purposes. Others included Parry's Inlet, Light's Beach and Boat Harbour. Other camping areas under control of the Council included Peaceful Bay campsite, the Rivermouth Caravan Park (Denmark town) and the Nornalup Caravan Park. *Peaceful Bay Heritage Precinct* was the largest and generated the most income for the Shire.<sup>72</sup>

The Peaceful Bay Progress Association met with the Shire Council in late 1967 to discuss 'various problems at Peaceful Bay Resort'. Two local parliamentarians also attended the meeting. Issues discussed included the access road, continuing need for a public telephone, continuing problems of water supply and drainage, road safety signs and parking.<sup>73</sup>

By 1967, all but about 30 blocks had been built on.<sup>74</sup> The majority of the cottages were owner built and most were timber. A small number were buildings transported from timber settlements to the north-west. The original Shannon Hall was transported and sectioned to create the cottages on lots 27 and 81, while an old pub from Broomehill was relocated to Lot 43.<sup>75</sup>

The problem of a telephone service was addressed in early 1969, when the Peaceful Bay Association took matters into their own hands by organising a busy bee to erect telephone poles provided by the Shire. It was agreed that all leaseholders would pay a \$2 levy to defray the costs of machinery and fuel.<sup>76</sup>

With the sealing of the access road and the installation of a public telephone by the end of 1969, the Progress Association had achieved the majority of its aims. Like the Shire Council, the Association's President was wary of 'too much progress' at Peaceful Bay:

...I would sound a note of warning. We must beware of too much so-called progress. We must ask ourselves whether or not our Association's principal aims have been achieved. I think they have, but that we should remain associated to protect our common interests and to continue our excellent relations with the Denmark Shire Council.<sup>77</sup>

During the early 1970s, the Association organised more working bees to build shelter sheds and install rubbish bins on the swimming beach. Together with the Shire, drains and roads were improved and signs erected. A children's playground was constructed near the water tanks.<sup>78</sup> Leasehold blocks were connected to the State Electricity Supply in 1970.

<sup>72</sup> Denmark Shire Council Minutes (book covering 20-9-1962 to 15-4-1965), Statement of Receipts and Payments, December 1965; Financial Statement for Year Ending 30 June 1967.

<sup>73</sup> Denmark Shire Council Minutes (book covering April 1967 to September 1968), meeting between representatives of the Peaceful Bay Progress Association and Denmark Shire Council, Peaceful Bay, 9 October 1967. Due to time constraints and as references to the Peaceful Bay leasehold area were scant in earlier minute books, no further Minute books were consulted in researching this report.

<sup>74</sup> Peaceful Bay Progress Association correspondence file, Correspondence from PBA to Manjimup-Warren Times, 14 January 1967.

<sup>75</sup> Information provided by Roxanne Hawkes; discussion with Lynne Farrow, 2001.

<sup>76</sup> Peaceful Bay Progress Association minutes, Annual General Meeting, 11 January 1969. At about this time, the Association changed its name to the Peaceful Bay Progress Association.

<sup>77</sup> Peaceful Bay Progress Association minutes, President's Report, January 1969.

<sup>78</sup> Peaceful Bay Progress Association minutes, Annual General Meeting & President's Report, 17 January 1970; Annual General Meeting, 16 January 1971.

In 1971, a Lands and Surveys 'Locality Census' noted 11 occupied 'dwellings' and a (permanent) population of 20.<sup>79</sup>

The Peaceful Bay Progress Association formulated a constitution in 1972. The Association's objectives were twofold: to promote the development of Peaceful Bay by co-operation with the Shire of Denmark and other government instrumentalities; and, to promote the rights and interests of leaseholders.<sup>80</sup>

In August 1973, the Association asked the Shire if it would be possible to have the lots at Peaceful Bay converted to freehold. The Shire advised that freeholding was not possible under the provisions of the Land Act.<sup>81</sup>

The Divisional Surveyor inspected the Peaceful Bay area in early 1977 and found the development 'not entirely unattractive', although the many cottages suffered from lack of maintenance. To address this problem, the Shire agreed that the lease agreements would be reviewed to require the upkeep of cottages. During the year, lease rentals were increased to \$75 per annum.<sup>82</sup> At the time, about 1,500 to 2,000 people holidayed at Peaceful Bay each summer.<sup>83</sup>

By the mid-1980s, more leaseholders were residing permanently at Peaceful Bay despite the general understanding (and wording of the lease agreement) that the area was for short-term holiday stays only. A survey undertaken in January 1984 revealed that approximately 35 families were living at the Bay all year round. The Shire described them as 'squatters'.<sup>84</sup> By the late 1980s, 21 year leases were offered, replacing the traditional 10 year leases.<sup>85</sup> Rentals were increased to \$150 per annum.<sup>86</sup>

Despite poor attendance at the Peaceful Bay Progress Association's annual general meetings in the early 1980s, (for example, only 10 members attending the 1981 AGM), membership remained strong. Financial members increased from 80 in 1980 to 130 in 1983.<sup>87</sup> The Association continued to work for improved amenities for the area. Problems with the water supply, drainage, road maintenance and rubbish disposal were the main areas of concern.<sup>88</sup> The Association contributed funds and voluntary labour to support

<sup>79</sup> Research by Les Johnson for David Heaver Architect, 30 July 2001.

<sup>80</sup> Peaceful Bay Progress Association minutes, Constitution, 1972.

<sup>81</sup> Peaceful Bay Progress Association typed notes detailing Shire and Association works/discussions.

<sup>82</sup> State Records Office (SRO), WAS 211 Cons 4080, Item 1956/1938, (1970-1981), volume 2, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', Report from Divisional Surveyor to Surveyor General, 21 March 1977.

<sup>83</sup> State Records Office (SRO), WAS 211 Cons 4080, Item 1956/1938, (1970-1981), volume 2, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', File Note 12 April 1979.

<sup>84</sup> State Records Office (SRO), WAS 211 Cons 4133, Item 1938-1956, (1981-1986), volume 3, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark', correspondence dated 31 January 1984.

<sup>85</sup> State Records Office (SRO), WAS 311 Cons 6243, Item 1956-019 (1988-1990), volume 5, Department of Land Administration, 'Reserves -Recreation Reserve 24510'.

<sup>86</sup> Peaceful Bay Progress Association, typed notes detailing Shire and Association works/discussions, August 1981.

<sup>87</sup> Peaceful Bay Progress Association minutes, Annual General Meeting, 4 January 1984.

<sup>88</sup> Peaceful Bay Progress Association minutes, Annual General Meetings, 3 January 1981; 2 January 1982; 8 January 1983.

projects they believe important. These have included the formation of a sea rescue group, providing fire fighting equipment and forming a fire brigade and establishing a first aid post. Halls have been erected for the Progress Association, the Sea Rescue Group, the Fire Brigade and the First Aid Post. Locals have also improved the water supply and kept the Bay area tidy by removing rubbish and planting trees.<sup>89</sup>

In 1985, the Peaceful Bay Progress Association was advised that leases would be revised to introduce new conditions and an annual review of rentals, 'mainly to comply with uniform building bylaws'.<sup>90</sup> At about the same time, the Association decided to formulate a 5-year plan so that the Association could be 'involved in the decision making on finance, budgeting, care and maintenance and the forward planning of Peaceful Bay'. In an effort to facilitate better communication with the Shire Council, it was decided that Nornalup ward members would be invited to the Association's Committee meetings.<sup>91</sup>

The Association agreed on street names and submitted them to the Denmark Shire Council for approval in January 1988.<sup>92</sup> Beach inspectors for Peaceful Bay were gazetted in November 1985, with several leaseholders becoming honorary inspectors.<sup>93</sup> The Association was also concerned for the welfare of older leaseholders and in mid-1988 discussed the need for a 'community assistance person' to help elderly residents in 'filling in forms, making claims etc.'.<sup>94</sup>

Until the late 1980s, the leaseholders enjoyed an implied extension of their leases on a year-by-year basis for payment of a moderate fee. However, c. 1989 the Shire of Denmark again reviewed the lease agreement in a bid to expand the settlement and upgrade facilities. A new subdivision of 40 lots was created in 1989 and the terms of the existing lease agreement were restructured. The cost of occupying a lot at Peaceful Bay rose from approximately \$150 a year to \$600.<sup>95</sup>

There was soon much discussion and correspondence between the Lands Department, the Shire and leaseholders regarding the increase of fees and the determination of leaseholders to convert their land tenure to freehold.<sup>96</sup> In late 1989, the Association ran a cake stall, auction and raffles and received donations 'to [raise] money to form a fighting fund in our efforts to gain freehold status'.<sup>97</sup> The 'Freeholding Working Group' reported to the Association in 1993. They had already had long discussions with the Shire regarding freeholding and all realised that it would be a long process. A number of factors went against them, including the size of the lots and current zoning and water supply. There was also concern from the State Government that freeholding would change the nature of

<sup>89</sup> Peaceful Bay Progress Association minutes, 1961-1991; John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 152.

<sup>90</sup> Peaceful Bay Progress Association minutes, Annual General Meeting, 3 January 1985.

<sup>91</sup> Peaceful Bay Progress Association minutes, Committee Meeting, c. April 1985.

<sup>92</sup> Peaceful Bay Progress Association minutes, Annual General Meeting, 7 January 1988.

<sup>93</sup> Peaceful Bay Progress Association minutes, Committee Meeting, 25 January 1988. Although not gazetted until 1985, beach inspectors had been patrolling Peaceful Bay beaches since the early 1970s, when the shop keeper was appointed honorary beach inspector.

<sup>94</sup> Peaceful Bay Progress Association minutes, Committee meetings, 16 May & 20 June 1988.

<sup>95</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 153.

<sup>96</sup> State Records Office (SRO), WAS 311 Cons 6243, Item 1956-019 (1988-1990), volume 5, Department of Land Administration, 'Reserves -Recreation Reserve 24510', *passim*.

<sup>97</sup> Peaceful Bay Progress Association minutes, Committee meeting, 16 January 1990.

the place from a short stay tourist settlement to a larger, permanent population that would require community facilities such as schools.<sup>98</sup>

The Australian Heritage Commission considered the Peaceful Bay leasehold area (together with a larger area of land) for inclusion in the Register of the National Estate in 1994. This caused a great deal of concern to leaseholders and regular visitors to the area, resulting in a considerable number of objections being forwarded to the Commission.<sup>99</sup> The Commission decided against proceeding with the registration.

Selwood et al best explain the nature of change currently surrounding the *Peaceful Bay Heritage Precinct*:

This small settlement [Peaceful Bay] of some 200 cottages has been until recently quite isolated and mostly frequented by the local farm population for short holiday breaks. However, with the increasing accessibility and popularity of the region, there are pressures for change. Community structure is in flux and the settlement undergoing expansion. Its future is uncertain, but its transformation into something different appears inevitable.<sup>100</sup>

This Conservation Plan was commissioned by the Shire of Denmark in 2001 to better understand the history of *Peaceful Bay Heritage Precinct* and its context to assist the future management of the place.<sup>101</sup>

### 3.2.3 Peaceful Bay Community

According to Selwood et al, the Peaceful Bay community was remarkably stable until the 1990s. In 1995, the majority of occupants continued to come from the same rural districts (Manjimup and Kojonup, Pemberton, Boyup Brook and Bridgetown) as the cattle graziers who first camped in the area in the 1930s and 1940s.<sup>102</sup> Others came from the rural areas of Cranbrook, Katanning, Narrogin and Mount Barker, while a smaller percentage came from Albany, Bunbury and Busselton. Some came from further away, with a small number from metropolitan Perth. In 1994, the average period of occupancy for leaseholders was 14.8 years.<sup>103</sup>

Selwood et al provide a concise profile of the Peaceful Bay community:

A distinctive feature of the Peaceful Bay community is their long-term attachment to the area and the close and intimate ties between residents. A high proportion of the leaseholders have been visiting the Bay for many years in family groups and/or with

<sup>98</sup> Peaceful Bay Progress Association minutes, Report of Freehold Working Group at Annual General Meeting, 1993.

<sup>99</sup> Peaceful Bay Progress Association, file containing objections to proposed listing by the Australian Heritage Commission, c. May 1994. Objections focused on 'interference' from Canberra and the fear of loss of homes and/or property values.

<sup>100</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 149.

<sup>101</sup> Application for Heritage Grants Program 2000/01, Heritage Council of Western Australia, File P14343.

<sup>102</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 153.

<sup>103</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 153.

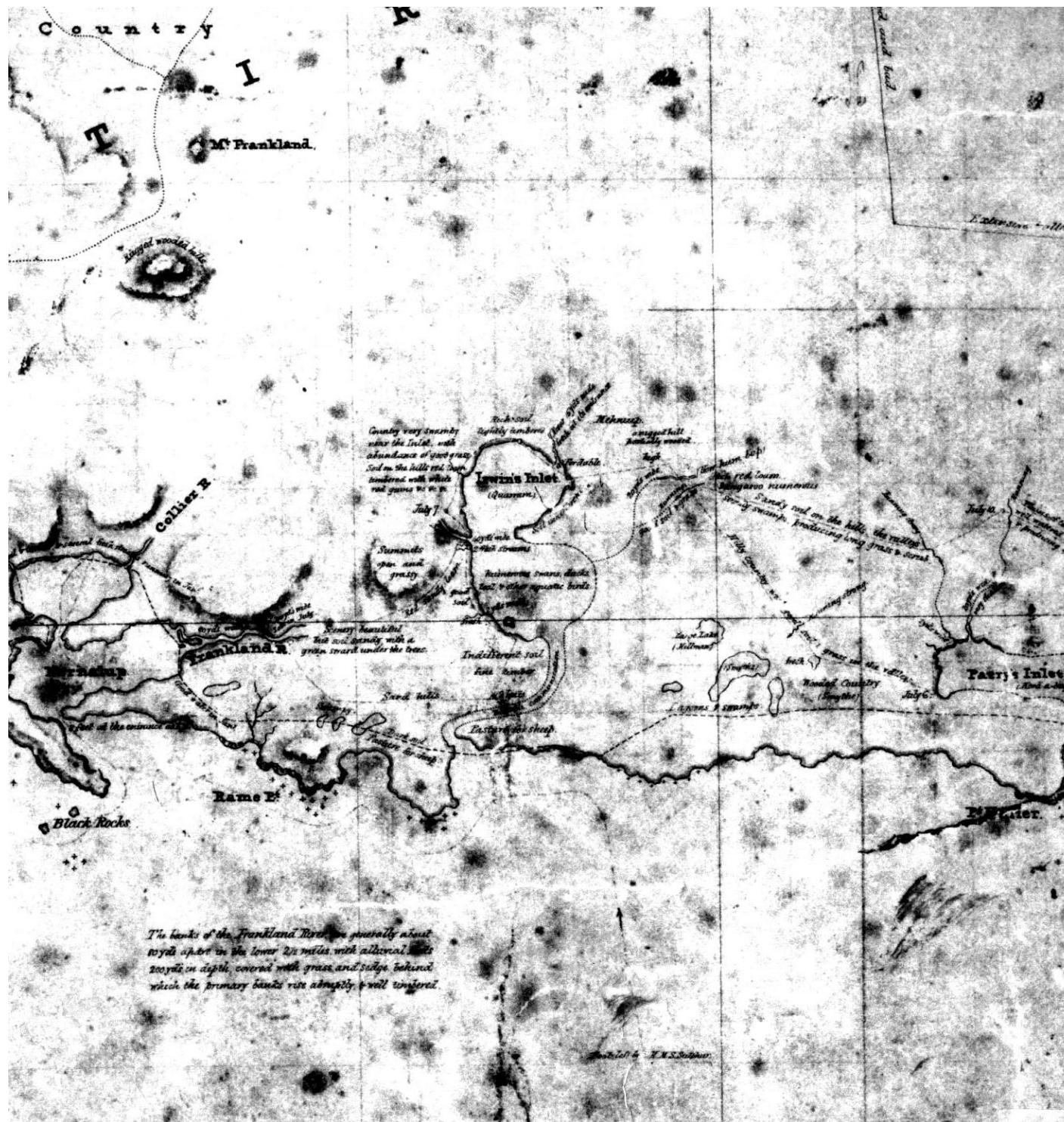
friends. Some current residents have a very long association with the Bay with a few as regular visitors since the 1930s and 1940 [some now live permanently in the settlement as retirees]...The strong family and friendship ties that have emerged from these historical roots have resulted in a very close-knit community in the original village, with many residents having several generations of relatives in the village. All interviewees at the village in June 1994 had close friends or relatives who previously or currently had/have a cottage at the Bay. Only one reported moving to the village independently...many interviewees with a long association with Peaceful Bay have extensive genealogical ties within the settlement.<sup>104</sup>

More recently, the makeup of the Peaceful Bay community has been changing as original leaseholders age (and move away as the settlement is too isolated to provide adequate health and care facilities for the aged) and the settlement is 'discovered' by a clientele from further afield.<sup>105</sup>

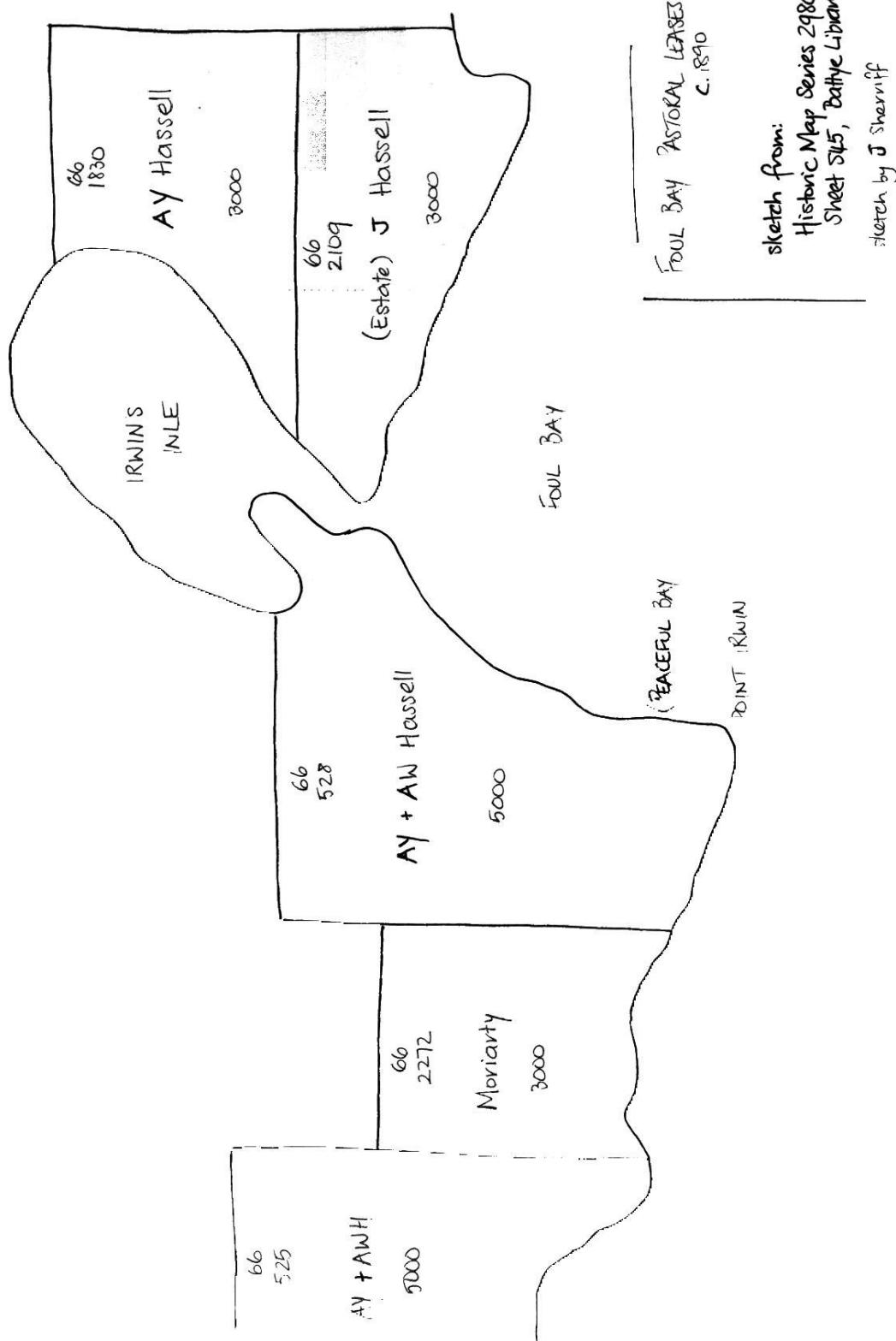
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<sup>104</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, pp. 153-4.

<sup>105</sup> John Selwood, George Curry & Gina Koczberski, 'Structure and Change in a Local Holiday Resort: Peaceful Bay, on the Southern Coast of Western Australia', in *Urban Policy and Research*, Vol. 13, No. 3, 1995, p. 154.

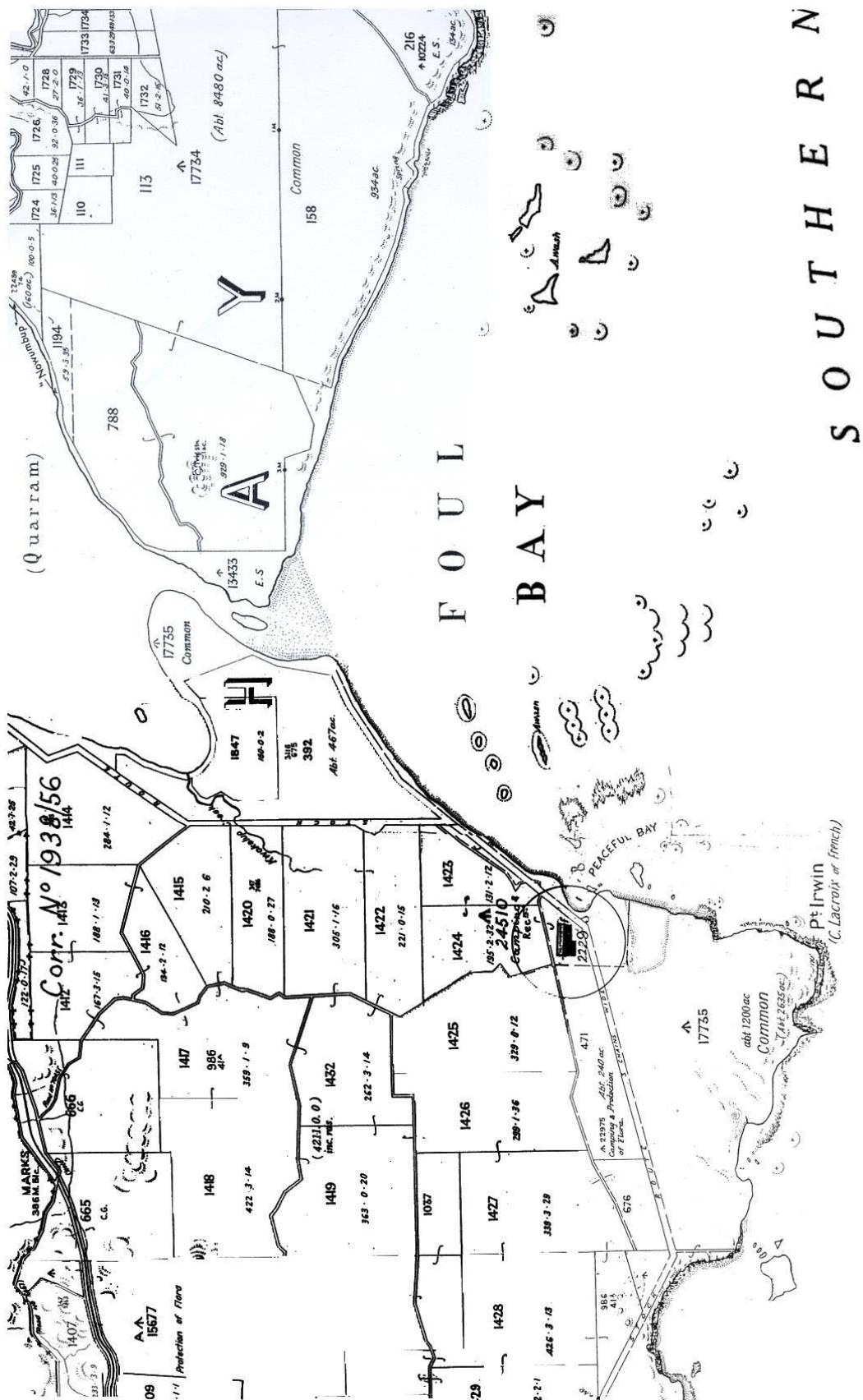


**Figure 4 1830s map of Peaceful Bay area**  
Detail of early map showing stock routes.  
DOLA

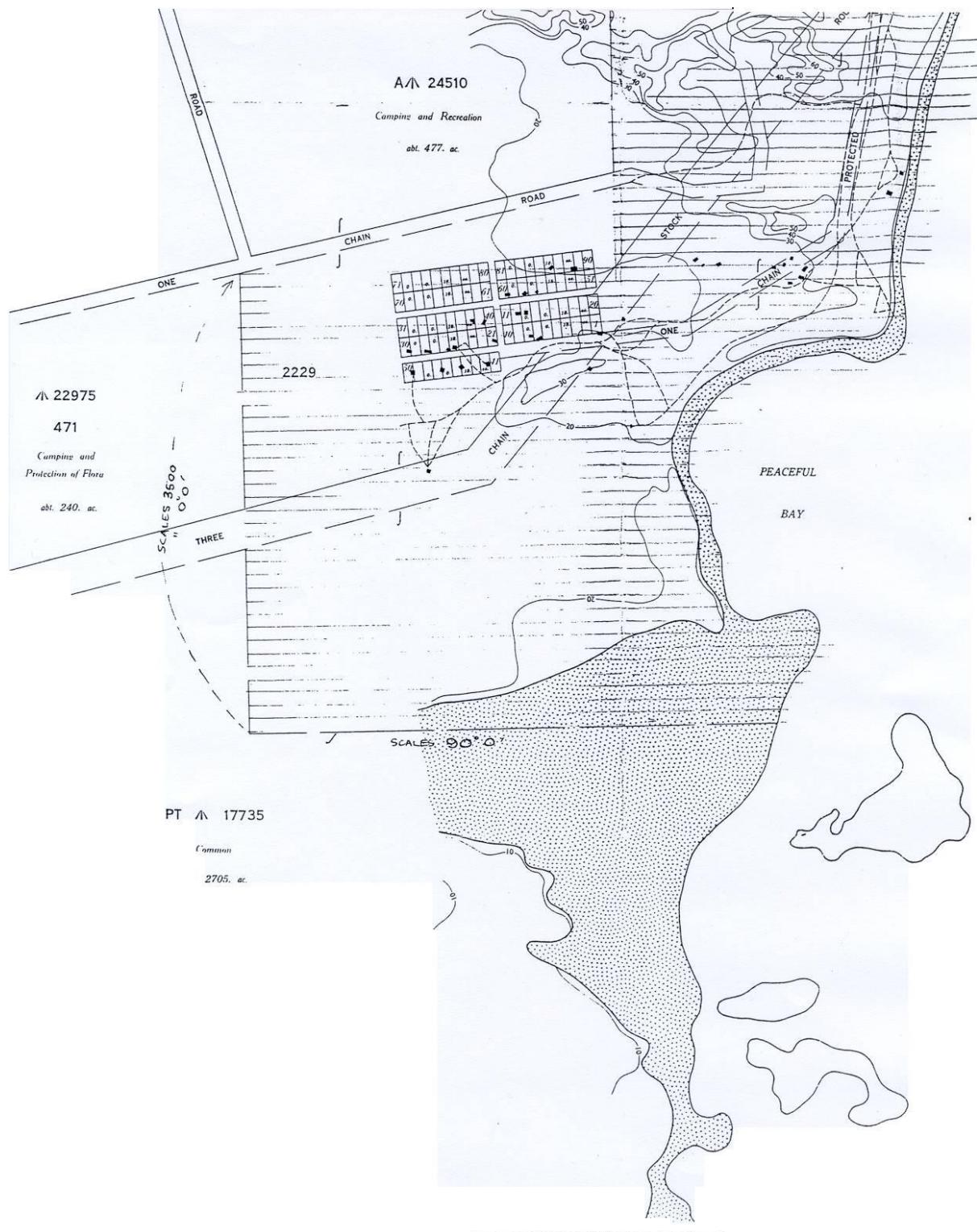


**Figure 5 Foul Bay Pastoral Leases c. 1890**

Albert and Arthur Hassell's lease covered the present day Peaceful Bay Reserve.  
Sketch from: Historic Map Series 298C, Sheet S45, Battye Library. Sketch by J Sherriff



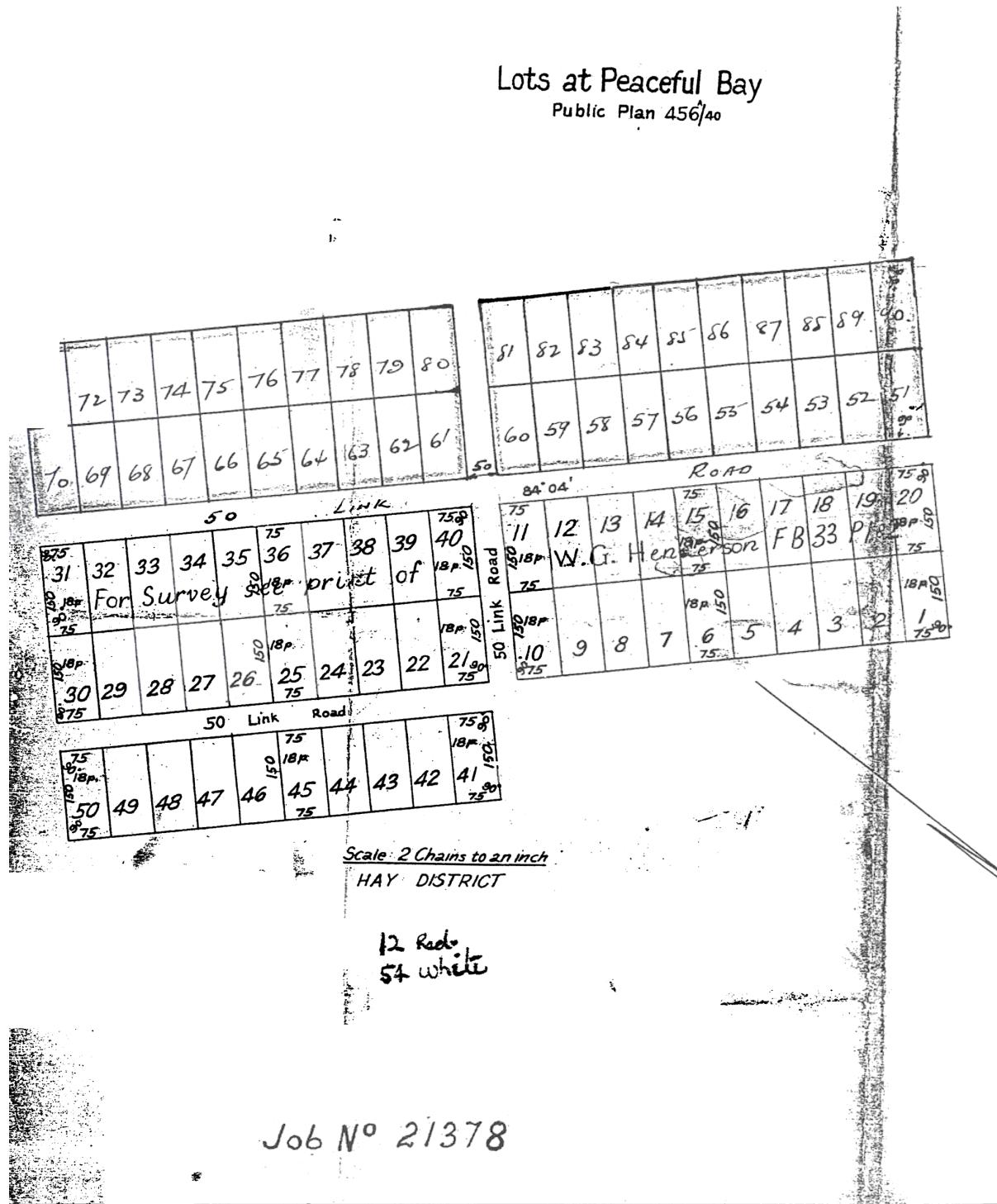
**Figure 6 1956 showing reserves and with leasehold subdivision marked**  
Public plan 456A/40 showing Hay Locations 1423,1424 and reserves, with peaceful Bay Reserve 24510 and leasehold subdivision marked. State Records Office.



**Figure 7 c. 1956 Peaceful Bay Leasehold subdivision marked.**

Note buildings on subdivision lots, as well as those 'holiday huts' and professional fishermen's camps built outside the leasehold area in the 1940s and early 1950s. The plan also shows the earlier stock route and exiting road.

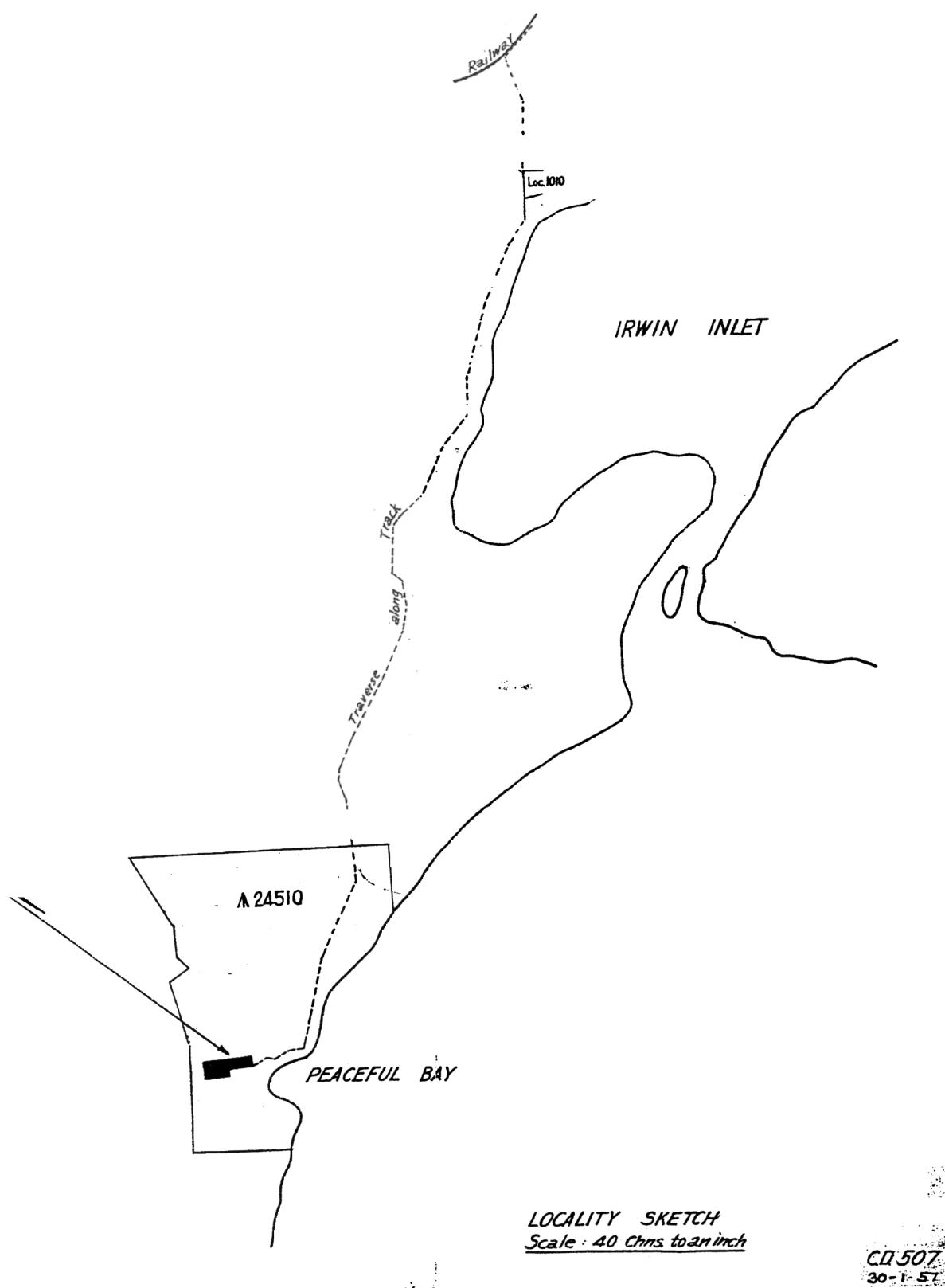
State Records Office (SRO), AN 3 Acc 1843, Item 1938/1956, volume 1, Department of Land Administration, 'Reserves -Camping Recreation: Reserve 24510 Hay Locations 1423, 1424, 2229 Peaceful Bay, Shire of Denmark'.



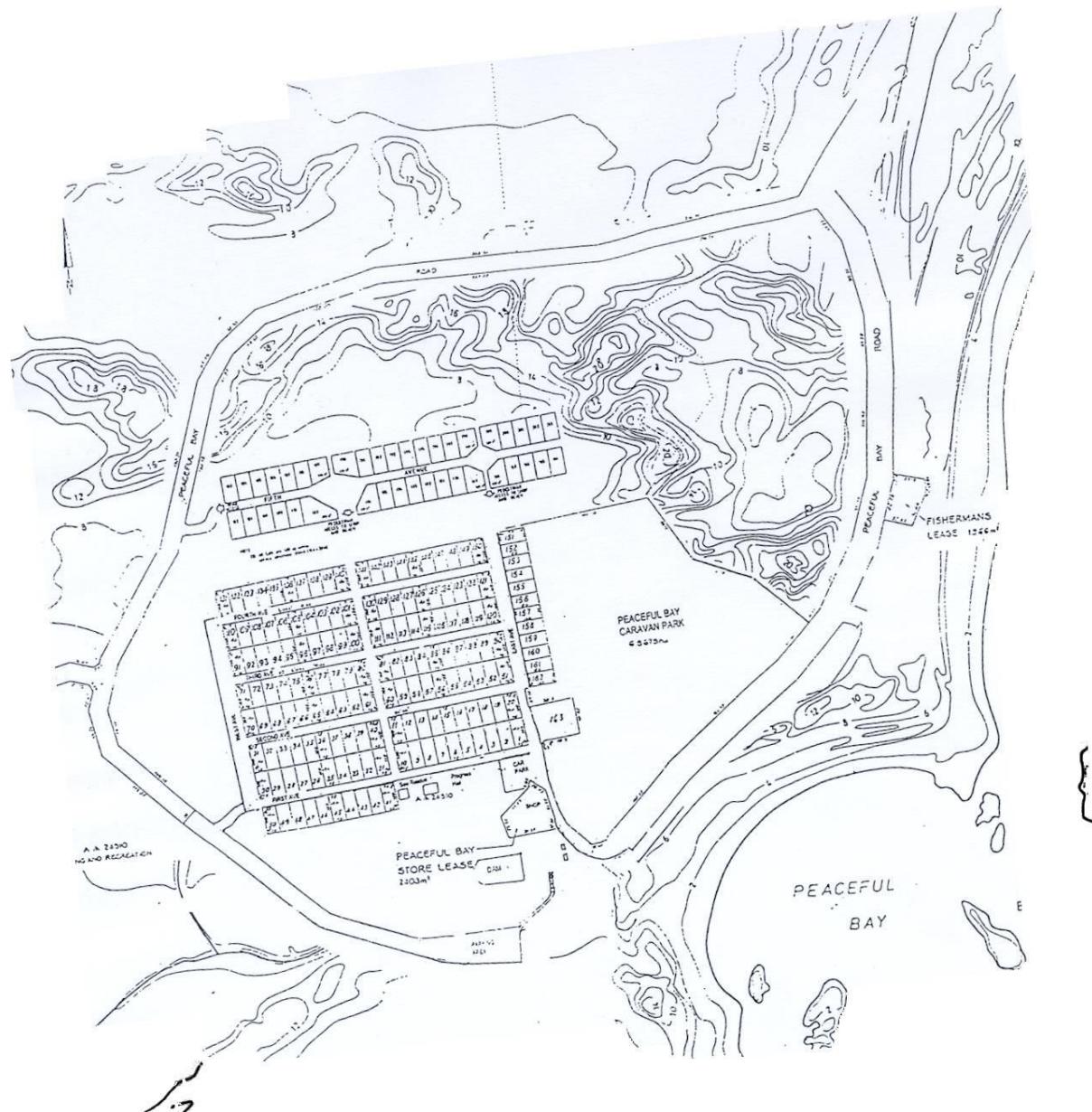
**Figure 8 Plan of original subdivision of 90 lots**  
DOLA. 1957. Fourth Avenue is not shown on this plan

Corr N° 1938/56

63



**Figure 9 Locality Plan of Previous Figure**  
DOLA. 1957. Note location of railway line.



**Figure 10 Plan showing Peaceful Bay leasehold settlement**

Showing 163 lots, store, caravan park and fishermen's leases, Sea Rescue building and Progress Association Hall. The Fifth Avenue subdivision of 40 lots is shown to the north of the original subdivision area.



**Photo 1 Aerial photograph Peaceful Bay 19.1.1966**  
DOLA



**Photo 2 Peaceful Bay Aerial Photograph**  
DOLA c. 1990

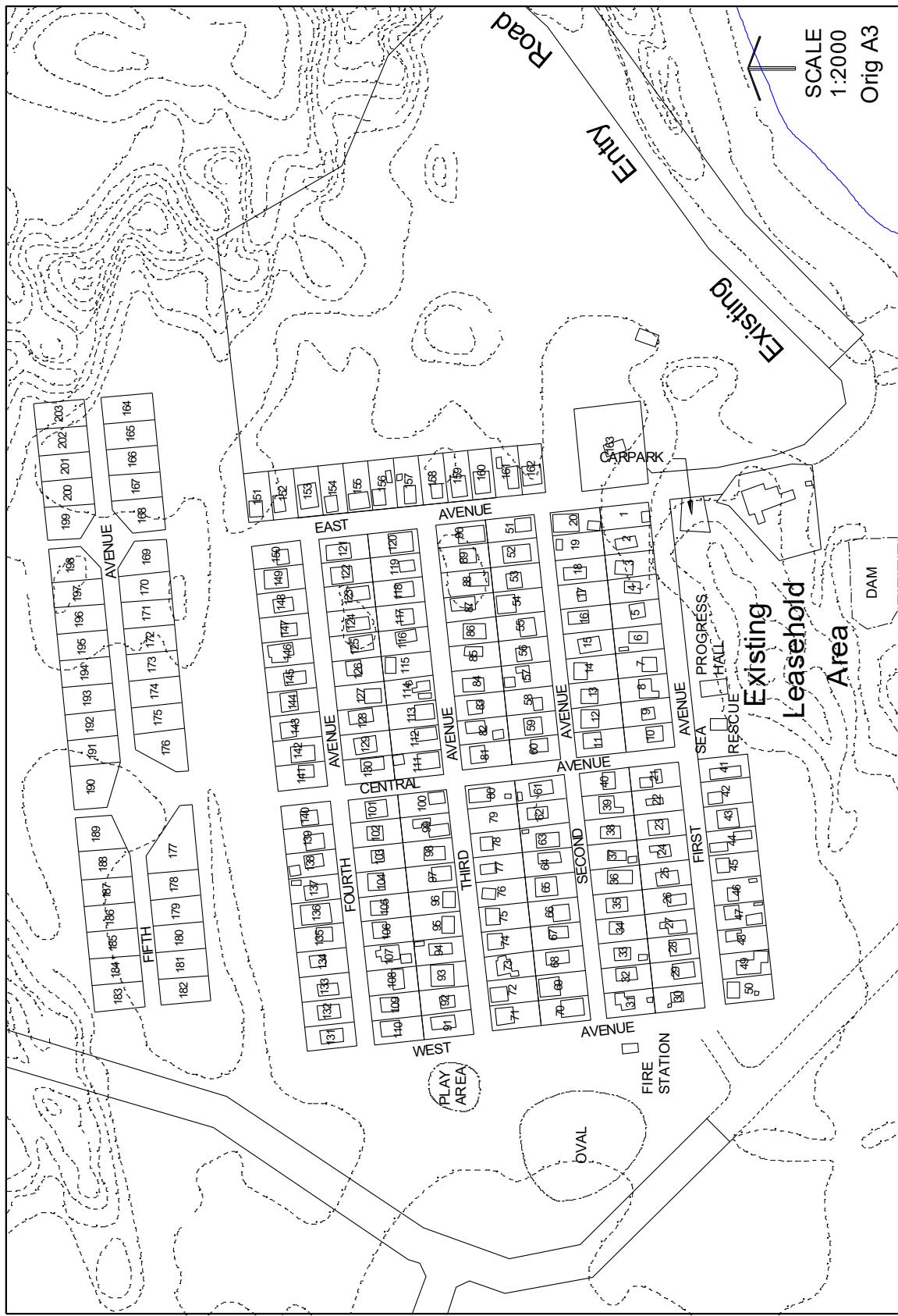


Figure 11 Peaceful Bay Heritage Area Site plan

## 4. PHYSICAL EVIDENCE

### 4.1. The Context of *Peaceful Bay Heritage Precinct* and Buildings Within Their Setting

Peaceful Bay is a small coastal settlement located on the south coast of Western Australia approximately half way between Walpole and Denmark. The settlement is surrounded by the Walpole Nornalup National Park and nature reserves to the north, south and west and Foul Bay on the Great Southern Ocean to the east. The settlement is relatively isolated with farmland beyond the National Park. The nearest settlement is the hamlet of Bow Bridge, 10 km to the north, with the small towns of Nornalup and Walpole to the east and Denmark 50 km to the west.

*Peaceful Bay Heritage Precinct* is the original leasehold area of the settlement which is located in a flat depression behind the primary dune approximately 300-600 metres to the north west of the Peaceful Bay beach. The precinct is surrounded by the caravan park to the east, coastal dunes to the south, Fifth Avenue to the north and the oval to the west. The precinct is surrounded by areas of native vegetation, consisting predominantly of mature peppermint trees, which provides a buffer from the adjoining cleared areas. A large open drain directly behind Fourth Avenue has been constructed to drain stormwater away from the precinct.

*Peaceful Bay Heritage Precinct* consists of four parallel roads surrounded by 163 leasehold lots. Each of these residential lots contains a small holiday house. There are three larger community buildings on the periphery of the precinct.

The special character of the place is created by the relatively homogenous form, scale and materials of the houses, the siting of the houses in the precinct and the simple and minimal elements that contribute to the setting of the houses within the precinct.

The houses themselves are usually small, single storey, simple in form and constructed of light weight materials. There is an informality in the layout of the houses. The setbacks vary considerably. Some of the houses are set well back on the lots, others are close to the front boundary. Side setbacks also vary widely. However all the houses are set parallel with the boundaries.

The roads are single lane and paved with laterite gravel. They weave between the trees within the road reserve. There are no kerbs or drains, apart from First Avenue which has been bitumenised and partially kerbed.

There are a large number of mature peppermint trees which provide a canopy of shade to the precinct. The other predominant planting element is the large areas of lawn which flow from the edges of the road, across the verges and yards and around the houses. There are a few pockets of remnant native vegetation in the verges and some areas of exotic planting. There are very few fences, particularly front fences.

There are very few other introduced elements- such as driveways, paths, drains and sumps, letter boxes and service elements, apart from power poles, overhead power lines and concrete lidded telephone pits. The general effect is one of flowing space and openness, despite the relatively small lots.

The Fifth Avenue subdivision to the north which is not part of the study area, contains a further 40 lots. The character of the Fifth Avenue leasehold subdivision is not valued as greatly by the community as the original subdivision. The elements that create this different character are:

- the roads are paved and two way,
- the blocks are bigger, in particular wider,
- more driveways are paved,
- many of the houses are constructed of solid construction such as brick and rammed earth,
- the elements of the buildings are more decorative,
- some buildings are two storey,
- the vegetation is different, with fewer mature peppermints,
- there are no large expanses of lawn,
- there are more areas of exotic planting.

The shop and associated parking to the south of East Avenue are located at the entrance to the precinct. The shop is a single storey 1960s skillion building clad in flat cement sheeting. This area is a junction between First Avenue, East Avenue, the caravan park, the shop and associated carpark and the access to the beach. This area lacks the intimacy of the precinct and could be upgraded to create a more aesthetically pleasing introduction to the precinct.

#### **4.2. The Current Function of the Place**

*Peaceful Bay Heritage Precinct* is zoned “Parks and Recreation” and is used for short term residential (holiday) use. The leases stipulate that permanent residency is not allowed in the precinct, although there now appear to be a number of permanent residents and there also appear to be a small number of home occupations operating from the precinct.

#### **4.3. Description of the Surviving Fabric**

The following description of the surviving fabric includes a description of evidence of changes to earlier finishes and decorative details and identification of structural alterations to the fabric.

##### **4.3.1 General Description of the precinct**

*Peaceful Bay Heritage Precinct* consists of 163 lots constructed around four streets laid out in a grid pattern. The streets have been named First, Second, Third and Fourth Avenues and they are connected by three transverse roads- East and West Avenues at the respective ends and Central Avenue in the middle.

First, Second, Third and Fourth Avenues each contain forty lots, 20 per side, divided into runs of 10 by Central Avenue. East Avenue contains 13 lots on its east side. 162 of the lots are small (456m<sup>2</sup>- 15.1 metres wide and 30.2 metres deep) Lot 163, on the south east corner of the precinct adjacent to the caravan park, is just over 2000 m<sup>2</sup>.

Each lot contains a single dwelling. With very few exceptions, these dwellings are single storey “holiday shacks” constructed simply and cheaply of lightweight materials- the

original lease document stipulated that no more than £750 be spent on the construction of the dwellings.

Many of the blocks have outbuildings on them- mainly garages, sheds and toilets. These are usually located at the rear of the lots, although there are a few instances where garages have been erected close to the front boundary.

The blocks are serviced by narrow road reserves. The carriageways are narrow single laneways and are paved with laterite gravel. The exception is First Avenue which is now a thoroughfare between the general store and the beach carpark and has a bitumen surface with kerbing to the south side. Traffic islands and speeds humps have also been constructed in First Avenue to calm the traffic.

There are two predominant landscape elements - the swathes of lawn between the dwellings, where the verge merges into the front lawns and the mature peppermint trees which create a canopy of shade over the precinct. Many of the mature peppermints have been pruned back to stumps. Although in some instances, this may be a Western Power requirement, in other cases it is not. The leases stipulate that native vegetation should not be lopped. Some of the front yards are planted with exotic species. There are very few fences between the dwellings which creates a pleasant continuity of space.

The setbacks vary widely, particularly on First, Second and Third Avenues. Most of the front setbacks are approximately six metres, but there are a number of variations to the front setbacks. Some houses are set close to the front boundary (a couple of houses have a front set back of less than two metres), a couple of houses are set back towards the back of the block. The side setbacks also vary, with houses often being set one metre from one of the sides and with a large setback to the other side.

The character of Fourth Avenue is less intimate and informal than that of Second and Third Avenues. The roadway is straight, the setbacks are more uniform, front setbacks are greater, there are fewer trees and two lots in the north west section of the avenue have 900mm high super six fences.

Two community buildings - the Progress Association Hall and Sea Rescue Building have been constructed on the south side of First Avenue and a Fire Brigade building and children's playground have been constructed on the west side of West Avenue.

#### **4.3.2 The buildings**

The houses are, with one exception, timber framed houses with lightweight cladding. The exception is no. 79 Third Avenue which was constructed in brick in the 1970s or 80s. All the houses are single storey, apart from no. 25 First Avenue which has a double storey addition.

Most of the houses have a small footprint in proportion to the blocks and are simple in form. The majority are narrow medium pitched gable cottages. Many are plain, others with skillion verandahs to the front and skillion extensions to the rear. Some of these were relocated from the mill towns around the Shannon and are clad with jarrah

weatherboards. There are also a number of houses A large proportion of the houses clad in fibre cement with a simple shallow skillion roof with a 1960s aesthetic; often these houses have no verandah or a verandah has been added recently.

Setbacks vary widely. Some houses are built within two metres of the front boundary, others are well set back on the lots. Side setbacks also vary widely. This adds to the informal character of the place. The front setbacks on Fourth Avenue are more uniform, usually approximately six metres, and this has resulted in a more formal and less intimate character to Fourth Avenue. There are a few houses, which are set back close to the rear boundary, and this policy will need to be relaxed in these cases.

The houses can often be identified by the area from which their owners came-

- the owners from the Shannon area have often transported timber frame mill homes to their blocks,
- the skillion roofed houses from the Kojonup/Cranbrook area are plainer than the Shannon houses.

#### **4.3.3 The form of the houses**

The form of the houses can be divided into four main groups:

1. Gable cottage.
  - 1a. Gable cottage with verandah.
2. Skillion roof- plain front.
  - 2a. Skillion roof verandah front, skillion extension to rear
3. Gable fronted cottage with shallow pitched roof
4. Hipped roof

#### **4.4. Description and condition of the elements**

The condition of the buildings varies. Most of the houses are in fair condition. Some houses require urgent maintenance work, with rusting roof sheeting, cracked wall sheeting and deteriorating weatherboards. A couple of the houses have been recently refurbished.

#### **Cladding**

A large proportion of the houses are clad in fibre cement sheeting. Some of this is unpainted. Original cladding is probably asbestos cement sheet. More recent cladding is fibre cement. A number of houses are clad in jarrah weatherboards, either all timber boarding or timber boarding to dado height with sheet cladding above. In some instances original weatherboards appear to have been replaced with cement sheeting. In a few instances the cladding is in poor condition, with cracking sheeting or deteriorating weatherboards. Recently, two houses have been reclad with colorbonded custom orb sheeting. This is an introduced element to the precinct. The lease agreement stipulates that corrugated iron cladding should not be used on the external walls.

#### **Roofing**

Almost all the roofs are galvanised corrugated iron. Some are rusting and in poor condition. Most appear to be recently reclad. A small proportion of roofs have recently

been reclad in colorbond sheeting which is an introduced element to the precinct. There is a couple of 'decromastic' and concrete tiled roofs.

### **Gutters and downpipes**

Many of the houses do not have gutters and downpipes and the rainwater is shed straight off the roof and onto the adjacent ground. This has caused slight erosion in areas, but is the preferable way of shedding water as the mature peppermints rapidly erode any gutters. The erosion of the ground can be dealt with by a number of techniques, e.g. by constructing trenches filled with gravel and topped with sand to absorb the runoff. Aesthetically the absence of gutters is suited to the informal and ad hoc building construction techniques used in the precinct. Since leaves do not collect, this detail also presents less fire hazard. Where gutters are present, they are often used to collect rainwater into rainwater tanks. These tanks are another element which adds to the character of the precinct. Care should be taken in the choice of the form of the gutters, to ensure that it is appropriate to the cultural heritage significance of the place.

### **Windows**

Windows to the fibro clad cottages are usually small and horizontally proportioned. Originally many would have been timber casement and some of these remain. Most of the windows now are aluminium sliding windows. Some of the aluminium louvres also remain, although many have also been replaced with aluminium sliding windows. Windows to the mill cottages are vertically proportioned timber sash windows. These should be retained.

### **Rainwater tanks**

Rainwater tanks are a feature of the precinct and should be retained. The original tanks were constructed of corrugated iron and a corrugated profile to match that of the original tanks should be used when tanks require replacement.

#### **4.4.1 Internal description, condition and authenticity**

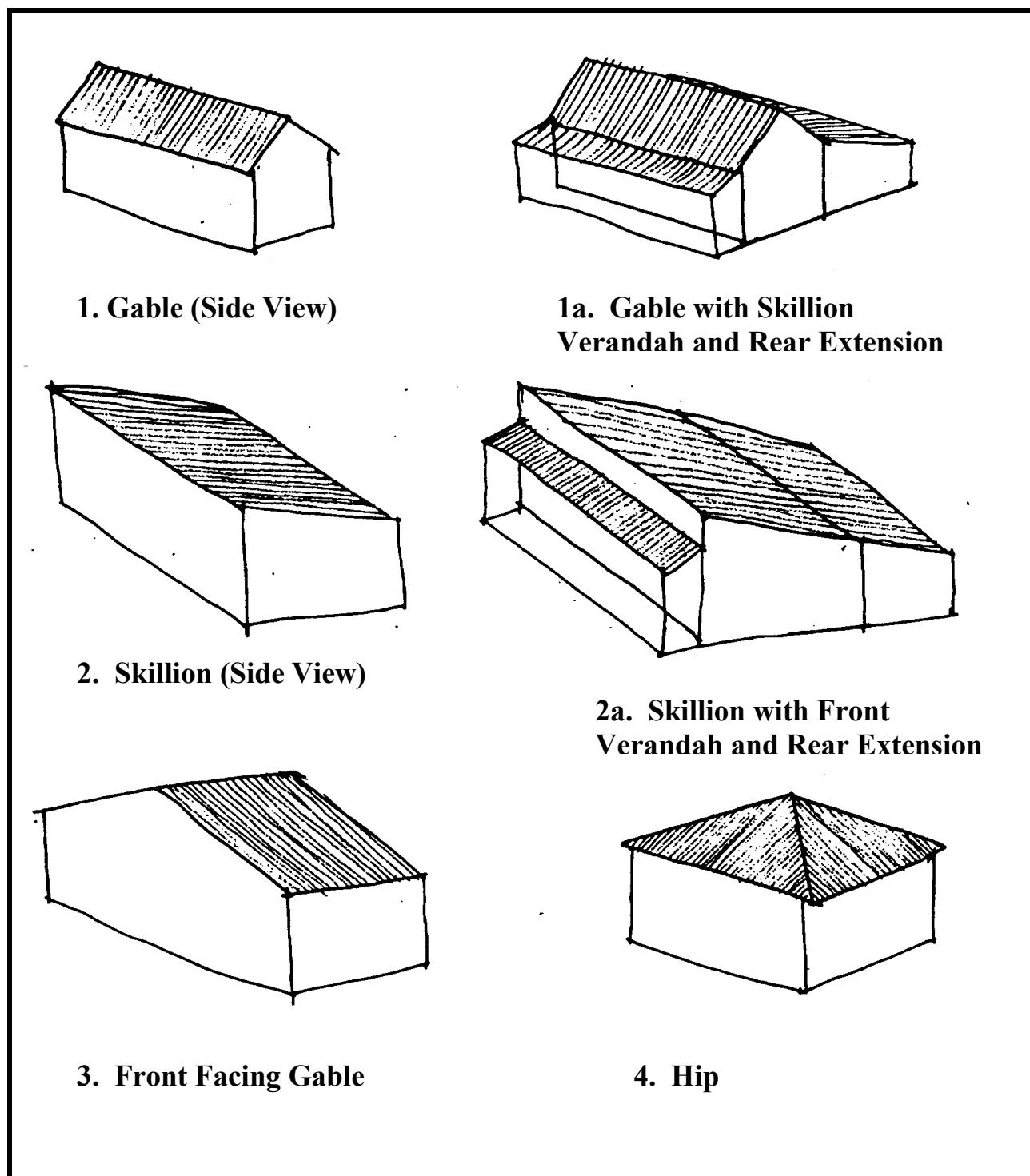
The internal condition of the houses is not considered relevant to the purpose of this Conservation Plan.

Only one cottage was inspected internally, No. 50 First Avenue which is in fairly authentic condition. This building has a very simple floor plan, with the front door (located centrally in the front façade) opening into an "L" shaped living room/kitchen. The main bedroom is located in the corner left by the "L" and opens directly into the living area. An enclosed rear verandah contains a series of bunk beds. The laundry, toilet and bathroom are located off the open section of the rear verandah.

Finishes are simple. The floor is covered with linoleum probably on jarrah floorboards. The kitchen fittings consist of a stainless steel sink with a cupboard under and a stove. Storage space is provided by overhead cupboards and dressers.

Some of the house interiors may have cultural heritage significance. If any of the houses is considered to have cultural heritage significance in its own right, the Shire of Denmark should be notified and the houses assessed for inclusion on the Shire of Denmark Municipal Heritage Inventory.

The current lease states that approval is required for any alterations to any of the fabric of the houses.



**Figure 12 Typical forms of the houses**

#### 4.4.2 Outbuildings

Most of the dwellings have at least one outbuilding. This may be a toilet, a shed or a garage. The construction of these outbuildings varies. A few smaller sheds are clad in timber weatherboards.

Many of the houses now have large steel double garages in which boats and tractors are stored. These are usually located at the rear of the lots, but a number have been erected close to the front boundary.

#### **4.4.3 Carports**

A number of carports have been erected. These are often simple scillion additions attached to the side of the houses.

#### **4.4.4 Fencing**

There are very few front fences in the precinct and it is common for side or rear boundaries to be unfenced. This contributes to the sense of openness of the precinct and both reflects and reinforces the strong sense of community within the precinct.

Where fences exist they vary in detail but usually have little visual impact. Many are timber post and rail, where the timber has a narrow profile, with cyclone mesh or chicken wire infill. Two front yards in Fourth Avenue are fenced with super six (corrugated fibre cent) fencing. This is an introduced element to the precinct and detracts from the open characteristic of the streetscape.

#### **4.4.5 Paving and roads**

The roads are narrow single lane and are paved with laterite gravel. The original roads were sand tracks. There are no kerbs or drains. The exception is First Avenue which is bitumenised and partially kerbed. Speed humps and traffic islands have also been added.

There are no foot paths and few driveways.

There is very little other paving, particularly at the front of the buildings. A small number of houses have brick paved areas to the rear.

#### **4.4.6 The Verge**

The verges are usually grassed and because of the absence of fencing, often flow into the front lawns of the houses. There are areas of remnant native vegetation in some of the verges.

#### **4.4.7 Landscaping and planting**

Most of the trees in the precinct are peppermints. Many of these are mature, some have been pruned back to stumps. Most of the houses are surrounded by lawn and peppermint trees. There are some small pockets of verge containing native shrubs and plants such as Kangaroo Paw.

Some of the houses, particularly those with permanent residents, have landscaped front yards planted with exotic species.

#### **4.4.8 Drainage**

At the present time, the sandy soil and gravel road surfaces appear to absorb much of the stormwater. Stormwater from the roofs is either collected in gutters and diverted to rainwater tanks, or allowed to flow off the roof directly onto the ground.

The ground is low lying and flat and the water table is high. Stormwater disposal in the precinct is inadequate at times, particularly in the winter months and should be addressed. The Peaceful Bay Structure Plan proposes to discharge the present drain to

the north of the precinct into a more adequate system which should alleviate the problem<sup>106</sup>.

#### 4.4.9 Access and Parking

There are very few driveways in the precinct. No.27 First Avenue has a bitumenised laterite gravel driveway with no edgings. Cars are parked on the lawned areas surrounding the houses and also on the verges. Some of the houses have carport additions. Others have separate garages which have been discussed above.

#### 4.5. Authenticity

*Peaceful Bay Heritage Precinct* displays a high level of authenticity and retains its character of a low key 1960s holiday destination. The layout of the original subdivision remains in the form of the roads and lots and in general the precinct retains its original simplicity and minimal detailing. The native vegetation that surrounds the precinct remains, as do many of the mature peppermints and small pockets of remnant vegetation within it. The large areas of lawn around the houses are also considered to be an authentic element. The single lane roadways were originally sand tracks. These were paved with gravel in 1962 and are considered authentic.

Elements that have been altered in the precinct include:

- the introduction of overhead power lines on timber poles,
- the roadway to First Avenue which has been widened, bitumenised and partially kerbed. Speed humps and traffic islands have also been added to this street,
- the construction of the Progress Association Hall and Sea Rescue Building on First Avenue and the Fire Brigade building on West Avenue. These buildings are in a larger scale to the original small houses and are clad in industrial profile colorbonded steel which is not an authentic material within the precinct;
- exotic planting,
- the introduction of large steel sheds and garages,
- super six and any solid fencing,
- telecom pits.
- the children's playground constructed on West Avenue in c. 2000.
- the area around the shop which is the entrance to the precinct has been altered.

Many of the houses in the precinct display a high degree of authenticity. The original form and fabric of most of the houses remains. Many houses have been added to, mostly in the form of rear skillion extensions which retains the character of the houses and the streetscape of the precinct.

Elements of the houses that are not considered to be authentic include:

- the introduction of verandahs to houses which previously had none,
- the introduction of colorbonded cladding to walls and roofs,
- the removal and replacement of jarrah weatherboarding,
- brick construction,
- two storey construction
- TV antennae
- timber windows and louvred windows have been replaced with aluminium sliding windows
- decorative elements such as balustrading and gable decorations.

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<sup>106</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

## THE FORM OF THE HOUSES

All Photographs in this section courtesy David Heaver



**Photo 3** Typical gable cottage

The simple platform outside the front door has been introduced and is in keeping with the minimal detailing in the precinct.



**Photo 4** Timber clad gable without verandah

The skillion addition to the rear has been added. This house is located on East Avenue—note the native vegetation behind the house.



**Photo 5** Jarrah clad mill cottage

The sleepout is considered to be an authentic element.



**Photo 6** "Shannon" a jarrah clad mill cottage

Note the vertically proportioned windows and simple verandah.



**Photo 7** Shallow pitched skillion

The room to the left is an addition.



**Photo 8** Timber clad skillion

The lattice work to the verandah addition is not an authentic detail.



**Photo 9** Typical fibro clad gable cottage  
The verandah has been added.



**Photo 10** Typical jarrah mill house  
Appropriately maintained and refurbished.  
The introduced platform deck is simple and  
has no decorative elements or balustrading.



**Photo 11** Skillion roofed jarrah and fibro house  
The simple carport is in keeping with the aesthetic of the precinct.



**Photo 12** Typical fibro gable

This form is very common in the precinct. This is a three bay example. The room to the left is probably an addition.



**Photo 13** Typical fibro skillion in authentic condition



**Photo 14** Jarrah/fibro skillion with feature fireplace

## AUTHENTIC ELEMENTS OF THE BUILDINGS



**Photo 15** PGI chimney



**Photo 16** Timber chimney



**Photo 17** Typical introduced skillion carport



**Photo 18** Fibro/jarrah gable with skillion extension

## INTRUSIVE ELEMENTS OF THE BUILDINGS



**Photo 19** Authentic cladding has been replaced with colorbonded corrugated steel



**Photo 20** Balustrading is a decorative element that is not authentic to the precinct



**Photo 21** TV and radio aerials



**Photo 22** Wide profile cement sheet boarding is not authentic



**Photo 23** The timber boarding to the front of this cottage has been replaced with flat cement sheet



**Photo 24** House has recently been extended and reclad with corrugated customorb

Decorative elements such as that on the gable are not authentic to the place, neither is the hipped carport.



**Photo 25** Two storey construction is not authentic to the precinct



**Photo 26** Fibreglass water tank and toilet extension

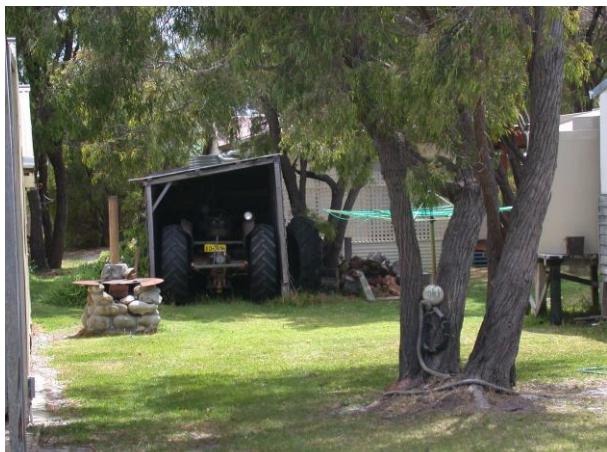


**Photo 27** Bullnose verandah is not an authentic detail



**Photo 28** New verandah  
New verandahs are starting to be added. Decorative elements such as crossed balustrading are not authentic to the precinct.

## THE GENERAL SETTING: AUTHENTIC ELEMENTS



**Photo 29** Lawned area with skillion garage to the rear  
Barbeque is an authentic element.



**Photo 30** House on First Avenue shaded by peppermints.



**Photo 31** Areas of remnant vegetation on the verge



**Photo 32** Grove of peppermints on First Avenue



**Photo 33** Views through the lots to the next avenue  
With the absence of fencing and introduced vegetation, views are often found through to the next Avenue



**Photo 34** Garages are usually set at the rear of the lots where they have little visual impact



**Photo 35** Timber outbuildings



**Photo 36** Central Avenue



**Photo 37** The road form is often curved  
Roads curve around pre-existing peppermints. The roads are single lane and paved with gravel. There are no kerbs, drains signs or other visual clutter.



**Photo 38** Track though to Fifth Avenue  
The track through to Fifth Avenue, showing the buffer of native vegetation to the north of the precinct.



**Photo 39** Mature peppermints form a canopy of shade and frame the building.



**Photo 40** Toilet to the rear of the lot  
Although ablutions were required to be included within the main body of the house, there are a few external toilets.

## THE SETTING: INTRUSIVE ELEMENTS



**Photo 41** One of the few driveways in the precinct



**Photo 42** Exotic Planting

Planting of exotic species is not authentic, but because of the increase in permanent population is becoming more frequent.



**Photo 43** Steel garage built close to the front boundary is an intrusive element



**Photo 44** Large areas of gravelled surfaces around the Fire Brigade building



**Photo 45** Large steel shed constructed close to the front boundary



**Photo 46** Peppermints have been lopped to stumps

## FENCING



**Photo 47** Light post and rail fence with mesh insert has low visual intrusion



**Photo 48** Wide post and rail fence is visually intrusive



**Photo 49** light post with mesh infil and rope balustrade has little visual impact



**Photo 50** Light posts with mesh infil has little visual impact



**Photo 51** Solid super six fence on Fourth Avenue is visually intrusive



**Photo 52** Simple post and rail element defining boundary



**Photo 53** Low horizontal railings



**Photo 54** Unpainted picket fence



**Photo 55** Treated pine barricade to prevent traffic on lawn



**Photo 56** Simple dressed posts with mesh or wire infil have little visual impact

## THE GREATER SETTING



**Photo 57** The shop at the entrance to the precinct



**Photo 58** The road and car park at the entry to the precinct

This is the entry statement for the precinct and should be upgraded



**Photo 59** The Progress Association Hall on First Avenue.

This building could be upgraded to be more in keeping with the precinct.



**Photo 60** The Sea Rescue Building on First Avenue

This building could be upgraded to be more in keeping with the precinct.



**Photo 61** First Avenue at the entrance to the precinct

Bitumen, kerbing and linework are not in keeping with the precinct.



**Photo 62** Traffic Island to First Avenue

This is not considered appropriate to the character of the precinct



**Photo 63** Carpark next to playground



**Photo 64** Children's playground on West Avenue



**Photo 65** Basketball hoop to west of precinct



**Photo 66** Fire Brigade building on West Avenue

This is a large steel building standing alone in a large area of gravel

## 5. ANALYSIS OF THE DOCUMENTARY AND PHYSICAL EVIDENCE

### 5.1. Sequence Of Development

The area around Peaceful Bay was originally a cattle lease in the 1930s to 1950s. By the 1940s, about 10 families were regularly spending time in the area during summer. About this time, professional fishermen also began using the Bay's protected anchorage for better access to their fishing grounds. The track into the area was upgraded in 1954 to provide better access into the area and some squatters' huts were subsequently erected.

A subdivision plan was proposed and in 1959, the Lands Department released twenty blocks (lots 1-20). There was a great demand for these and another forty lots were released the same year (lots 21-60). By the end of the 1950s approximately 70 lots were released (lots 61-70). A further twenty lots were released in 1962, under a 10 year lease (lots 71-90) and in 1963, a further seventy lots were released (lots 91- 162).

The development of the houses followed this pattern of release, with lots 1- 60 being the first houses constructed. According to Roxanne Hawkes, the houses were constructed in sequential order, with lot 1 being the first house and so on.

### 5.2. Chronology

- 1826 Frederickstown (later Albany) established at King George the Third Sound as an outpost from Sydney, New South Wales.
- 1829 Swan River Colony established.
- 1831 Free settlement established at King George's Sound as part of the Swan River Colony.
- 1840s Land along southern coast of Western Australia increasingly taken up for grazing.
- 1880s Land Grant Railway built between York and Albany by the West Australian Land Company. Millar Brothers won the contract to build the railway and began timber milling operations at Torbay.
- 1890s Expansion of timber industry and associated settlements. By this time, over 25% of the colony's timber exports came from the southern coastal areas. Denmark established as a company town by Millar's Timber and Trading Company.
- 1920s Group settlement schemes throughout the south west.
- 1930s Farmers from the Kojonup, Manjimup and Lake Muir districts drive cattle to Peaceful Bay area for summer grazing. Others trekked from Denmark to camp and fish.
- 1940s War Service Land Settlement schemes throughout the south-west. About 40 families regularly camping at Peaceful Bay during summer. Professional fishermen also start using Peaceful Bay as base for salmon fishing.
- 1956 Denmark Roads Board concerned with number of 'squatters' at Peaceful Bay and consider establishing a camping site and leasehold subdivision for beach cottages.
- 1957 First subdivision of 40 blocks. Camping area and caravan park established.
- 1958 Second subdivision of 50 blocks.
- 1961 Third subdivision of 73 blocks. Formation of Peaceful Bay Association (later Peaceful Bay Progress Association).

- 1962 Caretaker's cottage and shop built.
- 1967 Approximately 130 beach cottages were built by this time.
- 1969 Public telephone installed at Peaceful Bay.
- 1970/1 Leasehold blocks connected to the State Electricity Supply. Permanent population of 20 at Peaceful Bay.
- 1989 5th Avenue subdivision of 40 lots. Leaseholders from the original subdivision begin to lobby for conversion of blocks to freehold.
- 2002 Negotiations regarding the conversion of lots to freehold continue.

### **5.3. Questions not resolved about the development of the place and conflicts arising from the documentary evidence**

Questions not resolved about the development of the place include the archaeological potential of the site. The precinct was constructed across a droving track (see Figure 7) The history of each individual house was not considered to be part of this report, but the investigation of the different histories of the houses or any of the structures, should be encouraged. Some of the houses may have cultural heritage significance.

### **5.4. Comparative analysis of the place**

#### **Coastal Camping and Recreation - historical context**

According to a recent study on the beach in Australian history, patterns of beach use changed following World War II:

...with rising affluence and the consequent increase in car ownership...[g]oing to the beach no longer meant travelling to the beach most conveniently reached by public transport; enjoyment of wider range of beaches became possible.<sup>107</sup>

Alongside beach visitation, camping at the beach for extended periods became widely popular as a cheap and relaxed family holiday, particularly for those that did not live close to a beach. Many families returned to the same place year after year and established permanent camps - more often than not illegally:

There is no inalienable right to beach access and occupation in Australian law ...Nevertheless, there seems to have been a widely-held conviction that the public should have free access to the beaches, as a cultural right transcending mere law.<sup>108</sup>

This phenomenon occurred throughout Australia.

In Western Australia, the number of people who visited the 'many attractive camping places around the coast' steadily increased during the 1950s.<sup>109</sup> As an indication of increasing popularity of camping holidays, the number of registered caravans in the State

<sup>107</sup> Huntsman, L, *Sand in our Souls: the beach in Australian History*, University of Melbourne Press, Carlton South, 2001, pp. 95-7.

<sup>108</sup> Huntsman, L, *Sand in our Souls: the beach in Australian History*, University of Melbourne Press, Carlton South, 2001, p. 84.

<sup>109</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Letter from Surveyor General to the Undersecretary for Lands, 30 January 1958.

increased from about 4,000 in 1949 to about 16,000 in 1958 and was expected to reach 30,000 within 10 years.<sup>110</sup>

In a bid to ascertain the extent of camping in coastal areas and 'to identify the particular spots suitable for camping holidays' in Western Australia, the Lands and Surveys Department toured the coast in early 1958. Surveys were taken and plans prepared for ['holiday resorts'] to provide for the orderly development and use of these areas and for such leasing or sale of land as may be deemed advisable in each case'.<sup>111</sup> The procedure followed at Peaceful Bay in the Denmark Road Board district was recognised 'as a guide for these areas'.<sup>112</sup>

By the end of January 1959, an aerial photography survey of the coastline from the Murchison River to Esperance had been completed as a stocktaking exercise at 'the height of the holiday season'. The photographs showed squatter shacks, caravans, picnic grounds, bathing places, as well as sheltered waters that could be opened up for camping.<sup>113</sup>

Over the years, many areas have been developed as camping and/or beach cottage subdivisions on the Western Australian coast. A few provide owners with freehold title, while the majority have been set aside as reserves and administered by state and local government authorities. At the same time, the illegal construction of beach shacks has continued in many areas (see following examples).

The unregulated development of coastal areas has had a negative impact on the natural environment. A policy for the specific purpose of removing squatters from public lands was enacted in 1989 - Illegal Occupation of Coastal Crown Land (Squatters) Lands Operations Policy Manual Policy 5.45.1, 4 July 1989. The aim of the policy is to reclaim land illegally occupied for public use or rehabilitation.<sup>114</sup> Several shack communities formed organised groups in an effort to resist Government moves to remove the shacks.

### Coastal Camping and Recreation - Shire of Denmark

By early 1960, there were four coastal 'resorts' (all 'Class A' reserves) in the Denmark Road Board District (later Shire of Denmark) - Ocean Beach, William Bay, Parry's Inlet and Peaceful Bay. As the Board was not in a position to develop a number of beaches at the one time, it had concentrated on development at Peaceful Bay.<sup>115</sup> However, all the above areas,

<sup>110</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Media Release, 14 January 1959.

<sup>111</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Correspondence from Surveyor General to the Undersecretary for Lands, 30 January 1958.

<sup>112</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Correspondence from Surveyor General to the Undersecretary for Lands, 30 January 1958.

<sup>113</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Media Release, 14 January 1959.

<sup>114</sup> MidWest Heritage Incorporated, 'A Survey of the Squatter Shacks on the Central Coast of Western Australia: Shires of Coorow, Carnamah and Irwin', prepared by Tanya Suba & Graham Grundy, 1995-96. Who was this prepared for?

<sup>115</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves - Location and Survey of', Correspondence from Divisional Surveyor - South to Surveyor General, 11 March 1960.

with the addition of Boat Harbour, were approved for urgent action. Parry's Beach and Ocean Beach were surveyed in late 1960.<sup>116</sup>

### **Coastal Camping and Recreation on the Central Coast – Shires of Coorow, Carnamah & Irwin**

Although pastoralists took up land along the central coast from the 1850s, the coastline remained relatively untouched. However, by the turn of the twentieth century, farmers from Three Springs, Perenjori and Carnamah were seeking holiday spots on the central coast. They first camped by the beach and then gradually constructed more substantial accommodation. Shack building intensified in the 1950s. Professional fishermen also built shacks from the 1960s, particularly in the shires of Irwin and Carnamah.

The shacks became more permanent in nature over time, but remained unauthorised or 'squatter shacks'. The majority of shack owners were holiday makers, although by the 1980s there were some permanent residents (retirees and fishermen).

Most of the squatter shacks on the central coast were single storey, timber framed and corrugated iron clad buildings. Much of the material was recycled. Caravans (by themselves or in conjunction with a shack structure) and transported railway carriages, container boxes and buses also served as shacks for some.

Six-year leases were issued to shack owners in the shires of Carnamah and Irwin in 1992 and 1994. Since then, the majority of squatter shacks on the central Western Australian coast have been removed.

### **Comparative Places<sup>117</sup>**

#### **Parry's Beach - Shire of Denmark**

Parry's Beach was first used as a base for salmon fishermen in 1947. In the 1950s, a small area was subdivided for fishermen's shacks as part of a fishing lease.<sup>118</sup>

#### **Wedge Island Settlement (between Lancelin and Cervantes, approx. 150 km north of Perth)**

By the 1950s, many families from the farming areas east of the coast and others from suburban areas were regularly camping at Wedge Island and gradually built squatter shacks, mainly of corrugated iron. The community formed a Progress Association in 1968 'with the object of improving conditions as the shacks were under threat of demolition by the local authority'.<sup>119</sup> Following the introduction of legislation with the means necessary to remove squatters from public lands in the 1980s, all the shacks are to be removed. However, the Wedge Island settlement has negotiated a reprieve for the

<sup>116</sup> State Records Office (SRO), AN 3/25 Acc 1843, Item 365, 1958, Lands and Surveys Department, 'Coastal Camping and Picnic Reserves – Location and Survey of', Correspondence from Chief Geodetic Surveyor to Senior Topographical Surveyor, 25 November 1960.

<sup>117</sup> The places included as comparatives to *Peaceful Bay Heritage Precinct* were identified through the Heritage Council of Western Australia database and files. It is acknowledged that better examples may exist; these places were chosen as the Heritage Council has shown an interest in them and information is readily available.

<sup>118</sup> Peter Duncan, Shire of Denmark 2002.

<sup>119</sup> National Trust of Australia (WA), 'Historic Places Assessment Form: Wedge Island Settlement', prepared by Laura Gray in association with Wedge Island Protection Association (Inc), August 2001, p. 2.

short term, with 320 private leases. The settlement is of an ad hoc layout, nestled in sand hills immediately adjacent to the beach. It is located on an unvested Crown reserve under the control and management of the Department of Conservation and Land Management.

### **Sandy Cape Settlement (20 km north of Jurien Bay)**

Sandy Cape Settlement comprises about 55 mostly timber framed squatter shacks of corrugated iron, asbestos, fibro and masonite dating from the 1960s.<sup>120</sup> When implementing the State Government policy regarding beach squatter shacks (ie their removal), the Shire of Dandaragan retained three shacks dating from the early 1960s as a small, representative example for 'heritage purposes'. At the end of 2001, the shacks were vandalised and set alight despite the isolation of the area.<sup>121</sup>

### **Cape Burney - Shire of Greenough**

Approximately 17 leasehold lots on freehold title (owned by the Shire of Greenough) and zoned 'Resort Development' alongside the Greenough River mouth. Current leases expire in 2019, when the shacks will be removed and a tourist related development pursued.<sup>122</sup>

### **Drummond Cove - Shire of Greenough**

A number of leases covering fibro squatter shacks are currently subject to negotiations between the Shire of Greenough and shack owners.<sup>123</sup>

### **Windy Harbour - Shire of Manjimup**

Reserve no. 3881.

Managed under Windy Harbour Management Plan, 1982.<sup>124</sup>

Windy Harbour is perhaps the most similar settlement to Peaceful Bay. It is set in the D'Entrecasteaux National Park and consists of 223 leasehold sites, 153 of which are held by people from the Shire of Manjimup. The area was initially leased for grazing.

The settlement began as a squatter settlement with a couple of crude fishing huts constructed before WW2. The area was used by mill workers as an inexpensive holiday when the mills closed over Christmas. Between the end of the war and 1950, 80 huts had been constructed. The tenure of the land was formalised by a lease arrangement in 1957.

The community is close knit, motivated and active in maintaining the low key character of Windy Harbour.<sup>125</sup>

<sup>120</sup> Heritage Council of Western Australia file P15824.

<sup>121</sup> File Note re Sandy Cape Beach Shacks, Heritage Council of Western Australia file P15824.

<sup>122</sup> Letter from Shire of Greenough to Heritage Council of Western Australia, 8 August 2001, HCWA File P15824.

<sup>123</sup> Letter from Shire of Greenough to Heritage Council of Western Australia, 8 August 2001, HCWA File P15824.

<sup>124</sup> As mentioned in Heritage and Conservation Professionals, 'Huts in the D'Entrecasteaux National Park: Heritage Assessment and Conservation Recommendations', prepared for the Department of Contract Management Services on behalf of the Department of Conservation and Land Management, February 2000, p.55.

<sup>125</sup> Thompson McRobert: *Windy Harbour Management Plan*

**Point Moore Reserve – City of Geraldton**

Reserve no. 25459.

This settlement was established in 1966 along similar lines to the *Peaceful Bay Heritage Precinct*. It was originally zoned recreational and the lease conditions included a clause limiting occupation to 3 months of the year. The layout is similar to the *Peaceful Bay Heritage Precinct*, consisting of 176 lots which were created incrementally and constructed around a grid pattern of 10 streets. The lease conditions were amended in 1988 to allow permanent residency. The settlement is located on a point south of the town centre and is on the Southern Transport Route of the city.

This settlement is not listed on the City of Geraldton's Municipal Heritage Inventory.

## 6. ASSESSMENT OF SIGNIFICANCE

### Prologue

*This assessment is intended to enable decisions on the future conservation, management and development of the place to be based on a reasonable understanding of its significance.*

#### 6.1. Basis of Significance

The criteria used are taken from the Heritage Council of Western Australia's 'Criteria of cultural heritage significance for assessment of places for entry into the Register of Heritage Places.'

The nature of significance is discussed in terms of aesthetic, historic, scientific and social values. The degree of significance is discussed in terms of its rarity, representativeness, condition, authenticity and integrity. The discussion deals with the complex as a whole as well as its component parts.

##### 6.1.1 Aesthetic value

*HCWA Criterion 1. It is significant in exhibiting particular aesthetic characteristics valued by the community.*

- 1.1 Importance to a community for its aesthetic characteristics.
- 1.2 Importance for its creative, design or artistic excellence, innovation or achievement.
- 1.3 Important for its contribution to the aesthetic qualities of the cultural environs or the natural landscape within which it is relocated.
- 1.4 Important for the aesthetic character created by the individual components which collectively form a significant precinct.

*Peaceful Bay Heritage Precinct* is highly valued by the community for its aesthetic character and its relaxed and informal atmosphere. The aesthetic character of the precinct is that of a simple and minimal beachside development of the 1960s and is created by a combination of different factors including a dense grid like pattern of small simple houses; homogeneity of the form and materials of the houses; informality and variety in the setout of the buildings on the blocks; narrow gravel roads; large areas of lawn which flow from the road edge around the houses; large numbers of mature peppermints which provide a canopy of shade throughout the precinct and which surround the precinct; and the absence of other elements apart from a few simple fences. (Criterion 1.1 and 1.4)

##### 6.1.2. Historic Value

*HCWA Criterion 2. It is significant in the evolution or pattern of the history of Western Australia.*

- 2.1 Importance for the density or diversity of cultural features illustrating the human occupation and evolution of the locality, region or the State.
- 2.2 Importance in relation to an event, phase or activity of historic importance in the locality, the region or the State.

- 2.3 Importance for close association with an individual or individuals whose life, works or activities have been significant within the history of the nation, State or region.
- 2.4 Importance as an example of technical, creative, design or artistic excellence, innovation or achievement in a particular period.

*Peaceful Bay Heritage Precinct* is important as an example of the trend towards extended beach-side holidays that emerged in the 1950s as Australian families became more affluent and mobile. (Criterion 2.1)

*Peaceful Bay Heritage Precinct* was one of the first subdivisions in Western Australia of leasehold land released for the construction of beach cottages for short-term occupancy and served as a model for later subdivisions. (Criterion 2.2)

### **6.1.3. Scientific Value**

*HCWA Criterion 3. It has demonstrable potential to yield information that will contribute to an understanding of the natural or cultural history of Western Australia.*

- 3.1 Importance for information contributing to a wider understanding of natural or cultural history by virtue of its use as a research site, teaching site, type locality, reference or benchmark site.
- 3.2 Importance from its potential to yield information contributing to a wider understanding for the history of human occupation of the locality, region or the State.
- 3.3 Importance in demonstrating technical innovation or achievement.

### **6.1.4. Social Value**

*HCWA Criterion 4 It is significant through association with a community or cultural group in Western Australia for social, cultural, educational or spiritual reasons.*

- 4.1 Importance as a place highly valued by a community or cultural group for reasons of social, cultural, religious, spiritual, aesthetic or educational associations.
- 4.2 Importance in contributing to a community's sense of place.

*Peaceful Bay Heritage Precinct* is highly valued by the local community of leaseholders and regular visitors to the area. This was formalised through the formation of the Peaceful Bay Progress Association in 1961. The Association continues to provide improved amenities and services through its own fund-raising and labour efforts, as well as by lobbying government authorities. (Criterion 4.1)

*Peaceful Bay Heritage Precinct* has been the holiday place a group of like-minded people with a common philosophy and similar lifestyle. This has created a close-knit community who have a deep sense of attachment to the place. (Criterion 4.2)

## **6.2. Degree Of Significance**

### **6.2.1. Rarity**

*HCWA Criterion 5. Importance for rare, endangered or uncommon structures, landscapes or phenomena.*

- 5.1 Importance for rare, endangered or uncommon structures, landscapes or phenomena.

- 5.2 Importance in demonstrating a distinctive way of life, custom, process, land-use, function or design no longer practiced in, or in danger of being lost from, or of exceptional interest to, the locality, region or the State.

*Peaceful Bay Heritage Precinct* provides a rare example of an intact beach shack settlement in Western Australia. As a planned settlement under leasehold conditions, the cottages that make up *Peaceful Bay Heritage Precinct* are not under threat of removal. The majority of squatter shack settlements on the Western Australian coast are not under formal tenure and have been removed as the result of government policy. (Criteria 5.1 & 5.2)

### 6.2.2. Representativeness

*HCWA Criterion 6 It is significant in demonstrating the characteristics of a class of cultural places or environments in the State.*

- 6.1 Importance in demonstrating the principal characteristics of a range of landscapes or environments, the attributes of which identify it as being characteristic of its class.
- 6.2 Importance in demonstrating the principal characteristic of the range of human activities (including way of life, philosophy, custom, process, land-use, function, design or technique) in the environment of the locality, region or the State.

The physical elements of *Peaceful Bay Heritage Precinct* are significant in demonstrating the principal characteristics of a 1960s beach side settlement. Typical elements of such settlements found at Peaceful Bay are informal, simple minimal and inexpensive. (Criteria 6.1)

*Peaceful Bay Heritage Precinct* is representative of the beach holiday ethos that emerged in Australia from the 1950s. In Western Australia, this was exemplified by farmers and graziers from the hinterlands who sought isolated coastal beaches for inexpensive family holidays. As a spot became favoured, many established permanent camps in the form of beach shacks and cottages. *Peaceful Bay Heritage Precinct* provides a good example of this, though it is more formalised than many of the shack settlements on the Western Australian coast. (Criteria 6.2)

### 6.2.3. Condition

The condition of the precinct is generally fair. The major items requiring attention are stormwater and sewage. Strategies for these two issues are dealt with in the Peaceful Bay Structure Plan<sup>126</sup>.

The condition of most of the buildings is also fair. A number of houses require urgent maintenance, where elements such as weatherboards, wall cladding and roof sheeting are in poor condition.

### 6.2.4. Integrity

At the present time the place displays a high degree of integrity. It is still used for its original intention of holiday accommodation, although some of the houses appear to be used for permanent accommodation.

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<sup>126</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

### 6.2.5. Authenticity

The precinct displays a high level of authenticity. The layout of the original subdivision remains in the form of the roads and lots and in general the precinct retains its original simplicity and minimal detailing. The native vegetation that surrounds the precinct remains, as do many of the mature peppermints and small pockets of remnant vegetation within it. The large areas of lawn around the houses are also considered to be an authentic element. The single lane roadways were originally sand tracks. These were paved with gravel in 1962, three years after the original subdivision, and are considered authentic to the precinct.

Elements that have been altered in the precinct include:

- the introduction of overhead power lines on timber poles;
- the roadway to First Avenue which has been widened, bitumenised and kerbed. Speed humps and traffic islands have also been added to this street;
- the construction of the Progress Association Hall and Sea Rescue Building on First Avenue and the Fire Brigade building on West Avenue. These buildings are in a larger scale to the original small houses and are clad in industrial profile colorbonded steel which is not an authentic material within the precinct;
- exotic planting;
- the introduction of large steel sheds and garages;
- super six and any solid fencing; and
- telecommunication pits.

Most of the houses in the precinct retain their original form and fabric, although many have been added to, mostly by rear skillion extensions. Other elements of the houses that are not considered to be authentic include;

- the introduction of verandahs to houses which previously had none;
- the introduction of colorbonded cladding to walls and roofs;
- the removal and replacement of jarrah weatherboarding;
- brick construction;
- two storey construction;
- over height TV antennae;
- timber windows and louvred windows have been replaced with aluminium sliding windows;
- decorative elements including balustrading and gable decorations;
- cement sheet cladding.

## 7. STATEMENT OF SIGNIFICANCE

*Peaceful Bay Heritage Precinct*, a settlement of 163 holiday houses set in individual lease lots in the townsite of Peaceful Bay, has cultural heritage significance for the following reasons:

- the place is highly valued by the community for its aesthetic character and its relaxed and informal atmosphere. The aesthetic character of the precinct is that of a simple and minimal beachside development of the 1960s and is created by a combination of different factors including a dense grid like pattern of small simple houses; homogeneity of the form and materials of the houses; informality and variety in the setout of the buildings on the blocks; narrow gravel roads; large areas of lawn, mature peppermints which provide a canopy of shade throughout and around the precinct and the absence of other elements apart from a few simple fences;
- the place has been the holiday place of many leaseholders over a long period of time. This grouping of like-minded people with a common philosophy and similar lifestyle has created a close-knit community who have a deep sense of attachment to the place. The place is highly valued by the local community of leaseholders and regular visitors to the area. The formation of the Peaceful Bay Progress Association in 1961 continues to provide improved amenities and services through its own fund-raising and labour efforts, as well as by lobbying government authorities;
- the place was one of the first subdivisions in Western Australia of leasehold land released for the construction of beach cottages for short-term occupancy and served as a model for later subdivisions;
- the place provides a good example of an intact beach shack settlement in Western Australia. As a planned settlement under leasehold conditions, the cottages that make up *Peaceful Bay Heritage Precinct* are not under threat of removal. The majority of squatter shack settlements on the Western Australian coast are not under formal tenure and have been removed as the result of government policy;
- the place is representative of the trend towards extended beach-side holidays that emerged in the 1950s as Australian families became more affluent and mobile. In Western Australia, this was exemplified by farmers and graziers from the hinterlands who sought isolated coastal beaches for inexpensive family holidays. As a spot became favoured, many established permanent camps in the form of beach shacks and cottages.

*Peaceful Bay Heritage Precinct* provides a good example of this, though it is more formalised than many of the shack settlements on the Western Australian coast.

The condition of the precinct is generally fair, with roads being well maintained by the Shire of Denmark. The major items requiring attention are stormwater and sewage. The condition of most of the houses is also fair. A few houses require urgent maintenance, where elements such as weatherboards, cladding and roof sheeting are badly deteriorating. The place displays a high degree of integrity and authenticity.

## 8. GRADED ZONES AND ELEMENTS OF SIGNIFICANCE

The assessment of the significance of the *Peaceful Bay Heritage Precinct* is based on:

- i) assessment of the complex as a whole;
- ii) assessment of individual elements;
- iii) identification of elements of particular significance; and
- iv) identification of contrasting, intrusive and disruptive elements.

A five tier system of significance has been adapted to assess *Peaceful Bay* and its buildings:

- 1: **Exceptional significance:** (within a national context) this category would warrant inclusion on any register of heritage places, conservation essential.
- 2: **Considerable significance:** (within a state context) This category would warrant inclusion on any register of heritage places, conservation highly recommended
- 3: **Some significance:** This is the threshold for entry onto the Heritage Council's (W.A.) *Register of Heritage Places*, the Australian Heritage Commission's *Register of the National Estate* or the NT's *Classified List*. These areas are extremely important in terms of the place and should be conserved if the place is to retain its meaning and significance; conservation recommended.
- 4: **Little significance:** This category can include additions and alterations made to accommodate changing requirements. They tend to be expedient and ephemeral and their impact upon the place ranges from neutral to moderately intrusive. Where necessary they can be altered for adaptive or other conservation works. They neither contribute nor detract from the significance of the place. Their conservation is not essential.
- 5: **Intrusive:** This includes areas which, in their present form, have or may have an adverse effect on the significance of the place. These elements should be removed when the opportunity arises, or when the element is no longer required, unless their removal is identified as an urgent matter. They detract from the significance of the place.

### 8.1. Graded Zones of Significance

#### 8.1.1 Zones of Exceptional Significance

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#### 8.1.2 Zones Of Considerable Significance

1. The entire *Peaceful Bay Heritage Precinct* is considered to be a zone of considerable significance.
2. The areas of native vegetation that surround the precinct

#### 8.1.3 Zones Of Some Significance

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#### 8.1.4 Zones Of Little Significance

Zones of little significance at *Peaceful Bay Heritage Precinct* are

- the children's playground,

- the Fire Brigade building,
- the Progress Association Hall,
- the Sea Rescue Building

### 8.1.5 Intrusive Zones

-

## 8.2. Elements Of Significance

### 8.2.1 Elements of Exceptional Significance

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### 8.2.2 Elements of Considerable Significance

Although *Peaceful Bay Heritage Precinct* is a zone of considerable significance, there are no elements of considerable significance within the precinct.

### 8.2.3 Elements of Some Significance

Elements of some significance are:

- peppermint trees
- single lane gravel roads
- areas of lawn
- pockets of native vegetation
- dressed timber narrow profile post and rail fences
- original outside toilets
- original jarrah outbuildings
- all houses except no. 79 which is brick
- the following elements of the houses:
  - corrugated iron roof sheeting
  - PGI fireplaces and chimneys
  - cement sheet wall cladding
  - jarrah weatherboards
  - vertical proportioned timber windows
  - other original timber windows
  - original verandahs
  - original doors
  - corrugated iron water tanks
  - louvred glass windows

### 8.2.4 Elements of Little Significance

- introduced verandahs
- steel sheds and garages except where classified as intrusive
- carports
- additions to the houses
- aerials
- rain water tanks that do not match the original corrugated profile
- driveways
- bitumen surface to First Avenue, kerbs and traffic islands
- balustrading

### 8.2.5 Intrusive elements

Intrusive elements to be removed or replaced if the opportunity arises are:

- power poles and power lines
- brick construction e.g. no.79
- large garages and sheds at the front of the lots
- super six fences and other solid fencing such as close picket and wide profile post and rail and any fencing higher than 900 mm.
- decromastic and concrete roof tiles
- introduced exotic plants
- decorative detailing such as lattice work, gable decorations, balustrading (apart from where balustrading is required for BCA and safety reasons)
- hipped roofs that are not original
- telecommunications pits
- over height TV aerials

**Figure 13 Graded Zones Of Significance**

## 9. CONSERVATION POLICY

### 9.1. Introduction

The aim of this section is to establish policies that address how to:

- i) retain or reveal significance;
- ii) identify feasible and compatible uses;
- iii) meet statutory requirements; and
- iv) work within procurable resources.

The statement of significance has established that *Peaceful Bay Heritage Precinct* is an area of considerable cultural heritage significance.

The following conservation policy seeks to define the extent to which it is necessary to retain and conserve the fabric to maintain the heritage value of *Peaceful Bay Heritage Precinct* and to suggest appropriate policies that will enhance its significance.

### Major Issues

The major issues facing *Peaceful Bay Heritage Precinct* are:

- the agreement of the community of the elements that contribute to the special character of the place and which they want to retain;
- the implementation of policies and guidelines that will retain and enhance those elements that create the special character of the place;
- the control of future development within the precinct to conserve its special character;
- options for the place regarding the ownership of the lots and the implications of this on the significance of the place;
- the introduction of required services in a manner that retains the significance of the place; and
- the control of through traffic within the precinct.

### Key Policy Statements

The cultural heritage significance of the precinct lies in the minimal and simple elements that have been introduced. These consist of four main elements:

- small simple houses;
- lawned areas surrounding the house;
- large numbers of mature peppermints;
- narrow gravel roads.

It is the lack of other introduced elements that give the precinct its character of simple holiday shacks placed in a natural setting.

The following list is a summary of policies proposed to retain this character.

1. There should be no demolition or removal of any of the original portions of the buildings, unless certified unsafe by a structural engineer with suitable heritage experience.
2. There should be no addition to the front or sides of any of the buildings unless:
  - it is to one of the few buildings that are located at the rear of the block, or
  - it is a small verandah addition.

3. Alterations and additions to the houses should be in a scale, form and materials which are similar to the authentic form, scale and materials of the existing houses i.e.
  - small,
  - single storey,
  - roof form to be appropriate, usually gable or skillion,
  - galvanised corrugated steel roof sheeting (custom orb profile),
  - low or medium pitch roof,
  - wall sheeting to be flat cement sheet or jarrah weatherboards. Matching materials and profiles will be acceptable.
  - no brick, concrete, stone or other 'solid" wall construction,
  - no two storey construction,
  - no decorative elements such as lattice work, balustrading, decorative gable features etc., although balustrading may be required for BCA and safety reasons.
4. The predominant landscaped elements of open lawn and peppermints should be retained and enhanced. The introduction of exotic species should be discouraged. Pockets of remnant vegetation should be conserved.
5. The erection of fences should be discouraged. Any fences that are required should be post and rail with mesh infil, to match the predominant fencing in the precinct. This type of fencing has little visual intrusion.
6. The single lane gravel road streetscape is seen as an important element that contributes to the informal character of the place and should be retained. The bitumen, traffic islands and kerbing to First Avenue is out of character with the rest of the precinct, but is necessary at the present time as this road is the main vehicular access way between the new beach carpark and the shop. If the opportunity arises to limit or redirect through traffic, consideration could be given to reinstating the original finish to be in character with the other roads in the precinct.
7. There should be no kerbs, drains, paths, signs, or other elements introduced to the streetscape.
8. The use of letter boxes should be discouraged to minimise visual clutter and the opportunity investigated to maintain a centralised mail collection.
9. The provision of paved driveways should be discouraged. If driveways are required, they should be constructed of appropriate materials and with as little visual intrusion as possible.
10. Elements that have been identified as intrusive should be removed or replaced when the opportunity arises. These include power poles, super six fences, large garages and sheds to the front of the lots, decromastic and concrete roof tiles, brickwork and tall over height TV aerials.
11. The Shire of Denmark should consider options to discourage through traffic from First Avenue and the precinct.
12. The entrance to the precinct from the shop should be upgraded by creating a more intimate streetscape using elements that are appropriate to the precinct.
13. Proposed services such as sewer, potable water and underground electricity should be located with as little visual intrusion and disruption of the existing fabric.

14. If the leases are transferred to private ownership, strata titles would be a preferred option to freehold titles. This would enable required services to be introduced with less expense, visual intrusion and disruption of the fabric of the precinct.
15. Stormwater disposal from the precinct is inadequate and should be upgraded, in accordance with the Peaceful Bay Structure Plan<sup>127</sup>.
16. The Shire of Denmark to establish a management process to control development of the precinct according to this Conservation Plan, including:
  - the coordination of the introduction of any proposed services to the precinct, and
  - providing guidelines to all leaseholders and any other relevant parties to guide future development of the precinct. An indicative set of guidelines is included in appendix 2 of this report.
17. Should the opportunity arise, original authentic finishes that have been removed should be reinstated, e.g. jarrah weatherboards, flat cement wall sheeting and galvanised corrugated roof sheeting.
18. Should the opportunity arise, consideration should be given to the refurbishment of the Progress Association Hall and the Sea Rescue building in a style that is more appropriate to the precinct, without mimicking the historic style.
19. The scale of the Fire Brigade building is not in keeping with the other buildings in the precinct, and the fire equipment is likely to be relocated to another building outside the curtilage of the precinct. If the community wishes to retain the present building in situ, the large cleared areas around the building should be replanted with native vegetation which would minimise the impact of the large scale of the building.
20. Houses that require urgent maintenance work should be attended to immediately, so that no significant fabric is lost from the precinct.
21. The amalgamation of lots will not be permitted and only one house will be permitted to be constructed on each lot.
22. To limit the size of the houses, a site cover of 0.3 is recommended for the main house and an additional 0.2 for sheds, garages and outbuildings.
23. The site of an historic drovers' track crosses the south east corner of the precinct and consideration should be given to the archaeological potential of the site before any major excavation works, such as proposed service trenches. Grant money is available for this type of work and could be costed into the proposed infrastructure program. Leaseholders should also be mindful of any potential archaeological findings and the Progress Association should consider storing and displaying any found elements as part of an interpretation policy.
24. The areas of native vegetation that surround the precinct should be retained and conserved.
25. The use of the place should remain for holiday or residential use.
26. The provision of interpretation of the place should be considered, in a location that is accessible to residents and visitors.
27. Encourage the compilation of the history of each house and associated outbuildings, together with photographs and social history.

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<sup>127</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

## 9.2. Urgent conservation works

All the houses should be inspected and any urgent maintenance should be attended to immediately.

## 9.3. Policies Arising Out Of The Cultural Significance Of The Place

### 9.3.1 Procedural Constraints Arising Out of the Statement of Significance

The Statement of Significance states that *Peaceful Bay Heritage Precinct* is a place of considerable cultural significance. Constraints that arise from this statement relate to the proper conservation, restoration and interpretation of the place.

**Policy 1** *The Statement of Significance (Section 7) and the Graded Zones and Elements of Significance within the place (Section 8) should be accepted as one of the bases for future decisions about the place. This Conservation Plan should be adopted by the Shire of Denmark as the main guiding document for its management, maintenance and development.*

**Policy 2** *All decisions impacting on significant fabric of Peaceful Bay Heritage Precinct should be made in accordance with the recommendations of this Conservation Plan.*

**Policy 3** *The future conservation and development of the place should be carried out in accordance with the principles of The Burra Charter and in accordance with this Conservation Plan.*

### 9.3.2 The relevance of the Burra Charter

All the articles in *The Burra Charter* are relevant, but the following describe particular conservation principles which need to be understood in regard to procedural constraints and requirements arising from the Statement of Significance for the *Peaceful Bay Heritage Precinct*. The main terms used in the following policies are based on *The Burra Charter* and have been defined in the Introduction section of this report.

**Policy 4** *Places of cultural significance should be conserved (Article 2.1)*  
*The aim of conservation is to retain the cultural significance of a place (Article 2.2)*  
*Conservation is an integral part of good management of places of cultural heritage significance. (Article 2.3)*  
*Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state. (Article 2.4)*

**Policy 5** *Conservation is based on a respect for the existing fabric, use, associations and meanings. It requires a cautious approach of changing as much as necessary but as little as possible. (Article 3.1)*  
*Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture. (Article 3.2)*

**Policy 6** *Conservation of a place should identify and take into consideration all aspects of its cultural and natural significance without unwarranted emphasis on any one value at the expense of others. (Article 5.1)*

**Policy 7** *Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of a place. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate. (Article 8)*

**Policy 8** *Work on a place must be preceded by professionally prepared studies of the documentary, physical and other evidence and the existing fabric recorded before any intervention in the place. (Article 23)*

This Conservation Plan fulfils the requirement for a professionally prepared study of the place.

**Policy 9** *Competent direction and supervision should be maintained at all stages and any changes should be implemented by people with appropriate knowledge and skills. (Article 30)*  
*A log of new evidence and additional decisions should be kept (Article 31)*

The proposed guidelines in the appendices of this report are intended to help direct the leaseholders and the Shire of Denmark in regard to the type of development that is appropriate to the precinct.

Records of development approvals are retained by the Shire of Denmark as part of their approval process and these should be retained as part of the management of the place.

**Policy 10** *Copies of all reports should be placed in a permanent archive and made available to the public. (Article 28)*

Copies of this Conservation Plan should be available to be referred to or to be purchased at cost at the Shire of Denmark.

Other documentation such as development approvals and photographs, should also be retained and archived as part of the management of the precinct.

### 9.3.3 General actions and controls

#### Traffic management

At the present time, vehicular access between the new beach carpark and the shop is along First Avenue. This has resulted in an increased volume of traffic which has required the sealing of First Avenue to prevent dust, the widening of the carriageway and the introduction of traffic islands for safety reasons, and the introduction of kerbs to direct drainage of the sealed areas. It would be desirable to discourage this traffic from the precinct.

**Policy 11** *The Shire of Denmark should investigate options to discourage through traffic from First Avenue.*

#### Investigation into options of ownership and statutory requirements

The present leases expire in 2010 and the Shire of Denmark is considering the options of tenure of the lots when this occurs. Options include renewal of the leases, transfer of the titles to freehold, or transfer of the titles to strata titles. These options should be investigated to determine which will have minimum impact on the fabric of the place, particularly with regard to the implications of the requirements of the various statutory bodies on the fabric of the precinct, e.g. if the titles were transferred to freehold;

- road widths in the precinct may have to increase substantially if the precinct becomes a freehold subdivision;
- stormwater manholes may be required;
- the Water Corporation will have control over the placement of the sewer, sewer manholes and water meters
- Western Power will have control over the placement of the underground power and the green columns normally placed at the boundaries of the properties.

With strata titles, the requirements for the introduction of services are less stringent than freehold titles and also less expensive. Strata titling requires a strata company and a strata management statement which would control development within the precinct at a neighbourhood level.

**Policy 12** *Before any changes are made to the tenure of the lots, the Shire of Denmark should investigate the options of ownership of the lots with regard to the effect the requirements of the various statutory bodies would have on the fabric of the precinct. If the leases are transferred to titles, it would appear that strata titles would be a more favourable option to freehold titles with regard to the conservation of the precinct.*

### **Development of community facilities**

The community facilities that exist in the precinct at the present time are the Progress Association Hall, the Sea Rescue Building, the Fire Brigade building and the children's playground. The Peaceful Bay Structure Plan<sup>128</sup> provides areas for the development of further community facilities within the area of the greater Peaceful Bay settlement, but outside the area of the precinct. Any further facilities should be located outside the precinct and beyond the curtilage of the precinct.

**Policy 13** *The requirement for further development of community facilities should be located outside the precinct and beyond the curtilage of the precinct.*

### **The greater setting of the precinct**

The areas of natural vegetation that surround the precinct should be maintained and reinstated where necessary, for example the large cleared and gravelled areas surrounding the Fire Brigade building. Elements that are considered to have little cultural heritage significance, or that are considered to be intrusive should be removed or relocated when possible. There should be no further development or clearing of these areas. The requirements of the Bush Fires Act and FESA should be complied with.

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<sup>128</sup> Ayton Taylor Burrell, *Peaceful Bay Structure Plan*, 2000

**Policy 14** *Retain and reinstate the areas of bush that surround the precinct and remove intrusive elements when able, being mindful of the Bush Fires Act and FESA requirements.*

## Introduction of Services

A number of services are required to the precinct. These include the provision of sewer, reticulated scheme water and stormwater disposal. It is also a recommendation of this report that the power lines be relocated underground. Reticulated TV reception, while not a requirement, would be desirable to lessen the visual intrusion of the TV antennae. The provision of these services should be coordinated in accordance with this Conservation Plan, to cause minimal disruption of the fabric of the precinct

**Policy 15** *The Shire of Denmark to coordinate the provision of services to the precinct in accordance with the requirements of this Conservation Plan.*

## Carpark and Shop

The carpark and area around the shop is part of the 'entrance' to the precinct from the beach. This area should be enhanced and made more intimate by the introduction of elements that are appropriate to the cultural heritage significance of the precinct. The separation of the shop, carpark, roadway and caravan park entrance could be more defined by planting and other landscaping elements to reduce the visual impact of the large amounts of bituminised surface.

**Policy 16** *Enhance the carpark and area around the shop to be more appropriate to the heritage value of the precinct.*

## Indicative Guidelines

Indicative guidelines for future development within the precinct have been included in Appendix 2 of this report. Guidelines such as these should be made available to leaseholders as an indication of the type of development that will conserve the cultural heritage significance of the precinct.

**Policy 17** *Indicative guidelines should be made available to all leaseholders to guide future development in the precinct.*

### 9.3.4 Opportunities arising from the Statement of Significance

This section of the report is based on the identification of desirable actions which would have to be applied to the place to conserve the various aspects of its significance. The principal aspects of the cultural significance of *Peaceful Bay Heritage Precinct* have been reviewed in Section 6.0 (Assessment of Significance) and summarised in Section 7.0 (Statement of Significance).

## Previous decorative finishes

"Previous decorative finishes" in the context of *Peaceful Bay Heritage Precinct* Conservation Plan refers to original exterior colours. It is recognised that colours are an

individual choice and contribute to the charm of the precinct. However, some of the owners may consider taking the opportunity to investigate the original paint colours of their houses and reinstate them. These previous colours can be identified from wet and dry paint scrapes. It is acknowledged that the cladding on a number of houses remains unpainted.

**Policy 18** *Leaseholders should be encouraged to take the opportunity to investigate and reinstate original external paint colours.*

## Reconstruction

**Policy 19** *The opportunity exists for the reconstruction of missing elements, where clear evidence exists to enable this to be accurately undertaken, provided there are relevant skills available to implement such proposals*

*Reconstruction is appropriate only where a place is incomplete through damage or alteration and only where there is sufficient evidence to reproduce an earlier state of the fabric. (Burra Charter Article 20.1)*

Areas where reconstruction is desirable include:

- reinstatement of the original road surface to First Avenue, (if the opportunity arises to limit or redirect through traffic)
- lawns;
- original roof finish (galvanised corrugated steel sheeting);
- original wall cladding (fibrous cement sheeting or jarrah weatherboards or a mix of both);
- timber windows.

## Removal

**Policy 20** *The opportunity for the removal of intrusive elements and their replacement where appropriate with authentic fabric should be undertaken where possible.*

At the present time, many elements that have been classified as intrusive perform a required function and cannot be removed or replaced until circumstances change. This policy works towards being mindful of opportunities to enable intrusive elements to be removed or replaced. For example, if through traffic is discouraged from First Avenue it may be possible to reinstate the original gravel surface and remove the kerbing and traffic islands from First Avenue. If the TV reception in the area changes, it may be possible for the community to contribute towards establishing a reticulated system that would reduce the number of aerials required. Other intrusive elements that could be removed if an opportunity arises include power poles, any brick construction, non corrugated profile water tanks, large garages and sheds at the front of the lots, super six fences and decromastic and concrete roof tiles.

## 9.4. Policies Arising Out Of The Graded Zones and Elements Of Significance

### Zones of considerable significance

**Policy 21** *The fabric of zones of considerable significance should be preserved, restored or reconstructed as appropriate.*

This report has classified *Peaceful Bay Heritage Precinct* as a zone of considerable significance.

The elements that require conservation can be divided into two groups, those relating to the buildings and those relating to the setting.

### **The buildings**

The original sections of the individual houses should all be retained, apart from no. 79 which is constructed of brick and is classified as intrusive. This does not preclude future development in the form of additions and refurbishment of the buildings. In most cases, development to the front or sides of the building will not be allowed. A few houses are constructed at the rear of the lots and in these instances sensitive additions to the front may be allowed. The addition of front verandahs will also be allowed, providing they are as simple as possible, follow a roof line that is appropriate to the building in question and have no decorative elements such as latticework. Balustrades should not be constructed apart from a few instances where they may be required by the Building Codes of Australia or for other reasons of safety. The absence of verandahs is part of the authentic style of many of the original structures and the retention of this simple and minimal aesthetic should be encouraged.

Any additions and refurbishment should be in the same scale, form and material as the building in question. Detailing should be as simple as possible. Decorative details are inappropriate.

Intrusive elements such as tall over height TV antennae should be removed if the opportunity arises. A new TV aerial is to be erected by the end of 2002. The large TV aerials will no longer be required, although smaller ones will still be needed.

The houses should all be maintained. Reconstruction is desirable provided sufficient detailed information is available. The reinstatement of original elements such as authentic jarrah boards, flat cement sheet wall cladding, timber windows and galvanised roof sheeting is desirable. Some of the houses have recently been reclad with corrugated colorbond sheeting to the roofs and walls. These elements are not considered authentic to the precinct.

Ensure that a comprehensive written, drawn and photographic record is complete before any alterations occur to the building fabric.

### **The setting**

The setting of the buildings should be preserved by the retention of important elements and the removal of intrusive elements. Any service elements that are required should be introduced to the setting with minimal visual intrusion or disturbance of significant fabric.

The single lane gravel road streetscape is seen as an important element that contributes to the informal character of the place and should be retained. The bitumen, traffic islands and kerbing to First Avenue is out of character with the rest of the precinct, but is necessary at the present time as this road is the main vehicular access way between the new beach carpark and the shop. If the opportunity arises to limit or redirect through traffic, consideration could be given to reinstating the original finish to be in character with the other roads in the precinct.

There should be no new works in open space areas which will adversely affect the setting of the place. Garages, sheds and other outbuildings should be set back behind the line of the front façade of the houses. The areas of natural vegetation that surround the precinct should be conserved and reinstated.

Important views are those within the precinct, looking down the avenues and also down the back of the lots. There are also often views through the houses from one avenue to the next. These should all be conserved by wherever possible prohibiting the introduction of elements that will obstruct these views.

Important landscape elements are the mature peppermints in the precinct. These should be maintained and replaced. Any pruning should be according to specialist advice. The present practice of cutting the peppermints down to stumps is unacceptable. The lawns that flow through from the verges around the houses should be retained and restored. The practice of planting exotic species should be discouraged at the front and visible sides of the houses.

### **Zones of some significance**

There are no zones considered to be of some significance at the *Peaceful Bay Heritage Precinct*. There are a number of elements of some significance which are listed in section 8.2.3 and include all the original portions of the houses, apart from the brick house at no. 79.

### **Zones of little significance**

**Policy 22** *The fabric of areas of little significance may be retained or removed depending on the future use requirements*

The zones of little significance in the precinct are the Progress Association Hall, the Sea Rescue building, the Fire Brigade building and the children's playground. Care should be taken that any such works do not detract from the significance of the adjoining spaces or elements. Before removal, ensure that a comprehensive photographic and written record of the element to be removed is completed.

### **Intrusive zones and elements**

**Policy 23** *Intrusive elements have been identified as detracting from the significance of the place and their removal and or replacement with more appropriate elements should be encouraged.*

Any proposed removal needs to be assessed against other considerations such as function and economics before implementation. Before removal/demolition ensure that a comprehensive written, drawn and photographic record is complete.

## 9.5. Policies relating to the physical setting

### 9.5.1 Maintenance of the setting of the buildings

The setting of the buildings within the precinct is a large factor in the special character of the place. Elements that are important to the setting of the building and should be preserved are:

- the mature peppermint trees;
- the minimal use of fencing; any fences that do exist are usually of low visual impact. Often rear and side boundaries are not fenced;
- lawn verges merging into the yards surrounding the properties and creating an open flowing space around the houses;
- the variety of set backs, to front, sides and rear;
- the small plot ratio of most of the buildings which leave plenty of space between buildings;
- absence of driveways and paths;
- the absence of kerbs and manhole lids, grates and other visually intrusive service elements;
- areas of bush around the precinct should be preserved and reinstated;
- absence of signs;
- the absence of street lights.

### Setbacks

**Policy 24** *Retain the variety of setbacks by limiting additions to the front of the houses.*

Setbacks very widely, some houses are built within two metres of the boundary, others are well set back on the lots. Side setbacks also vary widely. This adds to the informal character of the place and in areas where the setbacks are more uniform, such as Fourth Avenue, where the setbacks are approximately 6 metres, the character is more formal and less intimate.

There are a few houses which are set back close to the rear boundary and this policy will need to be relaxed in these cases. The addition of front verandahs will also be allowed, providing they are as simple as possible, follow a roof line that is appropriate to the building in question and have no decorative elements such as latticework. Balustrades should not be constructed apart from a few instances where they are required by the Building Codes of Australia or for other reasons of safety. The absence of verandahs is part of the authentic style of many of the original structures and the retention of this simple and minimal aesthetic should be encouraged.

### Size of buildings

Most of the houses are small and this is an important characteristic which enables the informal character of the place to be retained by allowing the space between the houses

for the large areas of lawn and mature peppermints. The following policies are related to the control of the size of the houses.

The lots are 456 m<sup>2</sup>. A plot ratio of 30% enables a house of 137 m<sup>2</sup> to be built. 20% of the lot allows an area of 91 m<sup>2</sup> for sheds and outbuildings.

**Policy 25** *Retain the small footprint of the houses by establishing a maximum plot ratio of 0.3. A further 0.2 will be allowed for sheds and outbuildings.*

**Policy 26** *The amalgamation of lots will not be permitted.*

**Policy 27** *One house per lot will be permitted.*

## Community buildings

The scale of the three community buildings; the Progress Association Hall, the Sea Rescue Building and the Fire Brigade building is larger than that of the other buildings in the precinct and its curtilage, and these buildings are constructed in materials that are not in keeping with the rest of the precinct. The fire equipment is likely to be relocated to another building outside the curtilage of the precinct. If the community wishes to retain the building, the large cleared areas around the building should be replanted with native vegetation which would minimise the impact of the larger scale of the building.

Consideration should be given to refurbishing the Progress Association Hall and the Sea Rescue Building in a manner that is more in keeping with the other buildings of precinct, but without using historicist mimicry.

**Policy 28** *Should the opportunity arise, consideration should be given to refurbishing the Progress Association Hall and the Sea Rescue Building in a style that is more appropriate to the cultural heritage significance of the precinct.*

### 9.4.1 Landscaping

The predominant landscape elements are the mature peppermint trees and the areas of lawn which flow from the front verge into the front yards and around the houses.

Other planting elements are:

- small pockets of indigenous plants in the road reserves, which consist of shrubs and wildflowers
- some front yards and verges have been landscaped by the owners with mainly exotic species

**Policy 29** *Encourage the retention and replacement of peppermint trees. Appropriate methods of pruning the peppermints should be established according to specialist advice to maintain the canopy of shade that is an important characteristic of the place.*

*The pruning of peppermints back to stumps is prohibited in the lease and this should be enforced. Western Power have a requirement that trees be kept well*

*clear of overhead power lines. The relocation of the lines underground should enable the trees to be managed while maintaining the canopy of shade.*

**Policy 30** *Encourage the retention and maintenance of lawned verges and yards.*

**Policy 31** *The planting of species that are exotic to the precinct in the front yards and visible side setbacks should be discouraged.*

**Policy 32** *Retain the small pockets of indigenous planting that remain on the verges, being mindful of traffic safety.*

## **Fences**

There are very few fences, particularly front fences and this allows the verges and front lawns to sweep between the houses, giving a feeling of space and a relaxed atmosphere. Often there are no side or rear fences, and this contributes to the character of the place by creating an openness that allows space to flow and encourages communication within the community.

**Policy 33** *Discourage the erection of fences. There should be no solid fences.*

*Fences should not be constructed in front of the dwellings. Any fencing should be set back behind the front facades by 1 metre.*

*Any fencing that is constructed should be "open" mesh type fences similar to the predominant style of fences existing in the precinct. Solid fencing such as super six and colorbonded steel should not be allowed.*

### **9.5.2 Streetscape issues**

The streetscape is an important part of the character of the precinct and should be preserved and enhanced. The important elements of the streetscape are;

- the absence of fences, or low key fences with minimal visual impact;
- the single lane unpaved roadways that curve around the peppermints;
- the absence of kerbing, stormwater drains;
- the variety of set backs which gives an informal relaxed atmosphere;
- the absence of driveways and pavements;
- the minimal presence of service and other visually intrusive elements such as letter boxes and signs.

Fourth Avenue has a different ambience to the rest of the precinct, being less intimate and more formal. This is due to a number of factors, including a greater and more uniform setback to the buildings, fewer peppermints and the use of super six fences.

## Street lighting

There is no street lighting in the precinct and this minimises the amount of visual clutter in the precinct. A proposal to install street lighting around the community buildings was not implemented after consultation with the residents. Although at the present time the community does not perceive a requirement for street lighting, there may be a requirement for street lighting in the future. If street lighting is introduced, it should be introduced in a manner that is appropriate to the precinct, i.e. with minimal visual intrusion and using simple elements that reflect the 1960s aesthetic of the precinct.

**Policy 34** *If street lighting is required, it should be introduced to the precinct in a manner that reflects the simple and minimal elements of the precinct and with minimal visual intrusion*

## Roads, Paving and Associated Elements

The roads throughout the precinct, with the exception of First Avenue, are single lane and paved with laterite gravel and apart from the road surfaces there is very little other paving. There are no footpaths and few driveways.

The present gravel paving is considered an appropriate surface and should be retained. A material that resembled the original sand tracks, such as crushed limestone could also be considered. Bitumen and concrete kerbing are considered to be intrusive. The gravel roads and sandy soil in the grass verges soak up a large percentage of the precipitation and it is anticipated that any future drainage within the precinct can be accommodated without the installation of kerbing. The installation of stormwater grates and sewer manholes should also be discouraged or if they are required, they should be installed with minimum visual impact. There are no pedestrian pavements and at the present time these should not be installed.

**Policy 35** *Retain the form of the single lane road width and create a curved form of road plan in the streets where the roadway is not curved. Retain the laterite gravel surface or replace with a more appropriate surface. If possible, reinstate First Avenue to match the other roads in the precinct*

**Policy 36** *The installation of kerbs should be discouraged.*

**Policy 37** *The installation of visually intrusive service elements such as manholes should be minimised and if required installed as discretely as possible.*

## Signs

There are very few signs in the precinct associated with streetscape and these should be discouraged. Street signage at the present time consists of street names and the signage associated with First Avenue as a major thoroughfare in the precinct. If through traffic is discouraged from First Avenue, this may create an opportunity to remove these signs from First Avenue.

House names attached to the front façade of the houses are an established element in the precinct and would remain subject to the wishes of the individual leaseholders.

**Policy 38** *The erection of signs other than street names and house names attached to houses should be discouraged.*

**Policy 39** *No further elements should be introduced to the precinct.*

### **Stormwater drainage**

**Policy 40** *Ensure that stormwater is directed away from the precinct with minimal visual intrusion and disruption of the fabric.*

Stormwater drainage has been identified in the Peaceful Bay Structure Plan as a problem in the precinct, particularly in the winter months<sup>129</sup>. The resolution of the problem is discussed in the Structure Plan, and includes environmental engineering work to discharge and treat water from the drain to the north of the precinct. This is considered to be in accordance with the significance of the precinct and should not introduce any visually intrusive elements or damage any significant fabric.

#### **9.5.3 Vehicular access and car parking**

##### **Existing access and car parking**

Most of the roads in the precinct are single lane gravel roads. These appear to be adequate and should be retained. Cars park in carports where these have been constructed, on the grassed lawns on the lots and on the front verge. This works reasonably well.

##### **Driveways**

**Policy 41** *The provision of hard surface driveways should be discouraged. If driveways are required, they should be constructed in a material that is appropriate to the cultural heritage significance of the precinct.*

At the present time vehicles drive across the lawned road verges and across the lawned areas within the lots. There are very few hard surface driveways. The retention of lawned areas should be encouraged and the construction of hard surfaces should be discouraged.

If the houses are to be occupied permanently, the provision of hard surface driveways may become a requirement and if so, a surface that is appropriate should be used. Suggestions of appropriate surfaces include laterite gravel to match the existing roads, limestone gravel or other appropriate surface. Brick paving, concrete and grey bitumen is not considered appropriate.

#### **9.6. Interpretation**

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<sup>129</sup> Ayton, Taylor, Burrell; Peaceful Bay Structure Plan 2000

**Policy 42** *Provide interpretation of the place in a location that is accessible to both visitors and residents.*

The statement of significance states that the precinct is a place of considerable cultural heritage significance. There is a need for the interpretation of the precinct which will encourage a sense of pride in the place and help explain the unique character of the place to the owner and to the general visitor. Although few photographs seem to be available of the precinct, the history of the area and relevant photographs and maps should be assembled and displayed in an appropriate location, or a number of locations around the precinct.

### **History of the precinct and buildings**

**Policy 43** *Encourage the compilation of the history of each house and associated outbuildings, together with photographs and social history.*

There is a great wealth of history in the community regarding the precinct, houses and outbuildings. The community should be encouraged to compile histories of each house and associated outbuildings and any relevant history of the owners and users of the houses. This could be archived as part of the proposed interpretation of the place, along with copies of photographs relating to the place. Grant money may be available on behalf of the Progress Association for such a project.

## **9.7. Policies arising from the physical condition of the place**

### **9.7.1 Conservation works**

In general, the precinct and the buildings within it are in fair condition. Some of the houses display fabric that has been damaged, e.g. cracked sheeting, deteriorating weatherboards, rusting roof sheeting. Buildings require maintenance in order that no significant fabric of the precinct is lost.

### **Maintenance**

**Policy 44** *Regular maintenance and repair should be carried out as required in the lease, having due regard to the significance of the fabric and this conservation policy. Regular pest control inspections should be undertaken as part of the maintenance plan, as stipulated in the leases.*

### **Hazardous Materials**

Much of the original cladding to the houses is asbestos cement sheeting. Where this cladding is to be replaced it should be done according to current regulations, which are designed to ensure there is no hazard to health from the presence of loose asbestos fibres.

**Policy 45** *All hazardous materials (e.g. asbestos) must be handled in accordance with government standards and Worksafe regulations*



## 9.8. External Requirements

### 9.8.1 Current Heritage Listings and their implications

#### Register of Heritage Places – Heritage Council of Western Australia

HCWA have advised the Shire of Denmark that *Peaceful Bay Heritage Precinct* “is on HCWA’s assessment backlog.”<sup>130</sup>

#### Municipal Heritage Inventory – Shire of Denmark

In 1999, *Peaceful Bay Heritage Precinct* (as Original Peaceful Bay Settlement) was included in the Shire of Denmark’s Municipal Heritage Inventory as a Category C place.

Category C: retain and conserve if possible; endeavor to conserve the significance of the place through provisions of the Town Planning Scheme; a more detailed heritage assessment/impact statement may be required prior to approval being given for any major redevelopment or demolition; photographically record the place prior to any major redevelopment or demolition.

#### Town Planning Scheme – Shire of Denmark

*Peaceful Bay Heritage Precinct* was included in the Shire of Denmark’s Town Planning Scheme in April 2000 as a “Place of Heritage Value”.

According to the Shire of Denmark Town Planning Scheme, all development, including demolition, within a “Place of Heritage Value” should be approved by the Shire of Denmark. This includes fencing. No trees should be removed, felled, lopped or damaged.

#### Classified List – National Trust of Australia (WA)

*Peaceful Bay Heritage Precinct* has not been assessed for listing as a classified heritage place.

#### Register of the National Estate – Australian Heritage Commission

*Peaceful Bay Heritage Precinct* was considered for inclusion in the Register of the National Estate in 1994. Following a period of public consultation, it was not included in the Register.

**Policy 46** *Retain the classification on the Shire of Denmark Municipal Heritage Inventory as category “C”.*

Classification C, together with appropriate design guidelines in the Shire of Denmark Town Planning Scheme, will give some protection in the short term against

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<sup>130</sup> HCWA to Shire of Denmark 22/10/2002

inappropriate development. This classification should be reviewed regularly and the grading amended in line with any review.

### **9.8.2 Statutory Requirements (Non Heritage).**

#### **Native Title Act**

Reserve 24510, being Crown land is within the South West Area 2 Native Title claim currently the subject of mediation. Any proposed developments are subject to Future Act provisions of the Native Title Act. As the land within *Peaceful Bay Heritage Precinct* was vested under S33 of the Land Act a recent High Court decision means Native Title has been extinguished.

#### **Local Authority**

The provisions of the Town Planning Scheme, the Building Code of Australia and Health Act apply.

#### **Shire of Denmark Town Planning Scheme**

The Shire of Denmark Town Planning Scheme should include guidelines for future development within the precinct. An indicative set of guidelines is included in Appendix 2 of this report. Refer Policy 17.

#### **Zoning**

*Peaceful Bay Heritage Precinct* is located on Reserve 24510 and is reserved "Parks and Recreation" on the Shire of Denmark Town Planning Scheme No. 3. A change to the tenure of the area may require a rezoning of the precinct to residential or other appropriate zoning.

**Policy 47** *When the present leases expire, the Shire of Denmark should consider the rezoning of the precinct to an appropriate zoning that reflects the intended use of the place.*

#### **Crown Reserve**

Crown Reserve 24510 is allocated for "recreation and camping." This allocation may need to be amended if the tenure of the blocks is altered.

#### **Bushfires and FESA Requirements**

**Policy 48** *The requirements of the Bush Fires Act and the implications of bush fires on Peaceful Bay Heritage Precinct should be investigated and managed by the Shire of Denmark in consultation with FESA.*

Bushfires are a threat to the precinct and the Bushfires Act should be complied with. Although it is a policy of this Conservation Plan that the peppermints be retained, they

will require pruning and managing to prevent them from becoming a bush fire threat. The areas of bush around the precinct should also be maintained. These also require management to comply with the Bush Fires Act to minimise the threat of bush fires to the precinct.

### 9.9. Owner and user requirements and resources

The land is owned by DOLA and is vested in the Shire of Denmark for "recreation and camping." The precinct is managed and administered by the Shire of Denmark.

The owners of the buildings are the leaseholders.

The resources of the leaseholders varies widely.

### 9.10. Possible Community Attitudes and Expectations

The community includes

- the residents of the *Peaceful Bay Heritage Precinct*,
- the residents and landholders of the of the Peaceful Bay settlement,
- the wider community of the Shire of Denmark and Western Australia.

There is a strong sense of community within *Peaceful Bay Heritage Precinct*. This sense of community is highly valued by the residents and they are keen to preserve it.

Meetings with the executive of the Peaceful Bay Progress Association in October 2001 and with the community of *Peaceful Bay Heritage Precinct* in January 2002 established the following:

- the community of Peaceful Bay has a strong desire to retain the existing character of *Peaceful Bay Heritage Precinct* and the heritage value of the original leasehold area;
- the elements that they consider contribute to the special character of the place include the single lane roadways with gravel paving, the peppermint trees, the form and scale of the buildings (being small and single storey) and the absence of fences and street lighting;
- elements that the community would like to see introduced to the precinct are reticulated water, sewer and improved drainage of the ground in the winter months;
- the community does not want street lighting to be introduced to the precinct.
- the community would like to see large sheds and garages setback from the front areas of the lots;
- the Progress Association Executive expressed concern that the current vehicular access from the new carpark to the shop via First Avenue created a traffic hazard in the precinct and had required the introduction of bitumen, traffic islands and kerbing to the roadway which was previously gravel;
- facilities that the community would like to see introduced to the settlement, although not to the precinct, are a tennis court and basketball court;
- the community does not want a tavern or a school introduced to the settlement.

### 9.11. Management Policies

At the present time the management of the place lies as follows:

- the Shire of Denmark provides building and planning guidelines and controls roads and overall drainage. It is responsible for the preservation of the cultural heritage significance of the precinct through its Town Planning Scheme;
- the Peaceful Bay Progress Association manages the place in relation to security, day to day issues and rubbish removal.
- the management of the electrical and telephone services lies with Western Power and Telstra;
- the conservation, maintenance and decision making regarding the fabric of the buildings lies with the owners of the leasehold, providing statutory requirements and the requirements of the leases are met, including approval from the Shire of Denmark for any proposed works to the houses;
- the management and preservation of the setting of the buildings lies with the Shire of Denmark and the leaseholders;
- the removal/reduction of the impact of intrusive elements lies with the Shire of Denmark to implement policies and with the leaseholders and Shire to implement them;
- fire control lies with the Shire of Denmark.

It is assumed that the management of the place will remain in the present structure until the leases expire, and that the Shire of Denmark will adopt this Conservation Plan to guide development. If the leases are converted to strata titles, the strata title body will have control over development within the precinct and should adopt this Conservation Plan as a tool to guide development. All development will remain subject to statutory requirements.

**Policy 49** *The management of the place should remain in its present structure until the leases expire. If the leases are converted to strata titles, the strata title body will assume responsibility for the management of the place and the control of development, subject to statutory requirements. Any management plan should manage heritage issues according to this Conservation Plan.*

### 9.12. Compatible Use

**Policy 50** *The use of the place should remain as holiday or residential use. Home occupations should be permitted in accordance with the Shire of Denmark Town Planning Scheme.*

At the present time the precinct is used for holiday accommodation. There appear to be a number of permanent residents. The number of permanent residents is likely to increase. This is a compatible use although care has to be taken that it does not change those elements of the precinct that are significant. There also appear to be a number of home occupations in the precinct. Home occupations are also considered to be a compatible use as they are required to be in accordance with the Shire of Denmark Town Planning Scheme.

### 9.13. Alteration to the fabric

**Policy 51** *There should be no removal or demolition of any of the original portions of the houses, unless certified unsafe by a structural engineer with suitable heritage experience.*

All the original portions of the houses in the precinct, apart from the brick house at no. 79, are classified as being elements of some significance. There should be no removal or demolition of any of the houses that are classified as being elements of some cultural heritage significance, unless certified as unsafe by a structural engineer with suitable heritage experience. The Shire of Denmark should review the leases to ensure that none of the houses are demolished.

#### 9.13.1 Existing lease requirements

One of the existing lease requirements is that if the lease is not paid, that the house of the respective lot should be demolished. The Shire of Denmark should alter the leases and notify the leaseholders that this is no longer a requirement.

**Policy 52** *The requirements of the leases that houses be removed when the leases are not paid should be reviewed by the Shire of Denmark and policies introduced to prevent significant fabric being removed from the precinct.*

#### 9.13.2 Additions to the buildings

Any additions to the buildings would be required to respect the heritage value of the precinct and would be required to be in a similar scale and form as that of the existing structures. The existing buildings have been defined as having the following characteristics:

- small
- single storey
- lightweight construction
- simple in form (usually skillion or gable roof)
- lack of decoration
- clad in plain fibre cement sheeting or jarrah weatherboards
- galvanised corrugated iron roof with low or medium pitch to suit existing fabric. The original roof sheeting was corrugated galvanised steel and this can still be sourced. However, zincalume finish is also acceptable. Colorbond finish is not considered appropriate.

Any alterations should reflect these characteristics, unless the detail of the authentic fabric can be shown to have varied from these characteristics (i.e. a few buildings have hipped roofs).

**Policy 53** *Any additions to the building be constructed in a scale, form and materials that is appropriate to the precinct, in accordance with statutory requirements.*

### 9.13.3 Services

#### Existing Services

Existing services to the precinct are an informal reticulated (non potable) water supply, electricity and telephones. The electricity is supplied from overhead lines supported on power poles. Telstra wiring has been installed underground recently, together with small concrete lidded pits.

#### Electricity

The current electricity supply comes from overhead power lines that are supported on timber poles and concrete poles. This is considered intrusive to the precinct and should be replaced with underground power when the opportunity arises.

**Policy 54** *Should the opportunity arises, replace the present overhead power lines and poles and introduce underground power.*

#### Additional Services

The Peaceful Bay Structure Plan has identified that additional services will be required<sup>131</sup>. Proposed introduced service elements may include pits, manholes, water meters, and electrical mini pillars. Care should be taken that introduced elements such as service pits etc are installed with minimal visual intrusion.

**Policy 55** *Services should be provided to the precinct with as little damage to significant fabric as possible.*

**Policy 56** *Introduced service elements should have minimal visual intrusion.*

#### Sewage and water

The services that are required and are likely to be introduced are reticulated sewage and reticulated scheme water. There is a water supply at the moment but it is not potable and rainwater tanks are used to collect drinking water. These tanks are a feature of the precinct.

Sewage manholes will be an intrusive element and should be minimized and placed discretely. The options for the placement of the sewer are;

- in the street where the sewer manholes should be placed discretely and the significant trees and curved form of the road should be retained, or

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<sup>131</sup> Ayton, Taylor and Burrell; *Peaceful Bay Local Structure Plan* June 2000

- at the rear of the lots where the visual impact is minimized but significant fabric such as trees and outbuildings may be lost to enable the sewer line to be set in place.

Reticulated water may require water meters. These are a visually intrusive element and should be positioned to avoid visual intrusion.

The green Western Power mini pillars (green domes) that are installed at the boundaries of properties with underground power are also an intrusive element, in a normal suburban setting they can be hidden behind landscaping. In *Peaceful Bay Heritage Precinct*, we are encouraging the retention of lawned areas where the pillars cannot be concreted. It may be that with strata titling, the mini pillars will not be required. If they are required, negotiations should be entered into to enable the columns to be placed as sensitively as possible.

### **Electronic equipment**

There are a number of tall/over height TV antennae and radio aerials to the houses which are visually intrusive elements. It is recognised that these elements are necessary at the present time; radio contact is vital for contact with fishing boats and the present TV antennae are the most effective way of obtaining TV reception. However, the leaseholders should be mindful that an opportunity may arise that enables these elements to be replaced with a less intrusive elements. For example changing technology may make them obsolete, or if the leases change to strata titles, it may be possible to coordinate a reticulated system for TV reception. In the short term a TV tower is proposed to be erected at the end of 2002, which will make the need for the large TV antennae obsolete, although the smaller ones will still be required.

At the present time there are no satellite dishes in the precinct. It is likely that leaseholders will want satellite TV reception. Satellite dishes are visually intrusive elements and if possible satellite reception should be introduced in a way that minimises visual intrusion, perhaps by reticulating from discretely positioned satellite dishes.

If the community perceives the need for a mobile phone transmitting tower, this should be located outside the precinct.

**Policy 57** *Mobile phone towers should not be introduced to the precinct. If required, consideration should be given to locating the transmitting devices outside the precinct and reticulating the services within the precinct with minimal visual intrusion and disruption of the fabric of the precinct.*

### **Services to the buildings**

Service elements that may be required to the buildings include plumbing and vent pipes, electricity supply lines, air conditioning, water heaters including solar water heaters and satellite dishes.

These elements should be installed with minimal visual intrusion, at the rear of the houses.

**Policy 58** *Services should be provided to the building with as little damage to significant fabric of the building as possible. Introduced elements such as satellite dishes should have minimal visual intrusion.*

#### **9.14. Archaeological**

There are no aboriginal archaeological sites on the reserve.

Figure 7 shows that the place was constructed on the site of a drovers' track and was occupied by squatters' shacks before the present leasehold lots were created. There may be archaeological material present on the site from European settlement of the area. The archaeological resource is a fragile non-renewable part of our heritage which is extremely vulnerable to disturbance.

The site of the historic drovers' track crosses the south east corner of the precinct and consideration should be given to the archaeological potential of the site before any major excavation works, such as proposed service trenches. Grant money is available for this type of work and could be costed into the proposed infrastructure program. Leaseholders should also be mindful of any potential archaeological findings and the Progress Association should consider storing and displaying any found elements as part of an interpretation policy.

**Policy 59** *The place was constructed on the site of a drovers' track. When major excavation is proposed, such as for major service trenches, the Shire of Denmark should consider applying for grant money to commission a professional archaeologist to determine whether there are any areas of potential archaeological findings and to suggest policies to be implemented to conserve any archaeological remains present on the site. This would be part of budgeting for major infrastructure works.*

#### **9.15. Disabled access**

Disabled people have access to the whole site from their vehicles. Consideration may need to be given to the provision of disabled parking and access to the required standards to the community buildings and facilities. If disabled facilities are required, they should be provided with minimal visual intrusion and with acknowledgement of the significant elements of the precinct.

**Policy 60** *Any required facilities for the disabled should be introduced in accordance with current standards but with minimal visual and physical impact on significant fabric.*

## 9.16. Recommended Conservation Works

### **Conservation Works-Immediate Action (within 1-2 years)**

1. Leaseholders to address any urgent maintenance work required to the houses according to the lease requirements. Advice from a heritage professional may be required.
2. Investigate options for funding to prepare an archaeological policy as part of budgeting for proposed major infrastructure works.
3. Implement design guidelines to control future development within the precinct.

### **Conservation Works - Medium term action (within 2-5 years)**

1. Commission an interpretation plan for the precinct.

### **Conservation Works - Long term action (5 years plus)**

1. Remove intrusive elements from the precinct.
2. Remove intrusive elements from the buildings.
3. Reinstate original elements of the buildings.
4. Investigate actions to discourage through traffic from First Avenue.

## 10. POLICY IMPLEMENTATION

### 10.1. Introduction

The Policy Implementation section aims to outline a management strategy to implement the Conservation Policies outlined in the previous section. It identifies:

- who will be responsible for the implementation of the policy;
- a time frame for the implementation of the policies; and
- processes by which the policies can be implemented.

### 10.2. Responsibility For The Implementation Of The Policy

The responsibility for the implementation of this Conservation Plan lies with the Shire of Denmark. The Shire of Denmark should adopt this policy as a guide for the preservation of the cultural heritage significance of the precinct.

The responsibility for the maintenance, refurbishment or additions to the houses lies with the individual leaseholders, in accordance with the Shire of Denmark and the design requirements for the precinct.

The maintenance and, if possible, refurbishment of the community buildings lies with the Peaceful Bay Progress Association.

Interpretation of the place lies with the Progress Association and the Shire of Denmark.

### 10.3. Management

The objectives of the management of the place are essentially to:

- i. control all physical activities on the site that may impact on the fabric of the place;
- ii. manage the setting of the place;
- iii. ensure conservation and maintenance works are carried out;
- iv. if any changes to the tenure of the lots are contemplated, that a commitment to protecting the cultural heritage significance of the place is recognised in any new title or leasing arrangement; and
- v. maintain a summary of works carried out and materials and methods used, as a tool for making future conservation decision;

### 10.4. Statutory Heritage Obligations

The precinct is listed on the Shire of Denmark's Town Planning Scheme no. 3 as a Place of Heritage Value. Any alteration to the precinct is required to be approved by the Shire of Denmark. (see section 9.7.1) the place is also listed on the Shire of Denmark Municipal Heritage Inventory, which, while it has no statutory powers, encourages the preservation of heritage places.

## 10.5. Time frame

The current leases terminate in 2010. The Shire of Denmark needs to establish all the policies listed as short term below before any renewed agreement is entered into regarding the tenure of the lots.

### Short term policies

12. The Shire of Denmark adopt this Conservation Plan as a management tool to guide future decisions regarding the place.
13. The Shire of Denmark to consult with the community on the requirements of the Conservation Plan and establish an acceptance by the community of the kind of controls that they see as beneficial.
14. Inspect the houses for any urgent maintenance work required and attend to, being a condition of the lease. Specific expertise may be required. (Leaseholders)
15. The Shire of Denmark to amend the lease agreement requesting the removal of houses whose owners have reneged on their lease agreement, so that no significant fabric is lost from the precinct.
16. The Shire of Denmark to establish design guidelines for the sensitive refurbishment and additions to the buildings. (See appendix 2)
17. The Shire of Denmark to establish landscaping policies for the precinct, establish guidelines for pruning the peppermint trees and enforce the current lease clause regarding native trees in the precinct. (See design guidelines appendix 2)
18. The Shire of Denmark to establish streetscape policies. (See design guidelines appendix 2)
19. The Shire of Denmark to establish options for and coordinate, the introduction of services such as sewer, underground power and reticulated potable water to the precinct to ensure that future service elements are introduced with a minimum of visual intrusion and damage to significant fabric.
20. The Shire of Denmark to upgrade the drain to the north of the precinct to ensure stormwater is drained away from the precinct. The Peaceful Bay Local Structure Plan June 2000 discusses policies which are considered appropriate to the cultural heritage significance of the precinct
21. The Shire of Denmark investigate options to discourage through traffic from the precinct.
22. The Shire of Denmark establish the most effective tenure of the lots when the present leases expire in 2010.

### Medium term policies

2. Establish an interpretation policy for the site and collect as much oral history of the place and the individual houses as possible. (Shire of Denmark, Progress Association and leaseholders)

## Long term policies

8. Remove elements classified as intrusive.
9. Reinstate original elements where possible. (Leaseholders and Shire of Denmark)
10. Implement options to discourage through traffic in the precinct.
11. Refurbish the Progress Association Hall and the Sea Rescue Building to be more appropriate to the cultural heritage significance of the precinct.
12. Either relocate the Fire Brigade building away from the precinct and its curtilage and reinstate the native vegetation, or reinstate the native vegetation around the building when the building is vacated by the Fire Brigade.
13. Any new lease or transfer of title should incorporate the policies of this conservation plan. (Shire of Denmark)
14. Consider the archaeological potential of the site, and apply for grant money for an archaeological assessment if considered appropriate when major infrastructure works are proposed for the precinct. (Shire of Denmark)

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## 12. APPENDICES

Appendix 1 Schedule of houses within *Peaceful Bay Heritage Precinct*

Appendix 2 Proposed development guidelines for *Peaceful Bay Heritage Precinct*

Appendix 3 Proclamation of Reserve 24510, 24 July 1956.

Appendix 4 Order in Council, 24 July 1956. Order vesting Reserve 24510 in the Denmark Road Board.