



Development Proposal

A.A.A.F. Pty Ltd

Tourist Accommodation – Doubtful Island

Executive Summary

Over the last 10 years, A.A.A.F. Pty Ltd has attempted to facilitate a range of developments on the Doubtful Island Peninsula, approximately 11km east of the Bremer Bay town site.

A.A.A.F. Pty Ltd owns an extensive portion of land comprising of three allotments being;

1. Lot 1307 on plan 254842
2. Lot 1306 on plan 254843
3. Lot 1325 on plan 254843

The combined land area encompasses some 1,514 hectares and forms the central portion of the peninsula leading out to Hood Point and the Doubtful Islands.

The proponent has decided to work within the existing planning framework and develop a short term accommodation development. Under the Shire of Jerramungup's Town Planning Scheme, a development that specifically caters for tourists is a discretionary use in the Rural Zone. The proposed development will comprise 100 holiday units, camping/caravan area, recreation areas, day use facilities and manager's residence strategically placed on lot 1325 and lot 1307 within close proximity to the beachfront.

Each holiday unit will be an individual strata title, managed by a central agency. The owner of the strata title will have the opportunity to either rent out the accommodation, use the accommodation themselves or a combination of both. The strata management plan will determine the length of stay to ensure that the 'tourism benefits' of the development are realised.

In addition to providing a unique opportunity for individuals to own their own portion of the Doubtful Islands Peninsula, the development also offers the following benefits;

1. Providing a high quality accommodation option in the Shire of Jerramungup.
2. Creating additional employment and driving economic growth.
3. Formalising access into the Peninsula and minimising the risk of spreading dieback and improving access for emergency vehicles such as Department of Fire and Emergency Services and St John Ambulance.
4. Providing a facility that builds upon the recent popularity of the Bremer Bay Canyon.
5. Providing Council with additional rates revenue once the strata titles are created.
6. Development of the land offers the potential for improving public access to some of the Shire's high quality coastal assets (beaches and scenic headlands), and to better address coastal management issues, including provision of public facilities and the rationalisation of off road vehicle tracks, at minimal public cost.

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Subject Property and Accessibility

The subject property is located in an area commonly referred to as Doubtful Islands. The property comprises lot 1306, lot 1307 and lot 1325. The three combined lots are distinctly unique in that they are the only freehold land on the Doubtful Islands Peninsula with the balance of land comprising crown reserves and National Park. The property is devoid of improvements, densely vegetated and zoned Rural under the Shire of Jerramungup Town Planning Scheme.

The property comprises some 1,514 hectares and is bound by the Southern Ocean to the east and west and crown reserves forming the southern and northern boundary.

The property is irregular in shape, is generally undulating throughout and is accessed by an unsealed road and various informal bush tracks.

The approximate distance from the Bremer Bay town centre is 11 kilometres. Given the remoteness of this location, public transport is not available in the area.

Legal Description

Legally, the property is defined as;

Lot 1307 on plan 254842 Certificate of Title Volume 2016 Folio 753

Lot 1306 on plan 254843 Certificate of Title Volume 2227 Folio 401

Lot 1325 on plan 254843 Certificate of Title Volume 2227 Folio 401

The registered proprietor is listed as A.A.A.F. Pty Ltd. The registered proprietor purchased the property in August 2003.

Development Proposal

A.A.A.F. Pty Ltd owns an extensive portion of land on the Doubtful Island Peninsula comprising some 1,514 hectares. The land was acquired by A.A.A.F. Pty Ltd in August 2003.

Despite previous attempts to develop the site in consultation with the Shire of Jerramungup, the owner is now proposing to develop the site in a way that is consistent with the zoning, Shire policy and other regulations applicable to the location.



The subject property resides within close proximity to the Fitzgerald River National Park and is covered in natural vegetation. The density and condition of the vegetation does not facilitate a rural land use such as cropping and grazing, despite the zoning suggesting otherwise.

Given the location, topography and vegetation cover, comparable properties in other municipalities are zoned 'Conservation' or 'Vegetation Protection'. These zones facilitate development whilst having underlying conservation and tourism objectives.



Figure 1: Image depicting the subject property's location in relation to the Fitzgerald River National Park and Bremer Bay.

Over the last few months, a proposal has been developed that seeks to work within the existing planning framework and complement the objectives of the Local Planning Strategy, Local Planning Scheme and the various local and state planning policies.

The current proposal seeks to develop a portion of lot 1325 and 1307 with a short term accommodation and tourism focus. The proposed development will comprise 100 holiday units, camping/caravan area, recreation areas, day use facilities and managers residence. The improvements will be strategically located to minimise the environmental impact and restrict the development footprint.

To ensure the financial viability of the project, each holiday unit will be strata titled. The owner of the strata title will have the opportunity to either rent out the accommodation, use the accommodation themselves or a combination of both. All units will be managed by a central agency.

The strata management plan will determine the length of stay to ensure that the 'tourism benefits' of the development are realised. The maximum stay will be limited to 3 months in any 12 month period.

The holiday units will reside on lots 1307 and 1325 adjacent to Tooregullup Beach. Each site will be approximately 3,000 sqm and will be strategically placed to maximise privacy whilst capitalising on the ocean views and access to Tooregullup Beach.

The development site will require some clearing so that the development meets the requirements of the Australian Standard 3959 – Construction of Buildings in Bushfire Prone Areas. The layout of the accommodation seeks to minimise the

amount of clearing required to comply with the standard, whilst also being sympathetic to the environmental character of the area.

In addition to the holiday units, a camping/caravan area, recreation and day use facilities will also complement the development.



Figure 2: Concept design indicating the lot layout with each unit being positioned to maximise the ocean view whilst providing easy access to the beach.

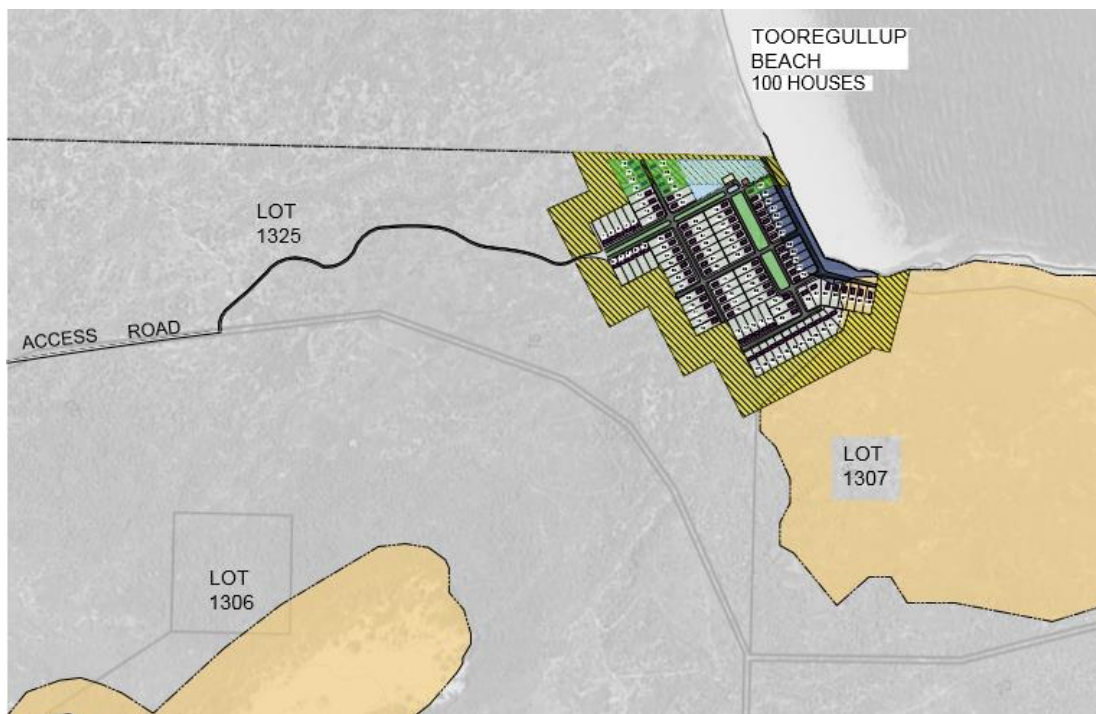


Figure 3: Concept design showing the development site above Tooregullup Beach

Holiday accommodation

The proposal seeks to position 100 holiday units above Tooregullup Beach adjacent to the northern portion of lot 1325 and slightly encroaching on lot 1307.

The units will form a number of rows, each facing the water and accessed by a series of internal gravel roads. The front units will be set back from the high water mark by 100m to comply with the State Government's Coastal Setback Policy.

The units will offer a range of accommodation options including;

- One bedroom, one bathroom (1x1)
- Two bedroom, one bathroom (2x1)
- Three bedroom, two bathroom (3x2)

Each unit will have kitchen and laundry facilities. The units will be designed, constructed, operated and of a scale so as not to destroy the natural resources and qualities that attract tourists to the location. The development will utilise sustainable power, have a low energy demand through incorporation of passive solar design and provide for minimal water consumption.

Additionally, an element of clearing will need to be completed as outlined in figure 03. This will ensure that the proposed development complies with the Australian Standard 3959.

The units will be grouped and surrounded by a 25m Building Protection Zone. A 75m parkland cleared low fuel zone will complement the Building Protection Zone and will provide a well-balanced visual transition from the Building Protection Zone to the natural vegetation.

The ongoing maintenance of the Building Protection and Low Fuel Zone will be the responsibility of the management authority. This will form part of the management statement, created under section 5C of the Strata Titles Act 1985 setting out by-laws for the site.



Figure 4: Image showing the development site above Tooregullup Beach

Environmental design

People are attracted to the location due to its outstanding natural resources. The development aims to preserve the environmental integrity of the Peninsula by formalising the activities on the site and providing a built environment that is

designed, constructed, operated and of a scale that protects and promotes the natural resources and qualities that attract tourists to the site.

The development will utilise sustainable power, have a low energy demand through incorporation of passive solar design and provide for low water consumption.

Managers Residence

Given the remoteness of the area, the proposed development will also comprise a manager's residence. The onsite manager will be responsible for bookings, check-ins, coordination of tourist activities and emergency management.

Recreation areas

As outlined within the preamble to this application, the development does not seek to replicate or create another town or service center within the Shire of Jerramungup.

The development will comprise a common area or recreation facility. This facility will be adjoined to the Managers Residence and will provide a large TV, lounge, cooking and quiet areas that can be enjoyed by tourists when visiting the development.

In addition to the recreation facility, the development will also provide multipurpose playing courts and green space. The green space will comprise grassed areas with picnic facilities and BBQs for guests and visitors to the peninsula.

Camping/Caravan areas

In addition to the formal accommodation area, the proposal also seeks to formalise the camping and caravan options on the peninsula. A formal camping and caravan area will be established. A camper's kitchen and toilet/shower facilities will be constructed, with fees applicable.

The onsite management will provide a wonderful resource for the Shire of Jerramungup and Emergency Services. Management options to enforce fire bans and ensure that all activities on the peninsula remain safe will benefit all community members.

Designated camping and caravan areas will control and keep a record of the number of visitors to the peninsula which will assist Emergency Services in the event of a fire or natural disaster. Previous emergency situations on the peninsula have been difficult to manage, as the number of visitors has been unknown given the informal nature of camping in the area.

Associated activities

In addition to providing a unique accommodation experience, the development will also offer other tourism products including;

1. Accommodation packages with trips to the Bremer Bay Canyon (utilising existing charter service).
2. Tours of the Fitzgerald River National Park (guided nature tours and walks).
3. Indigenous cultural and bush tucker tours.
4. Beach fishing and boat fishing.
5. Provision of snorkeling, surfing and stand up paddle boarding equipment.
6. Mountain biking.
7. Walk trail tours.
8. Bird/nature watching.
9. Education about environmental conservation and best practice.
10. Yoga and meditation classes.
11. Multipurpose courts.
12. Green space for informal activities with picnic and BBQ facilities.

It is envisaged that the accommodation will partner with other tourist providers in Bremer Bay such as quad bike tours, skydiving etc. and work seamlessly with the local visitor centre, shops and other accommodation providers.





Figure 5: Potential accommodation designs that will blend seamlessly into the surrounding environment.

Staging

Given the size of the proposed development, a masterplan has been established that reflects a number of stages that will be completed.

Stage 01: Managers Residence and Camping/Caravan Areas

Stage 1 of the development will comprise the manager's residence and recreation facilities. This will allow for onsite management to be in place from the commencement of the development.

Stage 1 will also include the camping/caravan area, campers' kitchen, ablutions, multipurpose courts and green space.



Stage 02: Strata Lots 01 – 20

Stage 2 of the development will be the creation of strata lots 01 – 20 for short term accommodation. The construction of the units will either be undertaken by the developer or purchaser under the guidance of strict design guidelines.

Stage 03: Strata Lots 21 – 40

Stage 3 of the development will be the creation of strata lots 21 – 40 for short term accommodation. The construction of the units will either be undertaken by the developer or purchaser under the guidance of strict design guidelines.

Stage 04: Strata Lots 41 – 60

Stage 4 of the development will be the creation of strata lots 41 – 60 for short term accommodation. The construction of the units will either be undertaken by the developer or purchaser under the guidance of strict design guidelines.

Stage 05: Strata Lots 61 – 80

Stage 5 of the development will be the creation of strata lots 61 – 80 for short term accommodation. The construction of the units will either be undertaken by the developer or purchaser under the guidance of strict design guidelines.

Stage 06: Strata Lots 81 – 100

Stage 6 of the development will be the creation of strata lots 81 – 100 for short term accommodation. The construction of the units will either be undertaken by the developer or purchaser under the guidance of strict design guidelines.

Project Benefits

In addition to providing a first class accommodation facility within the Shire of Jerramungup, the project will stimulate and diversify the local economy whilst also providing numerous environmental benefits.

Economic Growth

This project has the potential to stimulate the local economy and create economic growth at both the construction stage and the ongoing operation of the accommodation facility.

“Economic growth is a sustained expansion of production possibilities measured as the increase in real Gross Domestic Product (GDP) over a given period” (McTaggart, Findlay, Parkin p.444, 2013). GDP is “the market value of the final goods and services produced within a country over a given time period” (McTaggart, Findlay, Parkin p.398, 2013).

GDP is measured using either the expenditure or income approach. The expenditure approach “measures GDP as the sum of consumption expenditure (C), investment expenditure (I), government expenditure on goods and services (G) and net exports of goods and services (X – M)” (McTaggart, Findlay, Parkin p.400, 2013).

$$\mathbf{GDP = C + I + G + X - M}$$

Economic growth is measured by establishing the GDP over various time periods to determine if an economy is in expansion or contraction.

$$\text{GDP} = \frac{\text{GDP in current year} - \text{GDP in previous year}}{\text{GDP in previous year}} \times 100$$

As outlined above, a key component in measuring GDP and therefore economic growth is investment expenditure (I). Investment expenditure “is the expenditure on capital equipment and buildings by firms and the additions to business inventories” (McTaggart, Findlay, Parkin p.401, 2013). All things remaining equal, an increase in investment expenditure will have a positive impact on GDP and therefore economic growth.

Although GDP is generally measured on a national basis, small increases in production outputs and increases in expenditure locally, contribute positively to GDP on a larger scale.

The development of tourism accommodation in Bremer Bay is a sound example of investment expenditure that will contribute positively to the local economy, GDP and therefore an increase in economic growth. This assessment firstly analyses the direct economic benefits during the construction period and then as the facility becomes operational.

The benefits of this project have been derived from 2 separate components being;

1. Construction benefits (C)
2. Operating expenditure benefits (O)

For the purposes of this analysis, the total economic benefit of the tourist accommodation is represented by the equation;

$$\text{Total economic benefit} = C + O$$

Construction benefits (C)

Any construction project has a positive economic benefit as a form of local expenditure. In this instance, the proponent is proposing to construct a tourism accommodation development. This expenditure comprises building materials, plant, machinery and wages.

The construction cost is a direct financial benefit to the wider community of Bremer Bay and Jerramungup as tenders are awarded, contractors are engaged and materials are purchased. This influx of investment expenditure into the wider Jerramungup community forms part of aggregate expenditure. As this is a construction project, the benefits are achieved at a single point in time and do not extend further than the initial construction period.

In addition to the direct financial benefits, investment expenditure also provides a multiplier effect. “An extra dollar spent on goods and services can generate more than one dollar’s worth of additional activity as a portion of it will be re-spent by those who benefitted from the original outlay. This is known as the fiscal multiplier effect” (Access Economics 2009, p.1).

“For example, if a government spends \$1,000 on goods or services, the money does not disappear, but rather becomes revenue to the supplier and wages to its employees. The supplier and its employees will have higher disposable incomes as a result, so consumption and hence aggregate demand will rise as well. The individuals who the supplier buys things from will also tend to spend some of that additional income, and so on. Each participant who experiences an increase in disposable income then spends some portion of it on final (consumer) goods, which causes the cycle to repeat many times” (Access Economics 2009, p.8).

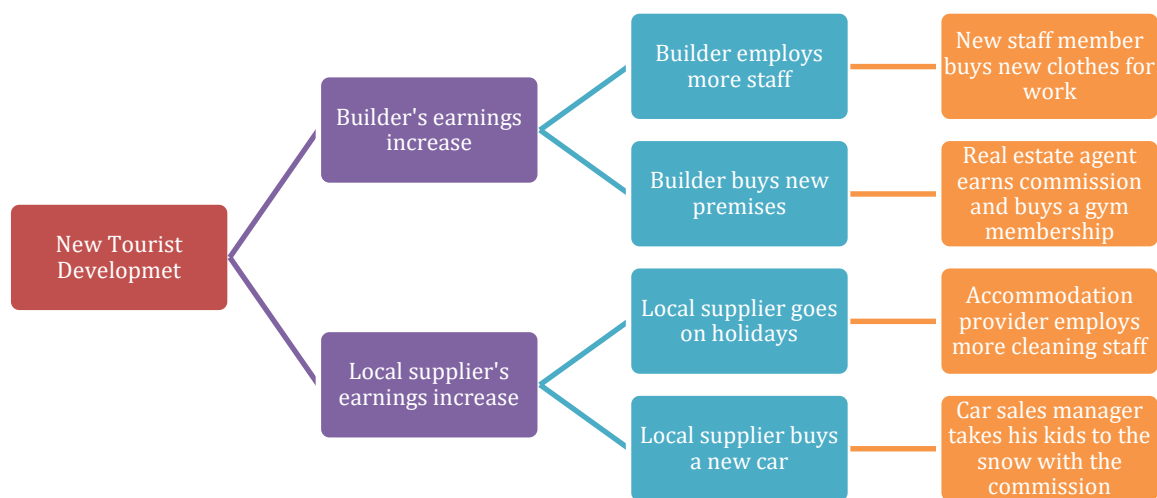


Figure 6: Example of how the multiplier effect works

It is generally accepted that the most effective component of a fiscal stimulus is infrastructure spending (Access Economics 2009, p.10).

“The concept of the fiscal multiplier can be extended to the sub-national or regional level. For example, building a new community facility may lead to new employment for locals, which may have knock-on economic effects for the city or region” (Access Economics 2009, p.12).

Previous studies undertaken by Access Economics suggests a fiscal multiplier for stimulus monies which go to infrastructure spending is 1.69 (Access Economics 2009, p.19). Taking this multiplier and applying it to the construction cost of the accommodation will result in a total construction benefit of **\$22,646,000**.

Operating expenditure benefits (O)

The new tourist development will provide new services that will result in additional employment opportunities in the local community from onsite management and tours to cleaning and laundry services. When additional expenditure is injected into an economy, the money does not disappear. It becomes income to suppliers and contractors and salaries and wages for

employees. As a result of the increased expenditure, contractors, suppliers and employees will have a higher level of disposable income. Therefore, local consumption will increase and hence aggregate demand will rise as well, providing a positive economic impact.

As opposed to the construction example, the economic benefits of an increase in operating expenditure will last for as long as the facility is operational. Given the continually changing financial landscape, this assessment has applied the benefit over 10 years. Although this may be considered conservative, it is considered appropriate and easily demonstrates the impact of an increase in operating expenditure.

To establish the economic benefit, the forecast operating expenditure has been extrapolated over a 10 year period and then discounted back to a present day value. The Net Present Value has been established utilising a discount rate of 7% to reflect the weighted average cost of capital (WACC).

As with the construction example above, an increase in operating expenditure on goods and services can generate more than one dollar's worth of additional activity as a portion of it will be re-spent by those who benefitted from the original outlay.

The appropriate multiplier to use for an increase in expenditure differs slightly from a capital or construction cash injection. "Most economists agree that fiscal multipliers are small, lying between 1 and 2 for an increase in expenditures and maybe less than 1 for a reduction in taxes (Weber 2012 p.4).

For the purposes of estimating the multiplier effect of an increase in local operating expenditure, a multiplier of 1.5 has been applied. Taking this multiplier and applying it to the increase in operating expenditure will result in a total economic benefit of **\$3,569,735**.

Total economic benefit

As outlined above, the accommodation project will deliver significant economic benefits to the Shire of Jerramungup. These benefits will comprise the initial construction benefits and then the ongoing benefits associated with the operating expenditure being consumed locally in the form of contracts, tenders, salaries and wages.

Both the construction benefits and operating expenditure benefits attract fiscal multipliers with the total economic benefit of the project forecast to be **\$26,215,735**.

Zoning and Development Control

Planning in Western Australia comprises a number of levels and tiers and is essentially facilitated by both the State and Local Government. The Planning and Development Act is the primary piece of legislation governing development and subdivision in Western Australia, and its stated purposes are to provide for an

efficient and effective land-use planning system in the State, and to promote the sustainable use and development of land in the State.

The Planning and Development Act facilitates the development of Local Planning Strategies. A local planning strategy (LPS) establishes the planning framework for each local government, and provides the strategic basis for local planning schemes. It sets out the local government's objectives for future land-use planning and development, and includes a broad framework by which to pursue those objectives. A LPS needs to address the social, environmental, resource management and economic factors that affect, and are affected by, land use and development.

Local Planning Strategy

With reference to the subject property, the Shire of Jerramungup Local Planning Strategy specifically references lots 1306, lot 1307 and lot 1325. As indicated below, the Local Planning Strategy suggests that the subject property could be considered for sensitively designed tourist facilities, integrated with the surrounding environment that adds to the experience of the National Park. According to the Shire of Jerramungup Local Planning Strategy;

"There is a substantial private landholding (approximately 1,500 ha) in the Doubtful Island area, without public road access. The land has frontage to both Peppermint Beach and House Beach, and is popular for free-camping and fishing. Four wheel drive access is gained through the Fitzgerald River National Park, and CALM has considered the dedication of the track as a public road. The land has been cleared only in parts, and further cleaning for general agriculture is unlikely to be approved".

Further to the above acknowledgement of the land, the Strategy has also indicated a framework in which to pursue the tourist potential of the site. This framework states that any proposal *"must address the subject's remoteness from Bremer Bay, formal and legal access, bush fire risk management, servicing, and environmental management"*. A response to each requirement is outlined below;

Remoteness from Bremer Bay

The subject property is located 11km from Bremer Bay (as the crow flies). The road access to the property is substantially longer requiring either a bar crossing (at the Wellstead Estuary) or following a more established route along Swamp Road and Doubtful Islands Road.

The condition of the road is currently poor. During the wetter months, access is limited with the spread of dieback significantly increased.

As a part of this development proposal, the proponent proposes to construct a new road and upgrade the existing tracks to provide primary and secondary access to the subject property. This upgrade will deliver numerous benefits including;

- Reducing the risk of spreading dieback as the lower sections of the existing road will be raised and appropriately drained.

- Providing better access to the Doubtful Islands area for emergency vehicles including St John Ambulance and Department of Fire and Emergency Services.
- Formalising access so that additional informal tracks are not continually developed due to adverse conditions. These additional tracks have a detrimental impact on the environment.

The proposed development will be a tourist node and does not seek to create another town or service centre. Bremer Bay will remain as the main service centre, with guests regularly visiting the town to restock on supplies and use the local services and facilities.

Formal and legal access

The current road configuration is informal. As depicted below, numerous tracks have been created due to adverse conditions (additional tracks are created when the main track is flooded). These additional tracks have a detrimental impact on the environment. This proposal seeks to formalise the access both physically and legally. It is proposed that a road reserve, public access easement or public access routes will be created as a part of the subdivision process with a gravel road constructed to the subject property from the Bremer Bay town site.



Figure 7: Image of the track into the subject property and the numerous additional tracks that have been created over the years. One formalised track will improve access whilst reducing the need for further clearing and the unsightly creation of additional tracks

Bush fire risk management

As with all coastal developments, bush fire management has been paramount within the planning stages of this development. The site plan has been prepared taking into consideration the relevant Australian Standards with low fuel zones and parkland clearing complementing the built form that will include a formal BAL assessment as part of any Building License Application.

It is acknowledged that the area currently provides one road in and out. The proposed development will create an additional road to the subject site, therefore improving access and emergency management.

Where this development is unique is the physical proximity to the coast. The development has been planned around residents being able to seek sanctuary on

the coast in the event of an emergency. A beach evacuation is physically possible if required. Additionally, facilities may be provided on the beach to shelter tourists from ember attack in the event of a bush fire or other such emergency e.g. community safer place.

Servicing requirements

Given the remoteness of the area, reticulated water, power and sewerage is not financially or physically feasible. In response and in keeping with the environmental integrity of the peninsula, the development will be self-sustaining and off the grid.

Power

The proposed development seeks to provide power via a substantial solar system and back up diesel generators. This will facilitate a synergy between the optimal uses of renewable energy with the reliability of a conventional system.

Each unit will have a comprehensive solar system that will incorporate battery storage and a wind turbine to reduce the number of batteries needed for energy storage.

A main generator will provide emergency power in the instance of a system failure.

Water

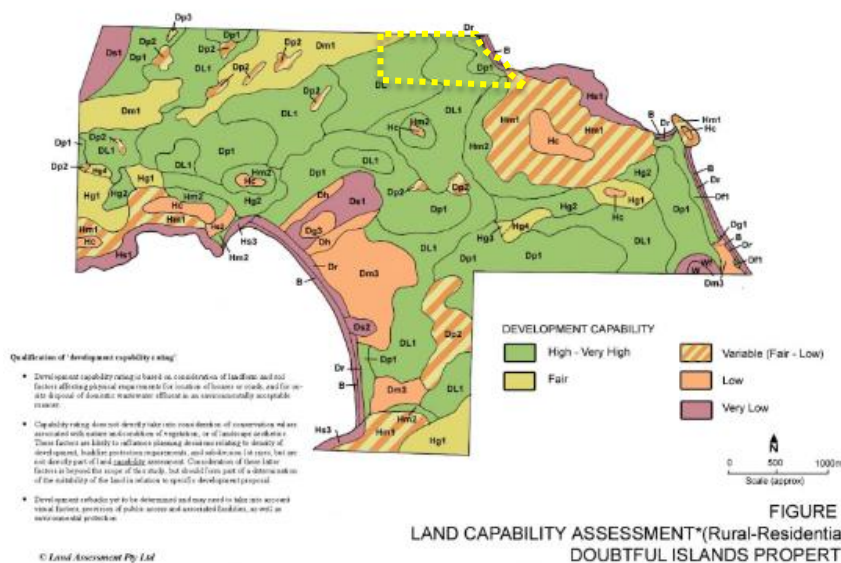
Water will be provided onsite, with each unit designed to capture as much rain water as possible. Substantial water storage will accompany each unit. The common areas will again provide additional water storage.

Sewerage

As outlined with the previous sections of this application, the tourism accommodation has been located where the land provides the highest capability from a development perspective.

The land management units that comprises the development site have been identified within the land capability assessment as DL, DL1 and DP1. The soils in all three land management units are sufficiently permeable and elevated above the water table. Each has been assessed as being suitable for on-site effluent disposal.

Given the suitability of the location for on-site effluent disposal, each unit will have a separate Aerobic Treatment Unit (ATU) or self-contained electrical wastewater (sewage) treatment system. Each unit will be designed to receive and treat all household wastewater from the toilet, bathroom, kitchen and laundry.



Land unit	Summary Description	Development Capability Rating and Comments
MEERUP SYSTEM continued		
DL	Low relief dunes - shallow sands over rubble.	High – No significant limitations to development associated with soil and landform conditions. Older phase of dune activity, gently undulating and relatively well protected from wind. Soils sufficiently permeable and elevated above water table for on-site effluent disposal. Soils also suitable as a base for road / house construction purposes although depth may be restricted in lowest portions of landscape (easily avoided, or filled).
DL1	Low relief dunes - deep sands	Very high – No significant limitations to development associated with soil and landform conditions. Older phase of dune activity, gently undulating and relatively well protected from wind. Soils sufficiently permeable and elevated above water table for on-site effluent disposal and as a base for road / house construction purposes.
Dp1	Sandy plain – deep sands	Very high - No significant limitations to development associated with soil and landform conditions. Most protected and suitable for more intensive development. Soils sufficiently permeable and elevated above water table for on-site effluent disposal.

A stand-alone tourism facility from a servicing perspective is not unique in Western Australia. Ramada Eco Beach Resort is a 1.5 hour drive south of Broome - 120km along the Great Northern Highway and then 10km along a well maintained dirt road or a 25 minute scenic helicopter journey from Broome. Eco Beach is self-sufficient from a power and water perspective utilising the

Kimberley sun for power generation and a series of water tanks and bores for water provision.

Environmental management

The Doubtful Island area is basically unmanaged. Each year, thousands of visitors are attracted to the location given its beauty and idyllic location. As a result, each year the camping areas get larger and the number of informal tracks increase.

This proposal seeks to formalise access to the area. The shacks located on private land will be removed and the informal camping that occurs on private land will be designated into well managed and controlled areas.

On site management will ensure that the protection of the environment is paramount.

The accommodation has been located on the areas that not only provide the best coastal views but also have the greatest capability from a land use perspective. The accommodation has been located on well drained deep coastal sands with adequate setbacks from the high water mark.

As highlighted above, the Shire Planning Framework at the highest level is sympathetic and supportive to a tourism use within close proximity to the Fitzgerald River National Park.

Local Planning Scheme

Underneath the Local Planning Strategy resides the Shire of Jerramungup Local Planning Scheme No.2. Local planning schemes are the principal statutory tool for achieving a local government's aims and objectives with respect to the development of its local area, subject to compliance with the State Government's statutory and strategic planning framework. Schemes deal mainly with land use, development control and infrastructure coordination, and are formulated based on the strategic framework established in the supporting local planning strategy.

As outlined within the preamble to this report, the subject property is zoned Rural under the Shire of Jerramungup's Local Planning Scheme. Given the density and condition of the natural vegetation on the subject property, a rural pursuit such as cropping or grazing is not appropriate and is unlikely to ever gain approval.

The current zoning is subjective given that a rural pursuit is inappropriate due to the sensitivity of the area and vegetation cover. Other local governments on the south coast of Western Australia have established 'Landscape Protection' zones for retreat type subdivision and development where it can be demonstrated that such development will be compatible with the protection of, and where appropriate rehabilitation of, the floral, faunal and landscape qualities of the area.

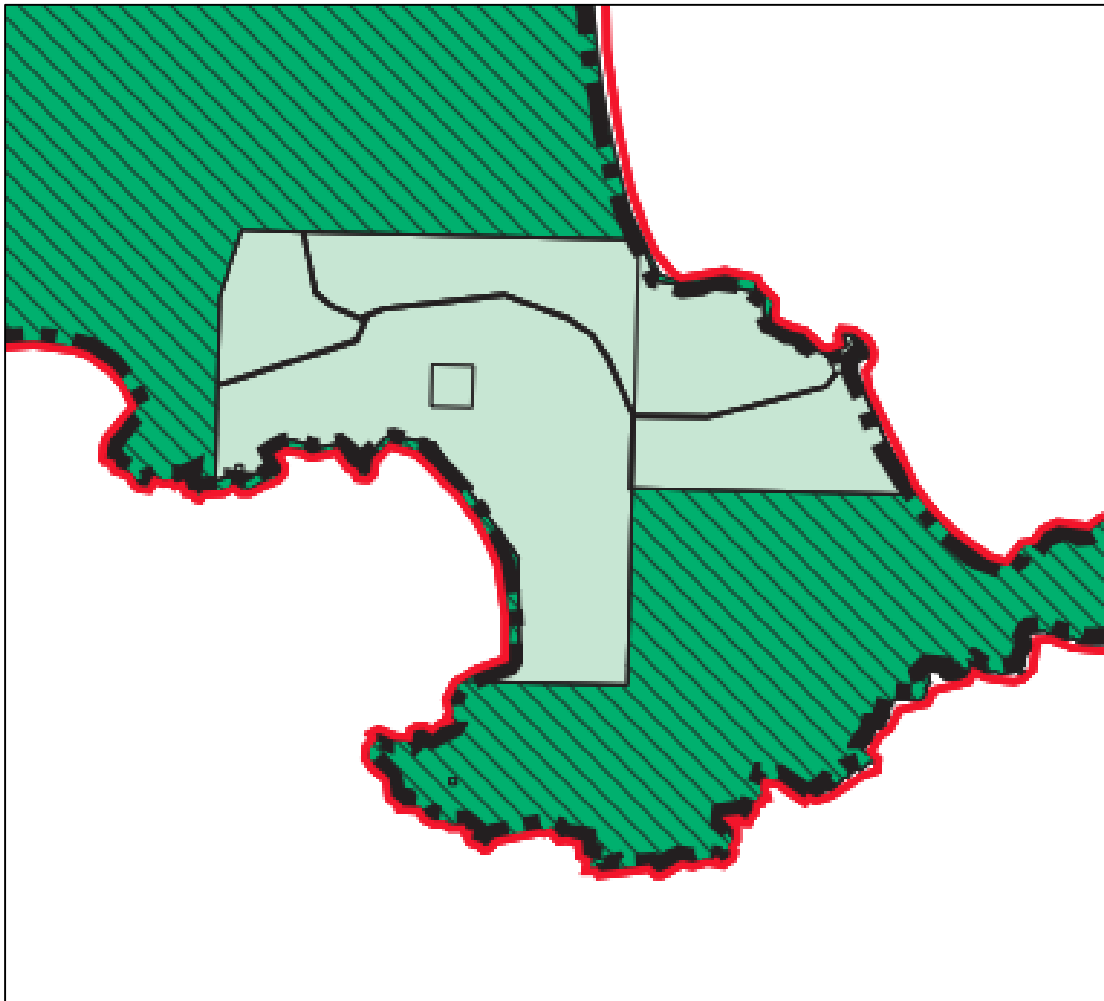


Figure 8: Extract from the Shire of Jerramungup Local Planning Scheme No 2 indicating the rural zoning of the subject property.

In the absence of such a zone in the Shire of Jerramungup, this application builds upon the non-agricultural objectives of the rural zone that seek to allow for facilities for tourists and travellers, and for recreational uses.

As outlined above, the rural zone does facilitate other land uses. These are clearly articulated in the objectives of the rural zone.

Rural Zone

- *To ensure the continuation of broad-hectare farming as the principal land use in the district and encouraging where appropriate the retention and expansion of agricultural activities where the land is capable of such development.*
- *To consider non-rural uses where they can be shown to be of benefit to the district and not detrimental to the natural resources or the environment.*
- *To allow for facilities for tourists and travellers, and for recreation uses.*

The first objective is not appropriate, as the subject property is not capable of being farmed as a broad-hectare farming option. Additionally, as it is not currently being used as a farming property, other uses will not reduce or mitigate the continuation of broad hectare farming on this property.

The subsequent two objectives are very relevant, as the objectives suggest that non-rural uses can be considered where they can be shown to be of benefit to the district and not be detrimental to the Shire's natural resources or the environment. Further to this, the third objective seeks to allow for facilities for tourists and travelers and for recreation uses.

Non-rural uses

Bremer Bay has always been on the cusp of sustained population growth, but has never delivered on its potential. The town lacks a major industry with the visitor period well defined.

Various efforts have been made by the Shire of Jerramungup to grow Bremer Bay including the release of rural residential land and the construction of a town centre.

The recent discovery of the Bremer Bay Canyon perhaps provides the greatest opportunity for further economic development as numerous tourists travel to Bremer Bay each year to experience this biodiversity hotspot.

The proposed development seeks to build upon the popularity of the Bremer Bay Canyon and provide visitors to Bremer Bay with a first class accommodation option. In addition to providing a unique accommodation experience, the development will also offer other tourism products including;

1. Accommodation packages with trips to the Bremer Bay Canyon
2. Tours of the Fitzgerald River National Park (guided nature tours and walks)
3. Indigenous cultural and bush tucker tours
4. Beach fishing and boat fishing
5. Provision of snorkeling, surfing and stand up paddle boarding equipment
6. Mountain biking
7. Walk trail tours
8. Bird/nature watching
9. Education about environmental conservation and best practice
10. Yoga and meditation classes
11. Multipurpose courts
12. Green space for informal activities, picnic and BBQ facilities

It is envisaged that the accommodation will partner with other tourist providers in Bremer Bay such as quad bike tours, skydiving etc. and work seamlessly with the local visitor centre, shops and other accommodation providers.

Facilities for tourists and travellers

The accommodation will provide 100 holiday units with kitchenette facilities. It is also proposed that the development will comprise a common area with recreation facilities including;

- Large television with a wide selection of movies
- Cooking facilities
- Table tennis
- Pool table
- Meeting rooms and quiet areas
- Multipurpose courts
- Green space for informal activities, picnic and BBQ facilities

With specific reference to the zoning table, Tourist Accommodation is a discretionary use in the Rural Zone. According to the Shire's Local Planning Scheme, Tourist Accommodation means accommodation specifically catering for tourists and includes bed and breakfast accommodation, chalets, farmstay, guesthouses, caravan parks, etc. but does not include hotels, or motels.

This proposal reflects a chalet development and therefore is listed as a "D" or "Discretionary" use. This essentially means that the use is not permitted unless the local government has exercised its discretion by granting planning approval.

Local Planning Policy No 6 – Tourist Accommodation

Under the Shire of Jerramungup Local Planning Scheme No 2 ("the Scheme") all tourist accommodation requires planning approval. To assist landowners, developers, key stakeholders and Council in preparing and submitting Tourist Accommodation Proposals, Council has adopted Local Planning Policy No. 6 – Tourist Accommodation.

The Policy applies to all Tourist Accommodation proposals in the Residential zone, Townsite zone, Town Centre zone and **Rural zone** under the Shire of Jerramungup Local Planning Scheme Town No 2.

The Policy has a number of objectives including;

- To provide the opportunity for tourism and cater for tourist accommodation, while protecting the natural beauty and amenity of the area.
- To facilitate a range of accommodation that showcases and complements the attributes within the Shire.
- To provide for tourist accommodation in a manner that does not conflict with existing landuses, rural or rural residential pursuits.
- To achieve a high standard of tourist accommodation for the Shire in appropriate locations based on sound planning principles.

In addition to the objectives, the Policy states a number of requirements. Each of the requirements is listed below with the proponent's response.

Number	Requirement	Proponents response
6.1 Location	Applications for tourist accommodation are favoured in locations that present an advantage to visitors to the Shire, such as proximity to the beach, retail and restaurant facilities, or scenic rural properties.	The subject property is arguably the most scenic rural property in the Shire of Jerramungup. In addition to bordering various reserves, the property provides direct access to numerous beaches and provides outstanding coastal views. In terms of access to the beach, the development provides direct access to Tooregullup Beach.
6.2 Tourist Services	If the lot is isolated from facilities and services in townsites, then Council will actively encourage applications which include on site facilities to service tourists needs (e.g. tennis courts, pools, outdoor active areas).	Whilst the proposal does consider tourist services and activities, the proponent is also aware of Council's desire to not create another town site or service centre. In addition to providing common areas and recreation spaces (multipurpose courts), the proponent will be encouraging residents to utilise as many facilities as possible within the Bremer Bay town site e.g. golf, restaurants etc. The proposal does however seek to deliver a number of tourist activities that have been highlighted within the body of this report including tours of the National Park and partnering with established tourism operators.
6.3 Carparking	Off street carparking should be provided to accommodate tourist accommodation. A minimum of one carparking bay per every guest room should be provided in an area easily accessible to patrons, and carparking should be constructed to a suitable standard as required by the Scheme. Landscaping areas	Given that the site is approximately 1,500 hectares, ample space is available for carparking. In addition to providing carparking at each unit, visitor parking and spaces will also be available for recreational craft such as motorbikes, quad bikes and boats.

	should be used to provide visual separation between any carpark and the front boundary of the lot or public place.	
6.4 Amenity	<p>Council will have regard for any potential impact on the amenity of the surrounding area and may examine issues such as:</p> <ul style="list-style-type: none"> • The existing surrounding zonings; • Existing land uses and potential future landuses permitted by the Scheme in the surrounding area; • The proximity of the site to any potential source of nuisance; • The siting and location of the building to be used for tourist accommodation; • Distances and sightlines to adjoining dwellings; • Number of patrons to be accommodated on the site; • The location of any on site activity areas or services and potential for noise; • The location of existing tourist accommodation and potential traffic generation. 	The engagement of a suitably qualified architect has ensured that the proposed development has been sited and designed taking into consideration the setbacks, distances between units and potential traffic generation.
6.5 Traffic	<p>Council will not support tourist accommodation where there is the potential for traffic generation to cause nuisance or safety issues. Council needs to be satisfied that the traffic generated by tourist accommodation will not negatively impact on amenity, and that the traffic can be accommodated by the existing road network.</p> <p>For larger tourist developments Council may require the applicant to lodge a</p>	This proposal seeks to formalise transport routes to the subject site, therefore improving traffic flow and reducing safety issues. The proposal includes new road access and the upgrade of the existing network to service the development.

	<p>traffic report in support of the proposal.</p> <p>In the event that the existing road network is inadequate to cater for traffic generated by the development, Council may require upgrading by the developer at their cost.</p>	
6.6 Vegetation and landscape	<p>There are significant areas throughout the Shire which have good quality vegetation coverage.</p> <p>Any tourist accommodation should be designed to complement the natural landscape, retain significant vegetation and minimise any visual impact on local beaches and vistas.</p>	<p>The engagement of a suitably qualified architect has ensured that the proposed development has been sited and designed to complement the natural landscape, retain as much vegetation as possible and minimise any visual impact on local beaches and vistas.</p>
6.7 Signs	<p>Any proposed advertising sign must be located within the property boundaries and comply with the relevant Local Planning Policy.</p>	<p>All signage will comply with the Shire of Jerramungup's advertising requirements.</p>
6.8 Water and disposal	<p>The applicant is to ensure that adequate potable water supply is provided and that there is sufficient water supply for fire fighting (if required).</p> <p>Any application for significant tourist accommodation may be referred to the Water Corporation for advice. Applicants are therefore encouraged to liaise with the Water Corporation in the early stage of design.</p>	<p>The applicant acknowledges that the proposal will be referred to the Water Corporation.</p>
6.9 Waste disposal	<p>The Shire of Jerramungup does not have delegated authority to deal with onsite effluent disposal therefore any tourist application may be referred to the Department of Health WA for advice. For any swimming pools, applicants will also need to provide advice on disposal of waste water.</p>	<p>The applicant acknowledges that the proposal will be referred to the Department of Health.</p>

As is clearly demonstrated in the above sections, the proposed development is well supported and complies with the Shire's Statutory Planning Framework, including the Local Planning Strategy, Local Planning Scheme and Local Planning Policy No 6 – Tourist Accommodation.

WAPC Planning Bulletin 83

Planning Bulletin 83 sets out the policy position of the Western Australian Planning Commission on Tourism Development within the State. The Bulletin guides decision-making by the Commission and local governments on subdivision, development and scheme amendment proposals for tourism purposes.

This policy provides a strategic and flexible approach to tourism planning to encourage and support investment in the industry.

The policy position:

- Provides for a strategic focus of broader planning concepts such as locations and precincts to replace the existing “strategic” and “non-strategic” tourism sites.
- Places greater emphasis on the local planning framework in addressing regional and local tourism issues and land use planning objectives.
- Highlights that local governments may set a limit to residential development as part of tourism sites within their local planning strategy or a local planning policy.
- Encourages developers to consider other non-tourist development (such as commercial, retail, conference/reception centre, restaurant/café) within tourism sites, before or at the very least in conjunction with any residential component.

In delivering this policy, the Commission firstly recommends that local governments should establish a land use planning framework for tourism that is relevant to the locality or region and incorporate these statements into their Local Planning Strategy. It is recommended that the Strategy identify key sites, establish a process and assessment criteria and the identification of appropriate planning mechanisms to be incorporated within the local planning scheme. These could include special control areas or specific tourist zones and/or detailed planning requirements such as the preparation of structure plans prior to subdivision or development zoning.

The Shire of Jerramungup has incorporated specific statements within the Local Planning Strategy with reference to the subject site. This includes the identification of the site as a potential tourism node and the establishment of criteria to assist in the assessment of such proposals.

Strategic Alignment

In addition to being well supported and complying with the Shire's Statutory Planning Framework, the proposed development is also aligned to various strategic and operational plans at both a regional and local level including the

Shire's Strategic Community Plan, Fitzgerald River National Park Management Plan and the Great Southern Development Commission's Great Southern Regional Blueprint.

Strategic Community Plan

The proposed development is aligned to the Shire of Jerramungup's Strategic Community Plan. The Strategic Community Plan was developed in 2012 in response to extensive community consultation. A number of trends are strongly reflected within the plan and include;

1. A focus on tourism and generating a tourism product that extends beyond the well-defined tourism period (December to March).
2. Using the Shire's natural assets in developing destination marketing.
3. Protecting the natural environment.
4. Working with the natural environment.

The trends outlined above are well supported within the preamble to the Strategic Community Plan whereby the Shire President suggests that the organisation is working towards 'an increased focus on tourism and our pristine natural environment'.

In addition to the broad strategic objectives that this project complements, it is also well aligned to specific aspirations outlined within the Plan, including;

Aspiration 2:

A growing community that embraces well designed and sustainable development.

Aspiration 4:

An environmentally astute community where human needs are met while conserving our natural and built environment.

Aspiration 11:

A community where revenue is maximised and rating methodology is fair, equitable and transparent.

The themes contained within the plan address changing rural land uses, building on biodiversity values and capitalising on the Shire's strong tourism potential. This proposed tourism development complements the Shire's strategic objectives and when delivered will assist the Shire in meeting its aspirations from a tourism perspective.

Fitzgerald River National Park Management Plan

The Fitzgerald River National Park Management Plan does not specifically reference the subject property. However, the plan does provide various recommendations on upgrading the surrounding access roads due to the risk of dieback infection during the wetter months. The Management Plan recommends the general hardening of the road surface, tracks and paths by adding gravel or limestone or, if appropriate, sealing.

As this project proposes to upgrade the road to the Doubtful Islands, it will inevitably reduce the risk of spreading dieback within the immediate area. This will benefit the general health of the National Park and surrounding areas and will hopefully mitigate the further spread of dieback in the area.

Fitzgerald Biosphere Tourism Planning Strategy

The Fitzgerald Biosphere Tourism Planning and Development Strategy was developed by the Shire's of Ravensthorpe and Jerramungup in an effort to increase tourism numbers and activity within the two municipal areas.

In addition to creating a well recognised brand, the strategy proposes a number of goals or objectives. Goal three (3) articulates a need for attracting private sector investment. This objective is based upon attracting new accommodation options that will attract more visitors.

As the proposed project seeks to deliver a new accommodation option for the region, it would appear that the project is well aligned to the Fitzgerald Biosphere Tourism Planning Strategy.

Great Southern Regional Blueprint

The Great Southern Regional Blueprint is a regional strategic planning document created by the Great Southern Development Commission in consultation with major stakeholders and the general community. The plan has a significant tourism focus and identifies a series of Transformational Projects for the Great Southern Region. Project 6 refers to 'Iconic and Creative Tourism' whereby further development of the Great Southern's tourism products are undertaken.

"The Great Southern currently has a comprehensive range of high value tourism assets. As well as having internationally recognised eco-tourism assets, the sector is supported by a range of major events, activities and attractions. There are opportunities to grow the overall level of activity in tourism, particularly in the international and business segments in a culturally and environmentally sustainable manner. This should be achieved through coordinated branding and marketing activity, **development of quality accommodation options**, improved air services, **investments in ecotourism**, events, arts and cultural heritage assets and leading the way in best practice management of the region's natural assets. Comprehensive collaborative marketing activities are a fundamental requirement if the region's tourism sector is to compete for visitors".

The proposed development supports the Development Commission's objectives by building on the regions idyllic tourism assets and provides a quality accommodation option in reasonable proximity to Bremer Bay.

Road access

The subject property is without legal access. Essentially the property is landlocked. A major consideration and objective of this project is the creation of mechanism that provides legal access to the subject property.

A number of options exist in terms of creating access to the landlocked property;

1. Public Access Easement: section 195 and 196 of the LAA provide that an easement in gross in favour of the State, a State instrumentality, statutory body, corporate body or local government may be created as a “public access easement” for the use and benefit of the public at large.
2. State Easements: where the adjacent land forms part of the State estate, an easement may be obtained from the department’s State Land Services Division under part 8 of the LAA. Procedures in this regard are outlined in the department’s “State Easements” brochure.
3. Public Access Routes: many remote fishing, surfing, camping and other tourism-oriented locations can only be accessed by tracks traversing pastoral land, including pastoral leases. Leases afford the right to exclusive possession and quiet enjoyment to the lessee.
4. Dedicated Road: A dedicated road is one that has been created by lawful process, whether by approval of a plan creating the road, or by publication in the Government Gazette or State newspaper of a notice of dedication.

The proponent does not have a preference in terms of the mechanism used.

There has been some discussion with the Shire of Jerramungup in terms of the mechanism applied. The Shire appears to be in favour of an instrument that facilitates the private maintenance of the proposed road. The proponent does have some concerns in this regard in that the proposed road will facilitate more than just access to the subject property. The proposed road will also provide access to a number of public beaches, fishing shacks and places of public interest. The private ownership and or maintenance of the road may jeopardise public access to these community areas. The proponent therefore feels that the road should be a public instrument and maintained in the same way that all roads are currently maintained within the Shire of Jerramungup.

Currently, the road reserve terminates some distance from the subject property at the intersection of Gairdner Road and Doubtful Island Road. The road then transitions into an informal series of tracks before the road reserve recommences within the subject property.

This development proposal includes the construction of a new road that traverses the coast to arrive at the subject property. The proposed route was assessed as part of the original land capability assessment.

In addition to this new road, it is also proposed that one of the existing tracks is upgraded to a ‘reasonable standard’ to provide secondary access to the subject property. The two options outlined below will need to be assessed further in consultation with the Shire of Jerramungup. Preferably, the access road utilising the coastal route is the landowner’s preference. Although this route may be closed at certain times of the year when the bar opens, it provides a more direct and scenic route to the subject property.

It should be stressed that the preferred route will not include a bridge. The preferred option will be utilised when the estuary is closed, with the secondary route providing access when the bar is open.

The proponent has made contact with the Department of Parks and Wildlife in Albany to discuss the proposed project and potential road upgrade options. Given that the road upgrade satisfies a number of the Department's concerns from an environmental hygiene and emergency management perspective, the Department could be amenable to the upgrade options outlined above.

Although the Shire has previously resolved to assist the landowner in creating legal access to the subject property, the Department of Parks and Wildlife have not committed to providing legal access to the property. In saying this, recent consultation suggests that the Department may consider supporting a development application if the road upgrade results in improved access to Doubtful Islands. This would obviously assist the Department from an emergency response perspective and also in mitigating the risk of further dieback infestation.

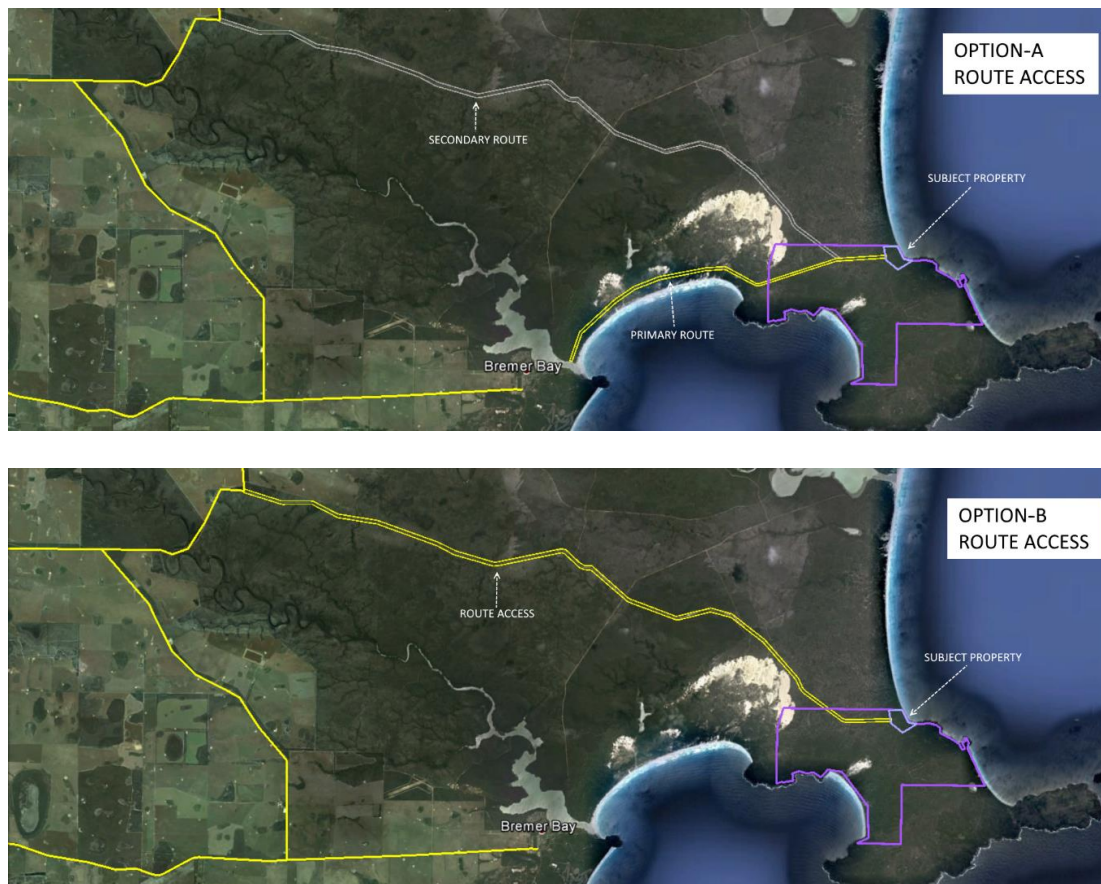


Figure 9: Road alignment options

Management plan e.g. strata, time share, central

The Strata Titles Act WA accommodates two types of schemes, strata schemes and survey-strata schemes. The defining feature of the two types of scheme is the manner in which lot boundaries are determined. A strata scheme must contain a building and the boundaries of the lots must be defined by reference to that building. In contrast, a

strata-survey plan does not show any buildings (even if they are present) and lot boundaries are determined by a licensed surveyor, much like a regular plan.

The Planning Commission acknowledges that strata schemes are an important component in the funding of tourist accommodation developments. This development is no different in that external capital will need to be raised to deliver the project.

In addition to the planning and zoning requirements for the site, it is proposed that the site will be subdivided and then managed as a strata scheme. This will result in each holiday unit possibly being owned individually. In accordance with section 5C of the Strata Titles Act 1985, a management statement setting out by-laws for the site will be registered.

A carefully planned and drafted management statement will assist greatly in the orderly management of the scheme and in preserving the amenity, quality and value of property in the scheme. The management statement will be drafted to reflect the tourism nature of the site and place limitations on the length of stay permitted. This will ensure that permanent occupancy will not occur, whilst visitors will be limited in their length of stay.

The Planning Commission recommends a maximum length of stay of three months in any twelve month period for all tourism units on all developments. This can be implemented through a condition of development, a provision in the scheme or an appropriate management statement condition at subdivision and/or development stage.

Either option is viable and acceptable to the proponent.

Flora and vegetation report

A flora and vegetation assessment was completed in 2008. The study was limited to the north western corner of lot 1325, an area of some 90 hectares. Based upon this survey, the following conclusions were drawn;

1. Six (6) vegetation types were identified in the study with the quality of the vegetation ranging from very good to excellent.
2. The vegetation types identified are not considered to be threatened or priority ecological communities according to the Department of Environment and Conservation.
3. The vegetation community is not considered to be regionally significant.
4. A total of 107 flora species were recorded. 92% were native species with the balance comprising weeds located within close proximity to the fishing shacks.
5. No significant flora was identified (DRF or priority listed)

A follow up assessment was completed in late 2015. The results were consistent with the initial study with no declared rare flora or threatened ecological communities recorded.

The initial study area covered the development site above Tooregullup Beach. In addition to this location, the second study also assessed an alternative site above Doubtful Island Beach. This alternative site has since been disregarded.

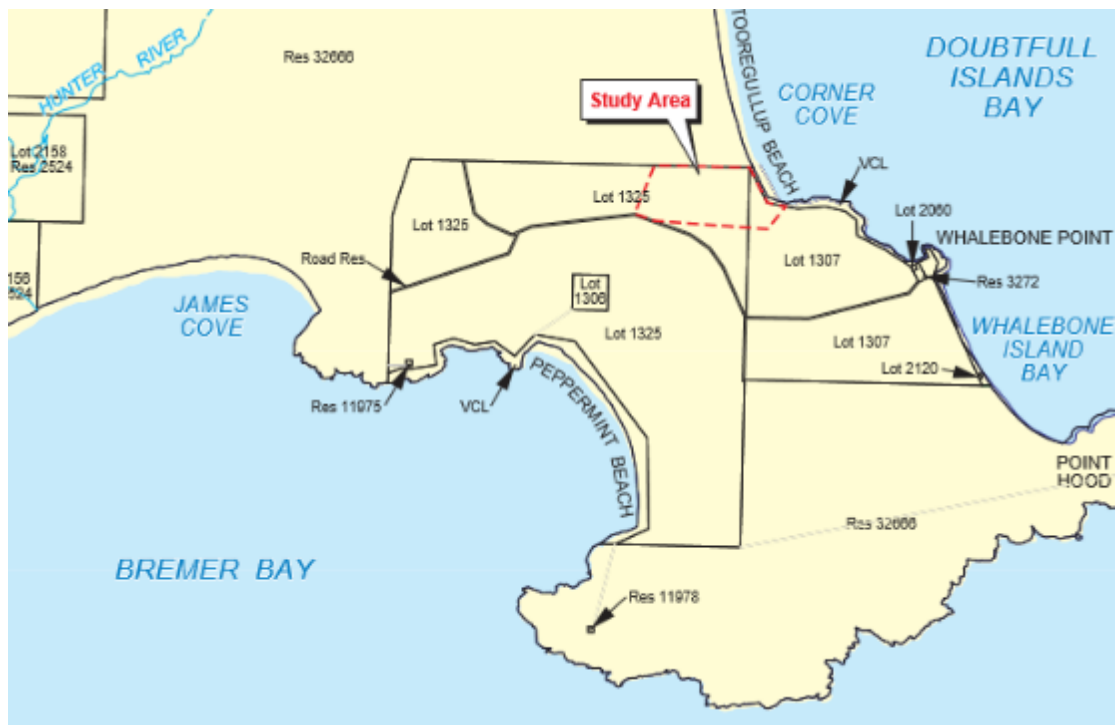


Figure 10: Image depicting the study area that corresponds with the development site

Land capability

A number of years ago, A.A.A.F. commissioned a land capability assessment for the subject property. At the time, the owner was progressing plans to subdivide and develop the land. The report was produced to assist the development of a subdivision plan which was sympathetic with the environmental constraints of the site, and to provide information to help future management of environmental impacts associated with development.

Although the plan to subdivide and establish a rural residential estate has now passed, the land capability assessment still remains very valid.

'Land capability' is a term used to express the ability of land to support a proposed use with minimal risk of degradation to its soil and underlying water resources. Capability assessment is a form of environmental impact assessment based on an analysis of land resources data and its comparison with physical requirements of a proposed form of land use.

The assessment of the land included a desktop assessment of relatively broad scale mapping produced by the Department of Agriculture. This preliminary assessment was complemented by an extensive site survey. The methodology applied is highly appropriate for the planning and assessment of specific land use proposals.

The physical site inspection resulted in 'land unit' maps being produced for the Doubtful Islands property. Land units are areas with relatively homogeneous soil, landform and vegetation conditions, and as such provide a basis for planning and assessment of the development proposal.

The land unit mapping was based on stereoscopic interpretation of aerial photos, correlation with detailed vegetation mapping and field survey investigation of soil and landform conditions at 56 specific sites, plus informal observations from transects by vehicle or on foot. Soils were classified according to the soil groups of Western Australia (Schoknecht 2002) and correlated to soil series described by Newbey (1979).

A general methodology for land capability assessment has been developed by the Department of Agriculture (Wells and King 1989 and more recently by van Gool and Moore 1998) and this forms the basis for the capability assessment. The methodology involves the use of land use rating tables to compare the physical requirements of proposed activities with the existing attributes or 'qualities' of land.

Using the Department of Agriculture's methodology, the soil and landform conditions in each land unit have been considered against the requirements expressed in the land use rating tables for 'houses and roads' and for 'on-site effluent disposal'.

The ability of site conditions to meet these requirements is expressed in terms of a 5 class rating system from 'very high' capability (class one) to 'very low' capability (class five). Land of very high capability is considered to have few inherent physical land use limitations and minimal associated risk of land degradation. At the other extreme, very low capability land is severely constrained by the inherent soil or landform conditions and there is a high risk of land or water degradation associated with its use. Thus the need for land management inputs increases proportionally from 'very high' through to 'very low' capability land.

Figure 11 illustrates the results of the assessment of the capability of those areas of land to support development. As depicted within the image below, the accommodation has been located on areas of the site with high to very high capability.

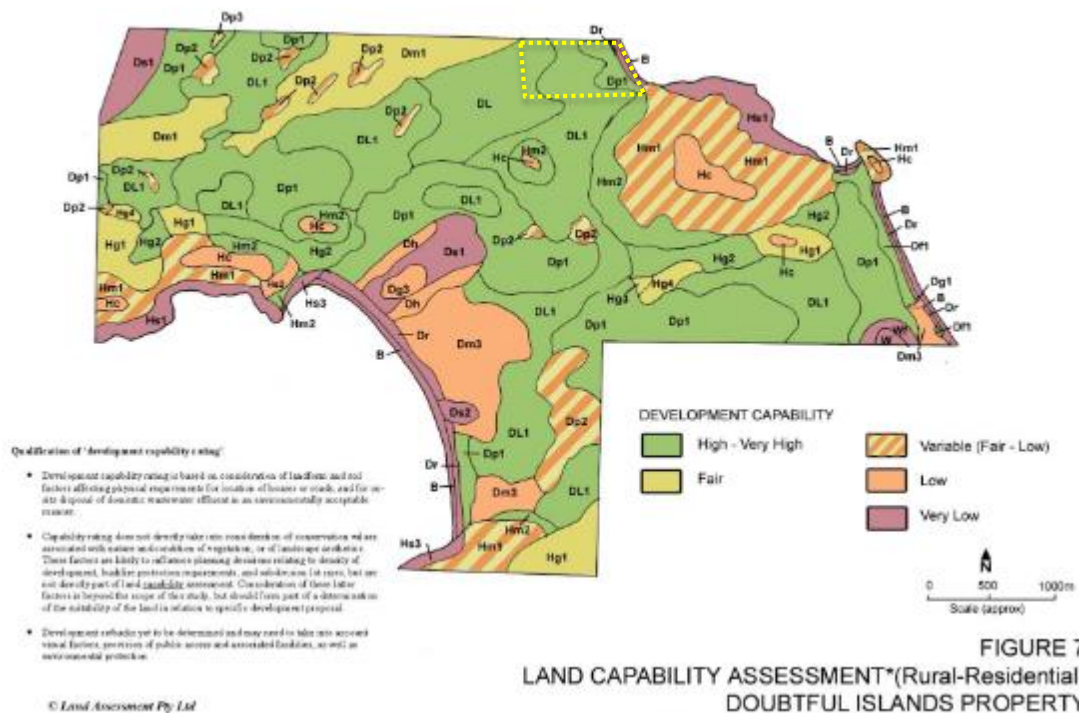


Figure 11: Map indicating land capability in terms of supporting development on the Doubtful Island Peninsula. The accommodation has been located on areas of the site with high to very high capability.

Conclusion

As demonstrated within this development proposal, a tourism node providing high quality accommodation in Bremer Bay is well supported by the Shire's planning framework including the Local Planning Strategy, Local Planning Scheme and Local Planning Policy No 6 – Tourist Accommodation. This application addresses the Shire's concerns with regard to land capability, vegetation and clearing and formalising access to the site.

Although unique to the south coast of Western Australia, similar un-serviced and remote projects have been very successful in other parts of the state.

This project provides a wonderful opportunity for the Shire of Jerramungup to further diversify the local economy and achieve a number of tourism objectives outlined in both the Strategic Community Plan and Fitzgerald Biosphere Tourism Planning Strategy. This will be achieved by providing an increased focus on tourism and the pristine natural environment and attracting private investment.

The economic benefit to the region has been calculated at **\$26,215,735** over 5 years.

This application seeks 'in principle' support for a tourism development on the Doubtful Islands Peninsula. Should this preliminary support be received, the proponent will further develop the proposal into a formal planning application

incorporating;

- a) Site plan, floor plan and elevations.
- b) Bushfire Management Plan compiled by a suitably qualified Fire Consultant.
- c) Servicing Report describing and justifying the solutions to providing water, power, sewer, rubbish collection and telephone to the site and reference to the various controlling legislation supporting these reports.
- d) Design Guidelines to guide any built form not constructed up front.
- e) A draft Management Plan describing how the development would be managed into the future.
- f) Other reports including coastal setback, effluent disposal (late winter water testing), earthworks plan, nutrient and storm water management plan, visual impact assessment, and a traffic management (addressing access to and within the site).

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