

Development Services

**City of Albany
Policy**

**SIGNIFICANT TOURIST
ACCOMMODATION SITES**

SIGNIFICANT TOURIST ACCOMMODATION SITES

Objectives:

The overall objectives of this Policy are:

- 1) **To retain existing and facilitate new tourism developments that are sympathetic to community and environmental considerations.**
- 2) **To provide for the sustainable growth of tourism by identifying and retaining sites for the future development of a range of tourist accommodation and attractions to meet the projected demand;**
- 3) **Promote the development of sustainable tourist accommodation.**
- 4) **To protect identified tourism locations or sites from the encroachment of uncomplimentary or conflicting land uses.**

Background

The City of Albany adopted its Tourist Accommodation Planning Strategy in July 2010. The City of Albany 'Tourist Accommodation Planning Strategy (the Strategy)' will act as the strategic planning document to provide direction to Council and the development/tourism industry on tourism development issues.

The Strategy was prepared in accordance with the Western Australian Planning Commission's Planning Bulletin 83, and sought to classify a series of existing and proposed tourist development sites within the City as either 'Local Strategic', 'Prime' or 'Suitable'. Based on the classification and the individual characteristics of each site a zoning recommendation was made to inform Council's Local Planning Scheme No. 1.

This policy aims to guide and coordinate sustainable tourist development from a land use planning perspective within the City of Albany in recognition of the important role that tourism plays in economic, social and environmental terms.

Scope

A total of 32 tourist accommodation sites were identified within the Strategy. Table 1 below identifies the sites and their particular site classification.

Table 1 – Tourist Development Sites

No	Site	Land Details	Site Classification
1	Esplanade Hotel	Lots 16 & 17 Flinders Parade, Middleton Beach	LOCAL STRATEGIC
2	Albany Waterfront	Lot 3 Toll Place, Albany	LOCAL STRATEGIC
3	Camp Quaranup	Reserve 30360 Quaranup Road, Frenchman Bay	PRIME
4	Middleton Beach Cara. Park	Lot 1340 Flinders Parade, Middleton Beach	LOCAL STRATEGIC
5	Frederickstown Motel	Lot 40 Frederick Street, Albany	PRIME
6	Barry Court	Lots 29 - 32 & 150 Barry Court, Collingwood Park	PRIME
7	Dog Rock Motel	Lot 66 Middleton Road, Albany	PRIME

No	Site	Land Details	Site Classification
8	<i>Fmr Woolstores Precinct</i>	Lots 895, 1104 & 1209 Woolstores Road, Mount Elphinstone	<i>PRIME</i>
9	<i>Frenchman Bay Cara. Park</i>	Lots 1 & 2 Frenchman Bay Road, Frenchman Bay	<i>LOCAL STRATEGIC</i>
10	<i>Albany Golf Course Reserve</i>	Lot 1386 & Reserve 41267 Golf Links Road, Seppings	<i>LOCAL STRATEGIC</i>
11	<i>Cape Riche</i>	Lot 380 Sandalwood Road, Cape Riche	<i>SUITABLE</i>
12	<i>Nanarup-Wellstead coast</i>	Private lots to the east of Nanarup	<i>SUITABLE</i>
13	<i>Cheynes Beach</i>	Lot 7774 Bald Island Road, Cheynes Beach	<i>PRIME</i>
14	<i>Big Grove / Panorama Caravan Park</i>	Lot 18 & Others, Panorama Road, Big Grove	<i>SUITABLE</i>
15	<i>Cosy Corner / Torbay</i>	Various Lots and Reserves, Cosy Corner Road, Torbay	<i>SUITABLE</i>
16	<i>Emu Beach Chalets</i>	Reserves 35165 Medcalf Parade, Emu Beach	<i>PRIME</i>
17	<i>Emu Beach Motel</i>	Reserve 35378 Medcalf Parade, Emu Beach	<i>PRIME</i>
18	<i>Havana Villas</i>	Reserve 35164 Firth Street, Emu Beach	<i>PRIME</i>
19	<i>Rose Gardens Beachside Holiday Park</i>	Reserve 22698 Mermaid Avenue, Emu Point	<i>PRIME</i>
20	<i>Albany Emu Beach Holiday Park</i>	Reserve 22698 Medcalf Parade, Emu Point	<i>PRIME</i>
21	<i>Albany Highway Motel Precinct</i>	Various Lots, Albany Highway, Orana, Centennial Park and Mt Melville	<i>PRIME</i>
22	<i>Albany Holiday Village</i>	Lot 4 Albany Highway, Warrenup	<i>SUITABLE</i>
23	<i>Albany Gardens Holiday Resort</i>	Lot 18 Wellington Road, Centennial Park	<i>SUITABLE</i>
24	<i>Kalgan River Caravan Park</i>	Lot 31 Nanarup Road, Kalgan	<i>SUITABLE</i>
25	<i>King River Caravan Park</i>	Lot 4 Chester Pass Road, Willyung	<i>SUITABLE</i>
26	<i>Albany Happy Days Caravan Park</i>	Lot 21 Millbrook Road, King River	<i>SUITABLE</i>
27	<i>Former Spinning Mill Site</i>	Lots 74, 207 & 208 Mills Street, Lots 76 – 78 Festing Street and Lots 79, 221 & 220 Melville Street, Albany	<i>PRIME</i>
28	<i>Albany City Holden Site</i>	Lots 7 & 200 Earl Street, Albany	<i>SUITABLE</i>
29	<i>Centennial Park Precinct</i>	Various Lots, Centennial Park	<i>SUITABLE</i>
30	<i>Central Business District Precinct</i>	Various Lots, Albany	<i>SUITABLE</i>
31	<i>Middleton Beach Precinct</i>	Various Lots, Middleton Beach	<i>SUITABLE</i>
32	<i>Goode Beach</i>	Lot 660 La Perouse Road, Goode Beach	<i>SUITABLE</i>

Appendix 1 identifies the spatial extent of each site, and specific policy statements relevant to the site and where, if applicable, the location of permanent residential development and/or the location of permanent occupants (primarily relevant to caravan parks).

Appendix 2 shows the location of the sites within or adjacent to the main population centre of Albany.

Definitions

“Caravan Park” shall have the same meaning as given the term in the Caravan and Camping Grounds Act 1995.

“Chalet” means an individual self-contained unit usually comprising cooking facilities, ensuite, living area and one or more bedrooms designed to accommodate short-stay guests, forming part of a tourism facility and where occupation by any person is limited to a maximum of three months in any 12-month period.

“Eco-tourist facility” means a form of tourist accommodation that is 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 should utilise sustainable power, have a low energy demand through incorporation of passive solar design, provide for low water consumption, ecologically sensitive waste processing and disposal with no pollutant product.

“Farm stay” means a residential building, bed and breakfast, chalet or similar accommodation unit used to accommodate short-stay guests on a farm or rural property and where occupation by any person is limited to a maximum of three months in any 12-month period.

“Guesthouse” means integrated premises for short-stay guests comprising serviced accommodation units and on-site tourism facilities such as reception, centralised dining, and management, and where occupation by any person is limited to a maximum of three months in any 12-month period.

“Local Strategic Tourism Locations or Sites” are locations or sites that are high value, accessible, unique sites that are primary contributors to the tourism market positioning of Albany.

“Lodge” - see “guesthouse”.

“Permanent Residential Development” – means a building, or a group of buildings other than a caretakers dwelling, designed and occupied for the accommodation of any person for a period greater than 3 months within any 12-month period, and typically is described as a ‘Single House’, ‘Grouped Dwellings’ or ‘Multiple Dwellings’ as per the Residential Design Codes.

“Permanents” are sites where a tenant resides in a caravan, park home or other form of structure for a period greater than three months in a calendar year and the occupation is subject to the Residential Parks (Long Stay Tenants) Act 2006.

“Prime Tourism Locations or Sites” are locations or sites that support and contribute substantially to the overall tourism capacity of Albany and need a high order of protection from alternate land uses.

“Tourist resort” means integrated, purpose-built luxury or experiential premises for short-stay guests comprising accommodation units and on-site tourism facilities such as reception, restaurant and leisure facilities like swimming pool, gymnasium, tennis courts, and where occupation by any person is limited to a maximum of three months in any 12-month period.

“Serviced apartment” means a complex where all units or apartments provide for self-contained accommodation for short-stay guests, where integrated reception and recreation facilities may be provided, and where occupation by any person is limited to a maximum of three months in any 12-month period;

“Short-Stay Accommodation” and **“Tourism Development”** mean a building, or group of buildings forming a complex, designed for the accommodation of short-stay guests and which provides on-site facilities for the convenience of guests and for management of the development, where occupation by any person is limited to a maximum of three months in any 12-month period and excludes those uses more specifically defined elsewhere.

“Suitable Tourism Locations or Sites” are sites that provide lower order tourism products to meet current demands or they are capable of providing future tourism product, provided site constraints can be addressed or overcome. Suitable Tourism Sites have the potential to be altered over time as urban development pressures increase or the current site infrastructure reaches the end of its service life and financial re-investment is required.

Policy Statement

Permanent Residential Development

The following tables (Tables 2 to 4) in addition to the policy statements within Appendix 1 identify the extent of permanent residential development that can be accommodated on each tourist development site.

Unless otherwise stated in Appendix 1 or Tables of this Policy, no permanent residential development, or permanents in the case of Caravan Parks, are permitted on sites designated as ‘Local Strategic’.

Other than for Caravan Parks, or Local Strategic Sites, where a specific percentage or area for permanent residential development has not been indicated and is not precluded under Tables 2, 3 or 4 the maximum percentage of permanent residential shall be restricted to 25%.

Where stated in this Policy, Council supports the utilisation (through subdivision including strata title subdivision) of a percentage of the site for residential purposes (no occupancy restriction) subject to:

- 1) There being no anticipated land use/ planning conflict between the residential use and the adjacent and nearby land uses and zones including the tourism activity on the balance of the lot.
- 2) All units in the development should be designed primarily for tourist occupation, form part of an integrated complex and should be compliant with the Residential Design Codes, apart from the estimation of density, or the Caravan and Camping Act but not the detailed development standards.
- 3) The Residential component should comply with the nominated Residential Design Codes.
- 4) The development within the site shall be designed to physically separate the tourism from the residential uses.
- 5) The management of the tourism development shall ensure that any impacts on the residential use are minimised.
- 6) The purchaser of a residential unit shall agree to the adjacent tourism use and acknowledge and accept that on-going use.
- 7) The tourism component shall be completed to Council’s satisfaction prior to the residential lots and/or development being completed and released for sale (with the exception of Site 6, in particular the western portion of Lot 150).
- 8) The tourism development shall be located on the highest valued tourist land (e.g. where views are available or where direct frontage onto a beach or foreshore reserve area is available).
- 9) The tourism values of the site are not to be compromised by non-tourism development (i.e. residential) on the site.
- 10) The development of the site, where residential occupation is proposed, is to yield the optimal social and economic benefit to the Albany community.

Table 2 – Permanent Residential Development – Local Strategic Sites

Site No.	Site	Recommended Tourist Development	Permanent Residential Component Recommended
1	Former Esplanade Hotel	Hotel	Refer Appendix 1.
2	Albany Waterfront Project	Hotel / Serviced Apartments	Nil
4	Middleton Beach Holiday Park	Caravan Park	Nil
9	Former Frenchman Bay Caravan Park	Hotel / Tourist Resort	Nil
10	Former Albany Golf Club House Site	Serviced Apartments	Nil

Table 3 – Permanent Residential Development – Prime Sites

Site No.	Site	Recommended Development	Permanent Residential Component / Permanents Recommended
3	Camp Quararup	Cultural Tourism	Nil
5	Frederickstown Motel	Hotel / Serviced Apartments	N/A
6	Barry Court	Hotel / Serviced Apartments	Nil, except the western portion of Lot 150 as per SAT decision (refer Appendix 1)
7	Dog Rock Motel	Hotel	Nil
8	Former Woolstores Precinct	Hotel / Tourist Resort / Residential	Part of a mixed use development - subject to future planning (As per Plan Appendix 1)
13	Cheyne's Beach Caravan Park	Caravan Park	Limited (As Per Plan – Appendix 1)
16	Emu Beach Chalets	Serviced Apartments	Nil
17	Emu Beach Motel	Motel	Nil
18	Havana Villas	Caravan Park	Nil
19	Rose Gardens Beachside Holiday Park	Caravan Park	Limited (As Per Plan – Appendix 1)
20	Emu Beach Holiday Park	Caravan Park	Limited (As Per Plan – Appendix 1)
21	Albany Highway Motel Precinct	Motel	Nil
27	Former Spinning Mill Site	Hotel / Serviced Apartments	Not Specified

Table 4 – Permanent Residential Development – Suitable Sites

Site No.	Site	Recommended Development	Permanent Residential Component / Permanents Recommended
11	Cape Riche	Caravan Park	Nil
12	Nanarup Coastline	Hotel / Tourist Resort	N/A
14	Panorama Caravan Park	Hotel / Tourist Resort	Limited (As per Plan – Appendix 1)
15	Cosy Corner Precinct	Caravan Park / Tourist Resort	N/A
22	Albany Holiday Village	Caravan Park	Limited (As per Plan – Appendix 1)
23	Albany Gardens Holiday Resort	Caravan Park	Limited (As per Plan – Appendix 1)
24	Kalgan River Chalets & Caravan Park	Caravan Park	No restrictions on permanents except that a tourism component needs to be maintained (See Plan

Site No.	Site	Recommended Development	Permanent Residential Component / Permanents Recommended – Appendix 1)
25	King River Palms Caravan Park	Caravan Park	Limited (As per Plan – Appendix 1)
26	Albany Happy Days Caravan Park	Caravan Park	Limited (As per Plan – Appendix 1)
28	Albany City Holden Site	Hotel / Serviced Apartments	N/A
29	Centennial Park Precinct	Hotel / Serviced Apartments	N/A
30	Central Business District	Hotel	N/A
31	Middleton Beach Precinct	Short Stay Accommodation	N/A
32	Lot 660 La Perouse, Goode Beach	Boutique Chalet / Eco-Tourist Facility	Nil, other than a Single House which is a permitted use.

Permanent Occupants within Caravan Parks

In considering an application for an increase in permanent occupants in those areas identified in Appendix 1, the following conditions of approval will be imposed by Council:

- 1) The proprietor will be required to prepare a master plan showing the reasonable long term development of the site, the anticipated improvements required to existing facilities and the relationship of the current development to that master plan;
- 2) The permanents will be separated from the short stay sites and have separate facilities (including, where possible, a separate entrance);
- 3) A tourism benefit will be required to be provided on-site as part of the development of the permanent accommodation. Commitments will be required to upgrade ablution facilities for short stay sites, to provide additional services (camper's kitchen, recreational facilities, swimming pool, etc) for short stays, at a level that is proportional to the level of development being undertaken; and
- 4) A mechanism will be submitted and agreed to allow for the incorporation of the permanents and for the development of a cash flow to undertake site improvements and an understanding created that additional stages of development would be approved until those site improvements are in place.

Development Control – Tourist Sites

In addition to the relevant development requirements stipulated in the Scheme, the following policies provide specific guidance on built form requirements for:

- Site 1 (Esplanade Hotel) – Policy Middleton Beach;
- Site 8 (Frenchman Bay) – Policy titled Frenchman Bay Tourist Development Site;
- Site 29 (Centennial Park Precinct) –Centennial Park Redevelopment Area;
- Site 31 (Middleton Beach Precinct) – Policy Middleton Beach.

In relation to Site 2 (the Albany Waterfront), Council's Policy entitled *Albany Waterfront Precinct Plan* provides specific guidance on built form requirements.

Structure Planning

At Appendix 1 is an evaluation of a number of sites that currently exist or are known to be under consideration for future subdivision or development. The development of those sites will be subject to a range of financial, environmental and zoning considerations and the projected shortage of bed nights can potentially be met if those developments are achieved and the appropriate tourism opportunities are realized. As new suburbs emerge on the urban fringe, it is

unlikely the developers will provide for the “next generation” of motel and other tourism sites, given the uncertainty associated with the sale of those sites and the lower return that tourism sites produce, relative to residential and commercial land uses. Therefore within precincts that contain a site acknowledged within this Policy and will be subject to detailed structure planning, recognition that a tourism component is to be provided as part of the final structure plan.

APPENDIX 1

Legend to Mapping within Appendix 1

The following legend has been applied to all maps contained within the flowing Appendix:



Site boundary



Potential area available for “Permanents” (applies primarily to Caravan Park Sites)

1 Esplanade Hotel Site (Flinders Parade)



Site 1: Policy Statement:

Area where permanent residential development is permitted as of right is identified in blue above (ie. 65% tourist accommodation and 35% permanent residential).

2 Albany Waterfront Project (Princess Royal Drive)



Site 2: Policy Statement:

No permanent residential permitted under Council's Policy Albany Waterfront Structure Plan and Precinct Plans – refer to policy for Built Form requirements.

3 Camp Quaranup (Reserve 30360, Quaranup Road)



Site 3: Policy Statement:

No change in zoning recommended and attempts to freehold the Reserve be opposed, as the retention of the site by the Crown will remove opportunities for the land to be converted to a non-tourism land use and allow ongoing management that restores, protects and promotes it's cultural values.

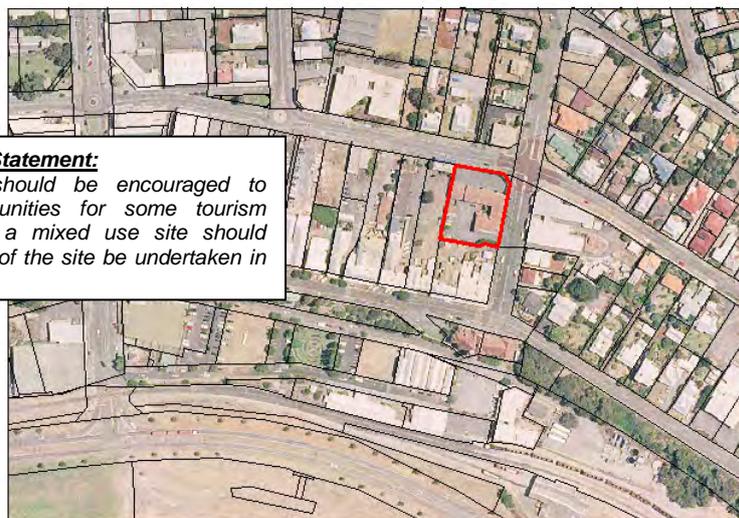
4 Middleton Beach Caravan Park



Site 4: Policy Statement:

No permanent residential development or permanents supported. Existing designated caravan bays should be retained wherever possible and not be replaced with park homes or onsite vans.

5 Frederickstown Motel



Site 5: Policy Statement:

The owners should be encouraged to explore opportunities for some tourism product within a mixed use site should redevelopment of the site be undertaken in the future.

6 Barry Court



Site 6: Policy Statement:

No permanent residential development supported, except in that portion identified in blue (corresponding to creation of 6 small strata lots as per the decision of the State Administrative Tribunal).

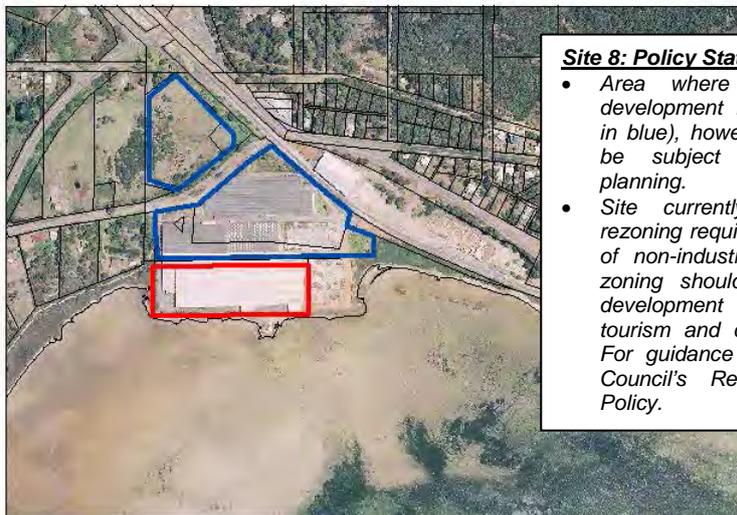
7 Dog Rock Motel



Site 7: Policy Statement:

No permanent residential development supported.

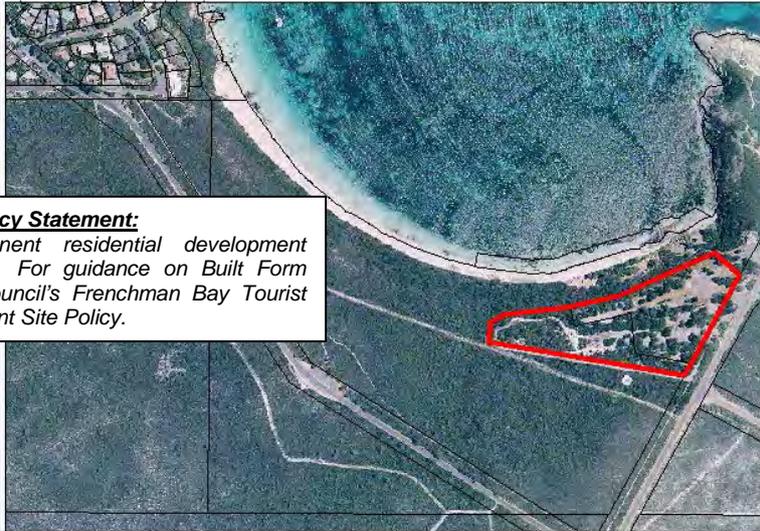
8 Former Woolstores Precinct



Site 8: Policy Statement:

- Area where permanent residential development is appropriate (identified in blue), however the exact extent will be subject to detailed structure planning.
- Site currently zoned 'Industry' – rezoning required prior to consideration of non-industrial development. New zoning should deliver a mixed use development comprising residential, tourism and commercial components. For guidance on Built Form refer to Council's Residential Design Code Policy.

9 Former Frenchman Bay Caravan Park site



Site 9: Policy Statement:

No permanent residential development supported. For guidance on Built Form refer to Council's Frenchman Bay Tourist Development Site Policy.

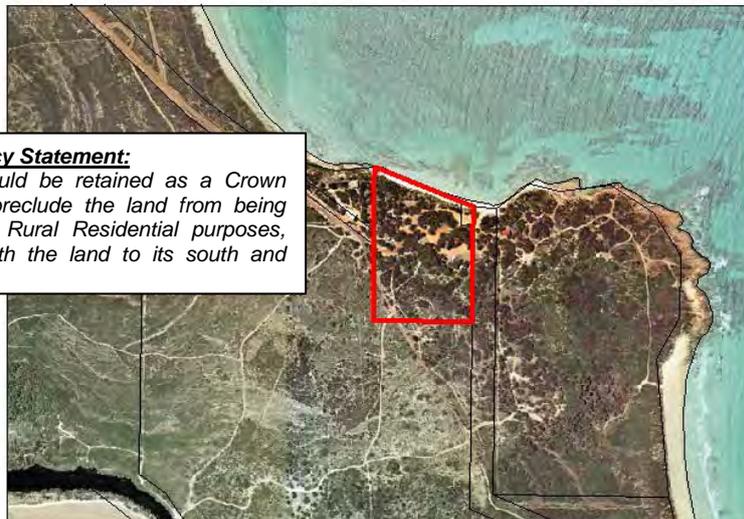
10 Southern Site – Albany Golf Course Reserve



Site 10: Policy Statement:

No permanent residential development supported.

11 Cape Riche



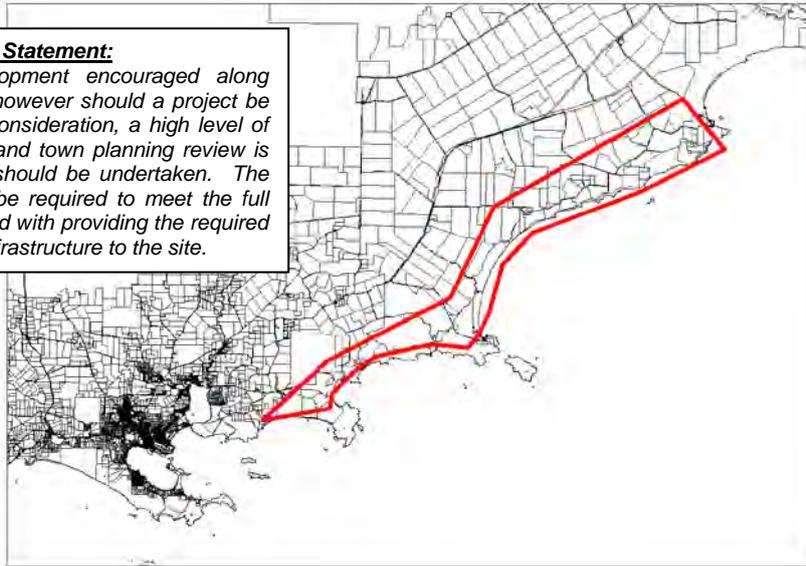
Site 11: Policy Statement:

The site should be retained as a Crown Reserve to preclude the land from being exploited for Rural Residential purposes, consistent with the land to its south and west

12 Nanarup Coastline

Site 12: Policy Statement:

Tourism development encouraged along this coastline, however should a project be submitted for consideration, a high level of environmental and town planning review is expected and should be undertaken. The developer will be required to meet the full costs associated with providing the required services and infrastructure to the site.



13 Cheynes Beach Caravan Park

Site 13: Policy Statement:

- Area where permanents are appropriate (identified in blue).



14 Panorama Caravan Park

Site 14: Policy Statement:

- Area where permanents are appropriate (identified in blue).



15 Cosy Corner Precinct

Site 15: Policy Statement:

Cosy Corner East should be retained as a Crown Reserve to preclude the land from being removed from longer term community ownership. Development of larger tourism based projects in the locality should be encouraged but the form and scale of the development needs to be carefully planned and community support obtained through the rezoning process.



16 Emu Point Chalets

Site 16: Policy Statement:

No permanents or permanent residential development supported.



17 Emu Point Motel

Site 17: Policy Statement:

No permanents or permanent residential development supported.



18 Havana Villas



Site 18: Policy Statement:
No permanents or permanent residential development supported.

19 Rose Gardens Beachside Caravan Park



Site 19: Policy Statement:

- Area where permanents are appropriate (identified in blue).

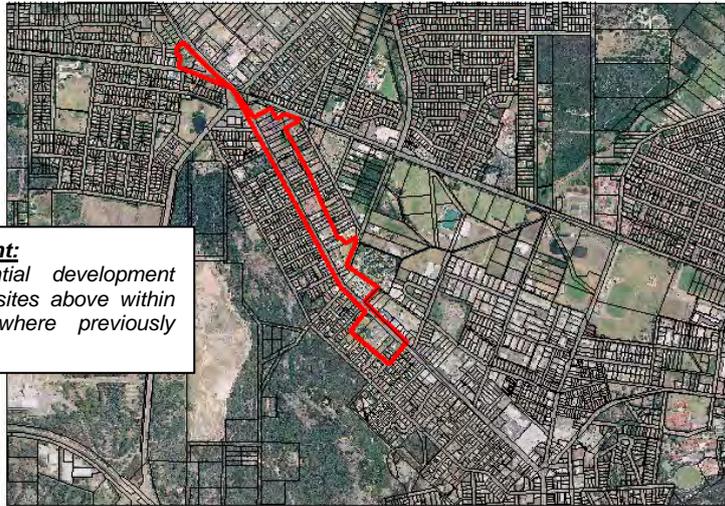
20 Albany's Emu Beach Caravan Park



Site 20: Policy Statement:

- Area where permanents are appropriate (identified in blue).

21 Albany Highway Motel Precinct
(Applies specifically to Comfort Inn, Banksia Gardens Resort, Amity Motor Inn, Metro Inn, Ace Motor Inn, Country Manor and Motel Le Grande)



Site 21: Policy Statement:
No permanent residential development supported on identified sites above within the precinct, except where previously approved.

22 Albany Holiday Village



Site 22: Policy Statement:

- Area where permanents are appropriate (identified in blue).

23 Albany Gardens Holiday Resort



Site 23: Policy Statement:

- Area where permanents are appropriate (identified in blue).

24 Kalgan River Chalets and Caravan Park



Site 24: Policy Statement:
No restrictions of permanents.

25 King River Palms Caravan Park



Site 25: Policy Statement:

- Area where permanents are appropriate (identified in blue).

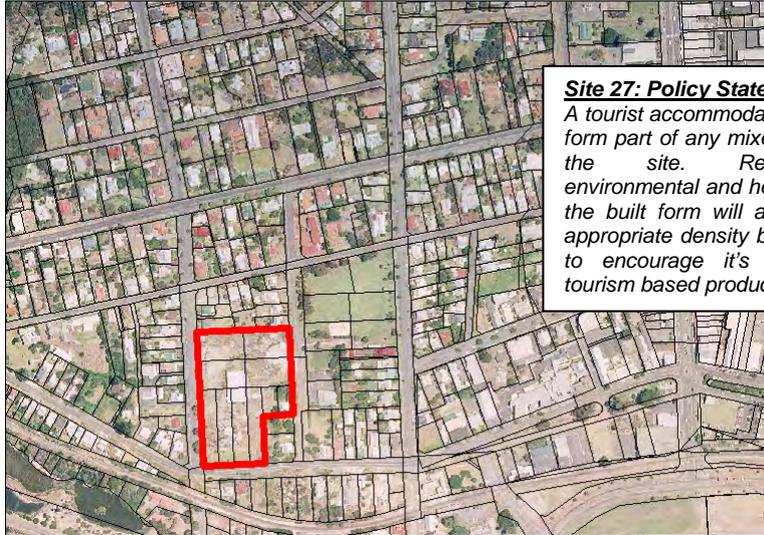
26 Albany Happy Days Caravan Park



Site 26: Policy Statement:

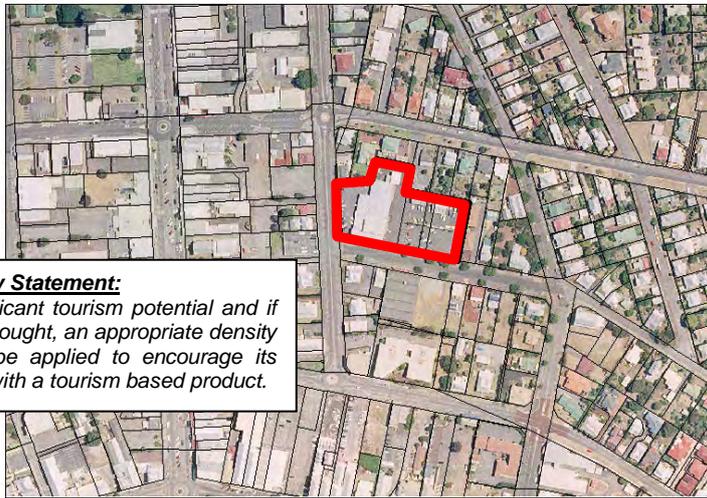
- Area where permanents are appropriate (identified in blue).

27 Former Spinning Mills Site



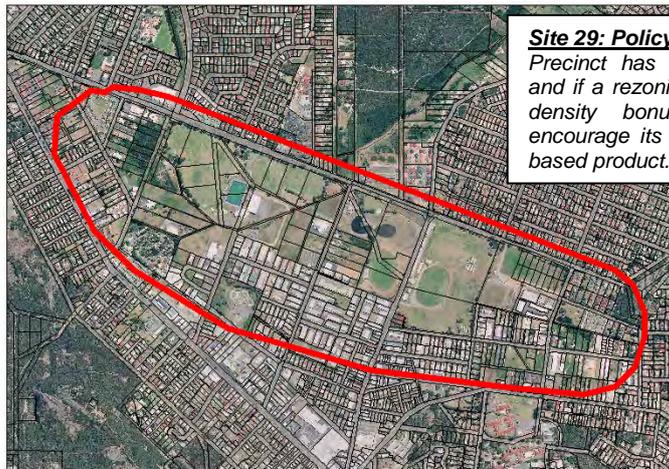
Site 27: Policy Statement:
A tourist accommodation component should form part of any mixed use development of the site. Reconciling potential environmental and heritage constraints with the built form will also be essential. An appropriate density bonus could be applied to encourage its development with a tourism based product.

28 Albany City Holden Site



Site 28: Policy Statement:
Site has significant tourism potential and if a rezoning is sought, an appropriate density bonus could be applied to encourage its development with a tourism based product.

29 Centennial Park Precinct



Site 29: Policy Statement:
Precinct has significant tourism potential and if a rezoning is sought, an appropriate density bonus could be applied to encourage its development with a tourism based product.

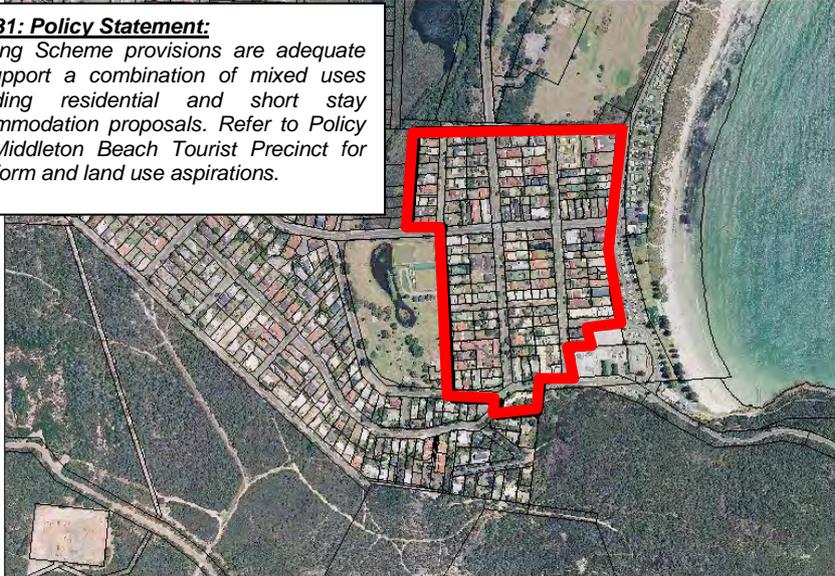
30 Central Business District



Site 30: Policy Statement:
 No change to zoning recommended as Hotel / Apartment development would not constitute the highest or preferred land use for lots within the Precinct. Market forces to dictate demand for tourism product.

31 Middleton Beach Precinct

Site 31: Policy Statement:
 Existing Scheme provisions are adequate to support a combination of mixed uses including residential and short stay accommodation proposals. Refer to Policy 7M Middleton Beach Tourist Precinct for built form and land use aspirations.



32 Lot 660 La Perouse Road, Goode Beach

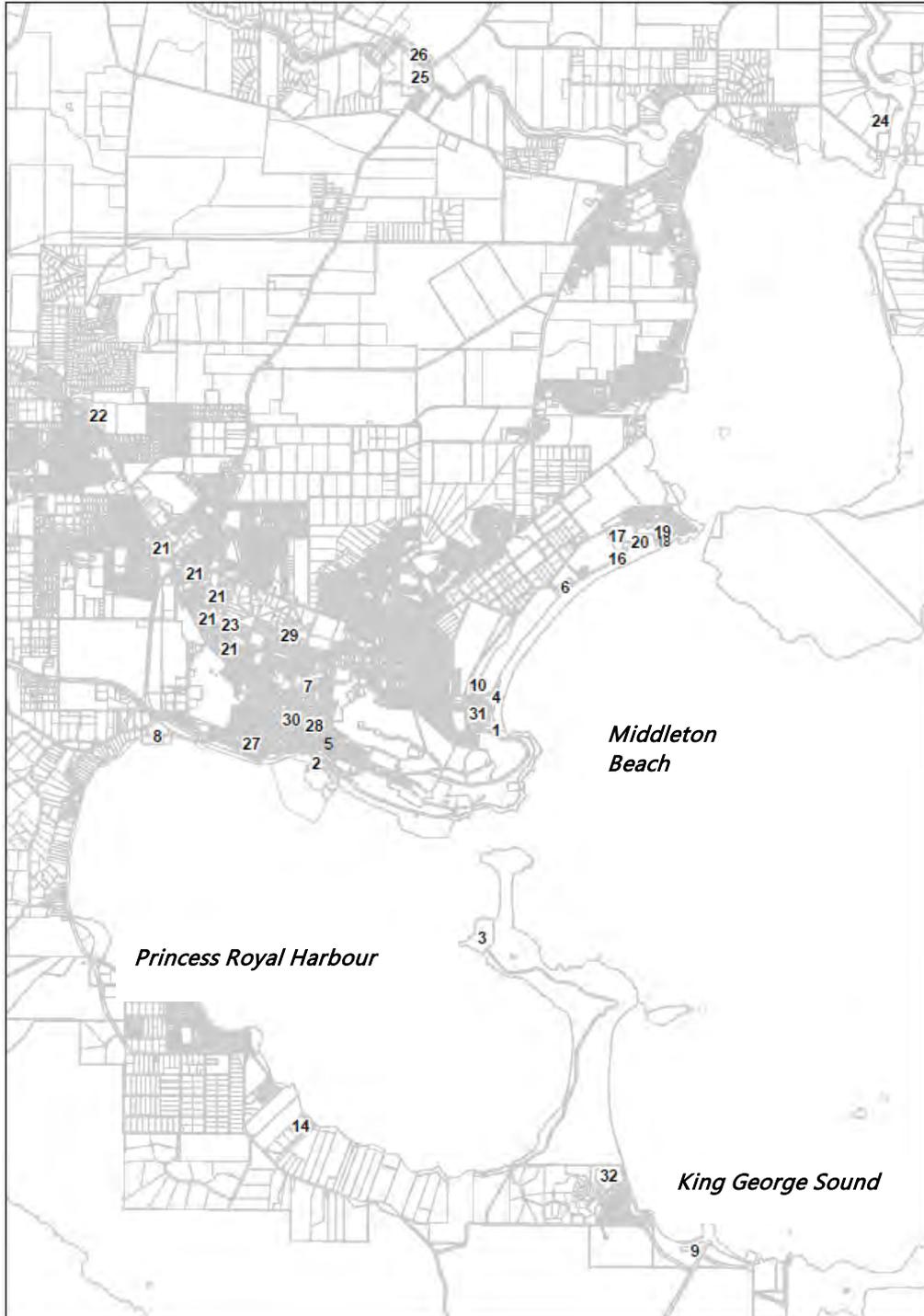


Site 32: Policy Statement:

Any change in zoning should be delayed until the considerable environmental imperatives are known and suitably addressed. Except for a Single House which is a permitted use under existing Rural zoning, no permanent residential activity on the lot would be supported. A small scale, consolidated tourist development with a small building footprint is envisaged for the site.

APPENDIX 2

Location of Tourist Development Sites



Definitions

“Caravan Park” shall have the same meaning as given the term in the Caravan and Camping Grounds Act 1995.

“Chalet” means an individual self-contained unit usually comprising cooking facilities, ensuite, living area and one or more bedrooms designed to accommodate short-stay guests, forming part of a tourism facility and where occupation by any person is limited to a maximum of three months in any 12-month period.

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“Lodge” - see “guesthouse”.

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