



RAC Ningaloo Reef Resort

Development Application



We acknowledge the Traditional Custodians of country throughout Australia and their continuing connection to culture, community, land, water and sky.

Specifically, we acknowledge the Baiyungu, Thalanyjii and Yinigurdira People as the traditional owners of the Ningaloo Marine Park and the land on which the resort is located on.

We pay our respect to the Baiyungu, Thalanyjii and Yinigurdira Elders and Knowledge Holders past, present and future and express our gratitude for their continued sharing of knowledge and culture.





Document Control

Title: RAC Ningaloo Reef Resort
Development Application

Prepared for: RAC Tourism Assets Pty Ltd

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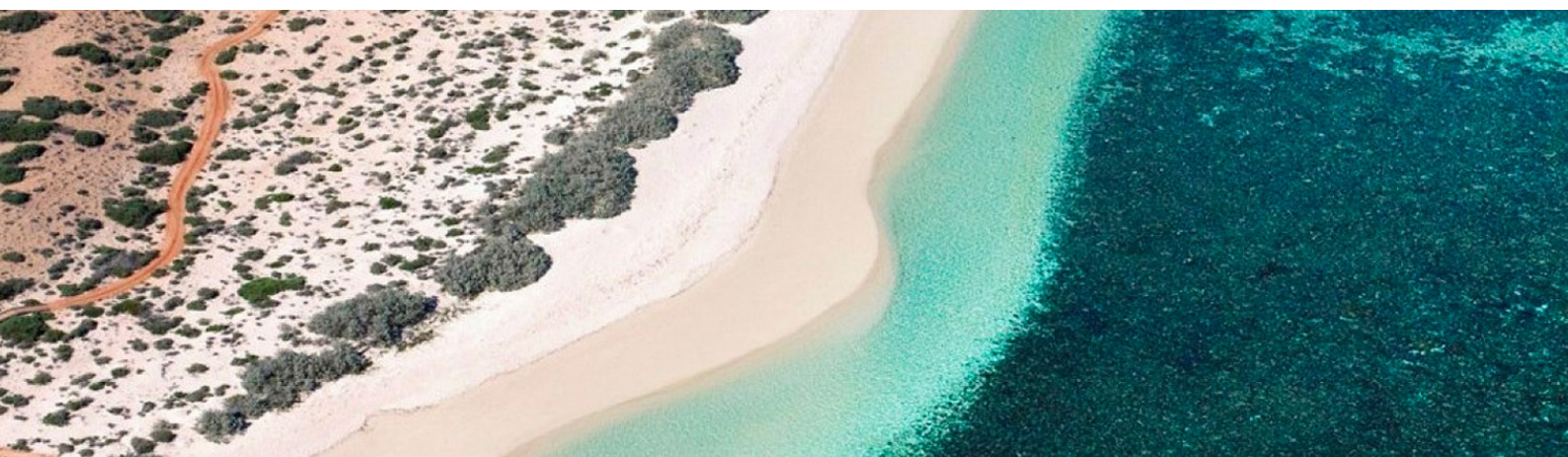
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1. Executive Summary

The Royal Automobile Club through its subsidiary RAC Tourism Assets Pty Ltd (RAC) chooses to continue its commitment to providing high quality holiday experiences in iconic WA locations, a driving factor in our support of regional tourism growth, by investing in a major redevelopment of the existing Ningaloo Reef Resort, located at Lot 1 Robinson Street, Coral Bay.

Having acquired the now fifty-plus year-old Ningaloo Reef Resort (Resort) in 2015, RAC has since operated the accommodation and on-site restaurant while continuing to nurture our relationship within the community: engaging in local events and activities, supporting fellow business owners, and providing employment opportunities for both local and international workers.

RAC recognises the current resort can no longer, in its current state, offer the quality of accommodation that guests have come to expect while holidaying in this world-famous coastal destination. Having recently secured consent to lodge a development application incorporating the adjoining lots, RAC proposes a comprehensive redevelopment of the existing Resort to bring us into alignment with modern tourism and accommodation expectations.

The new development will increase the amount of accommodation from the 34 units currently available, to 90 units ranging in 1-, 2-, and 3-bedroom configurations to meet the needs of a diverse guest market. Complemented by a selection of quality amenities such as the new club house facility featuring a restaurant, bar, alfresco dining area and multi-purpose function space, this Resort will undoubtedly support the continued growth in tourism across the Coral Bay region.

The new design recognises the unique landscape and setting, acknowledges local character, and proposes a range of sustainability features sensitive to the highly treasured Ningaloo environment. The total redevelopment will be undertaken in a manner that is sensitive to the Coral Bay townscape and local ecosystem.

Hatch Roberts Day proudly acts on behalf of RAC, in conjunction with a team of dedicated consultants in making an application for the Ningaloo Reef Resort at Lots 1, 54 and 68 Robinson Street, Coral Bay (subject site) to deliver this substantial improvement to Coral Bay.

2. Introduction

The purpose of this application is to seek approval to redevelop the existing Ningaloo Reef Resort, Coral Bay, within the Shire of Carnarvon (the Shire). The redevelopment delivers on RAC's commitment to providing high quality holiday accommodation in Western Australia's most iconic locations.

The report is structured as follows:

- **Section 2.0:** Introductory information, including definition of the proposed development for which approval is sought
- **Section 3.0:** Context analysis and considerations, including the physical, social, place and regulatory context
- **Section 4.0:** Vision and design response, demonstrating how the development responds to its context in a sensitive yet distinctive way
- **Section 5.0:** Conclusion, reiterating key features and benefits of the proposal and outlining next steps for delivery
- **Appendices:** Technical information supporting a variety of aspects of the proposed development

2.1 Proposal Summary

Redevelopment of the resort is a major commitment by RAC to the future of Coral Bay and tourism in Western Australia.

The new resort will provide a range of amenities that further diversify and improve the short stay accommodation offering in Coral Bay. It will also provide expanded opportunities for employment in the Coral Bay area and the wider Gascoyne region.

The redevelopment of the resort is estimated to cost approximately \$55m. However, this is only part of RAC's local investment, which when considered in conjunction with the construction of the recently completed workforce accommodation village to house the resort's staff, and other local investment, will exceed \$80m.





Figure 1: Proposed Site Plan

The redevelopment proposes the following:

- Demolition of all existing on-site structures.
- A 1,294 sqm clubhouse
- Guest accommodation consisting of 90 units.
- On-site duty management accommodation and workshop.
- Parking bays and general access ways.
- Significant resort amenities.

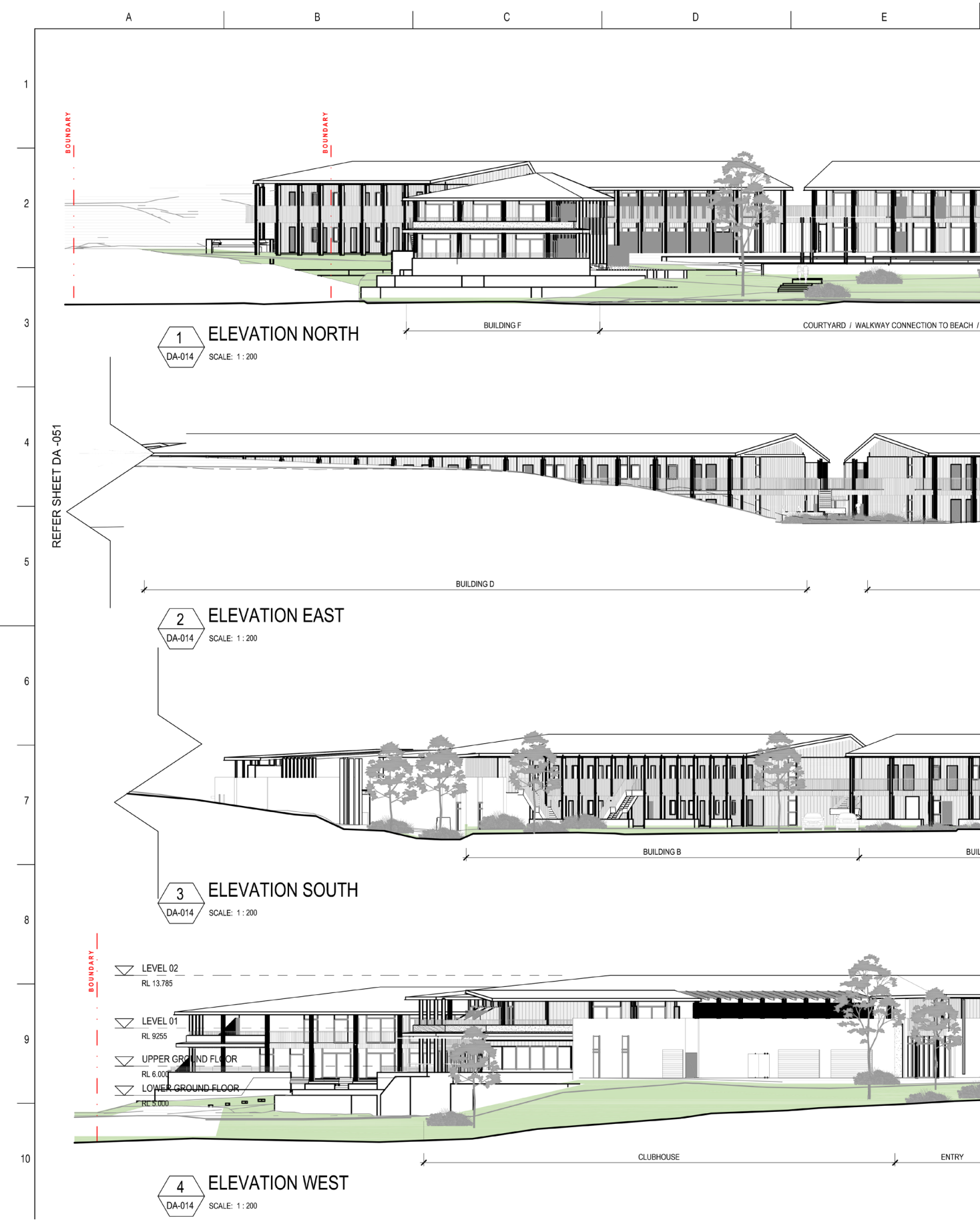
The redevelopment proposes a two-storey cluster of buildings providing a range of accommodation types and visitor amenities. A combination of 1-, 2- and 3-bedroom self-contained accommodation units are proposed, as well as an iconic clubhouse consisting of a bar, restaurant and multi-purpose function space, with retail space included in the reception area. These facilities will be accessible to residents and other visitors to Coral Bay, providing a major boost to the quality of the hospitality offering in the township.

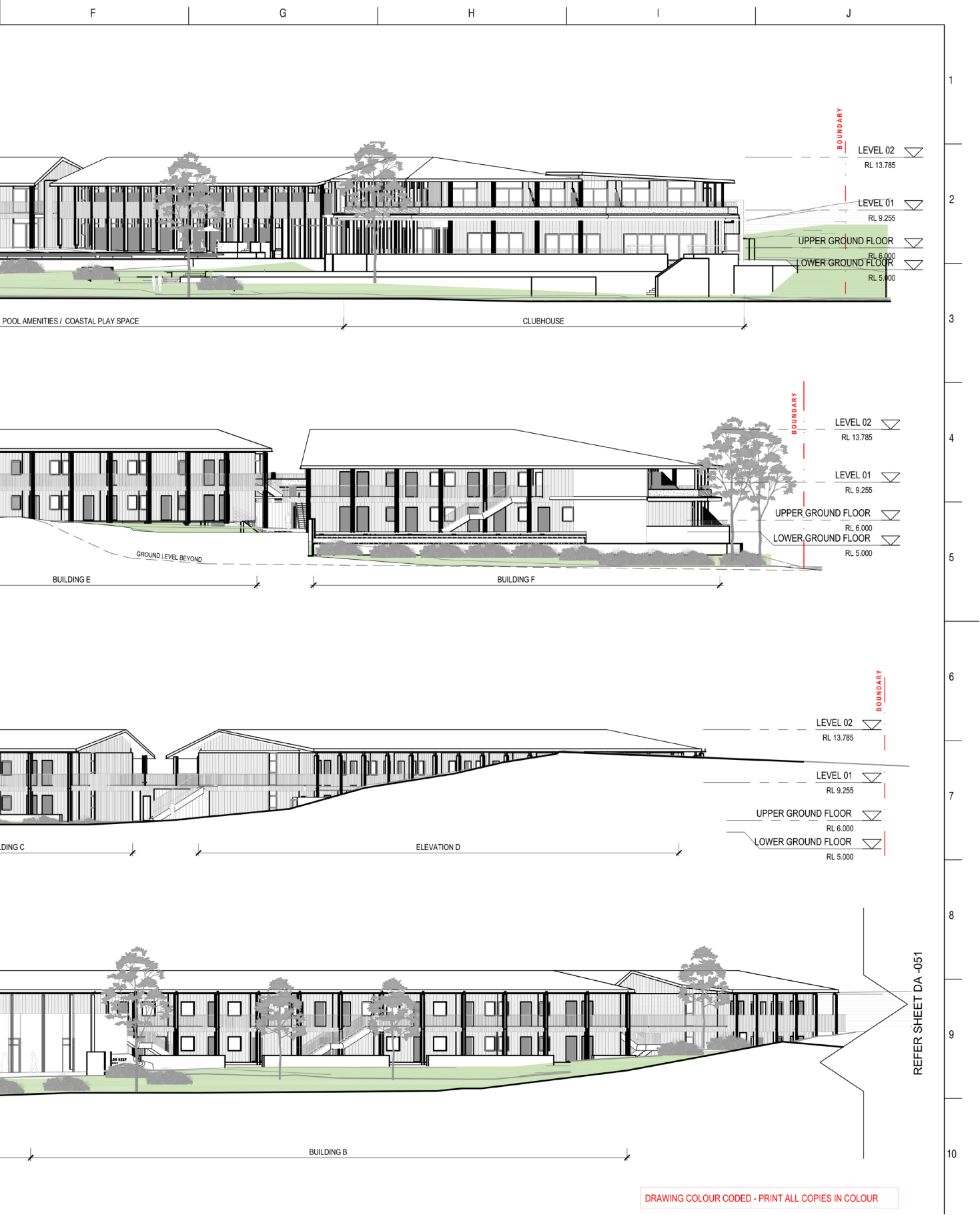
With the increased capacity and range of accommodation options offered by the redeveloped resort, along with the range of new hospitality offerings, this project will deliver increased visitor numbers to Coral Bay to support local tourism operations and boost the local economy.

LEGEND

---	SITE BOUNDARY		LANDSCAPING
---	EXISTING CADASTRAL BOUNDARY		POOL
---	FENCE		FIRE HYDRANT
	PROPOSED TREE / SHRUB	➡	VEHICULAR FLOW

Figure 2: Elevations





2.2 Robinson Street Upgrades – Ancillary to Application

As a major local stakeholder, RAC is involved in ongoing dialogue with the Shire and other agencies regarding the provision of critical infrastructure for Coral Bay. Of significance to the development is the proposed reconstruction and upgrade of the western end of Robinson Street, the scope of which is defined below. These ancillary works address inconsistencies between the Outline Development Plan 2013 (ODP) and the Coral Bay Settlement Structure Plan 2014 (CBSSP), and numerous other issues affecting the Coral Bay townsite. Further discussion with respect to both the ODP and CBSSP is contained in Section 3.8.3 and 4.2.1.2. This package of works is crucially referenced later in this document in response to traffic and transport (Section 4.2.2.1), access (Section 4.2.2.2) and parking (Section 4.2.2.3) elements.

Development for approval under this application is limited to the subject site, which comprises Lots 1, 54 and 68. The below plan depicts the distinction between

the development application and the proposed ancillary works. As this ancillary works component will become public infrastructure, approval processes are running concurrently with the Shire.

The proposed ancillary works include:

- Reconstruction of the entire western end parking area of Robinson Street, including approach;
- Addition of 20 publicly accessible parking bays;
- Addition of two further ACROD parking bays (three in total);
- Three raised pedestrian or 'wombat' crossings;
- Extension of footpaths on both sides of the road;
- Minor realignment of Robinson Street for improved visibility;
- Landscaping works to return non-parking areas to natural vegetation; and
- A tear drop roundabout to improve vehicle circulation.

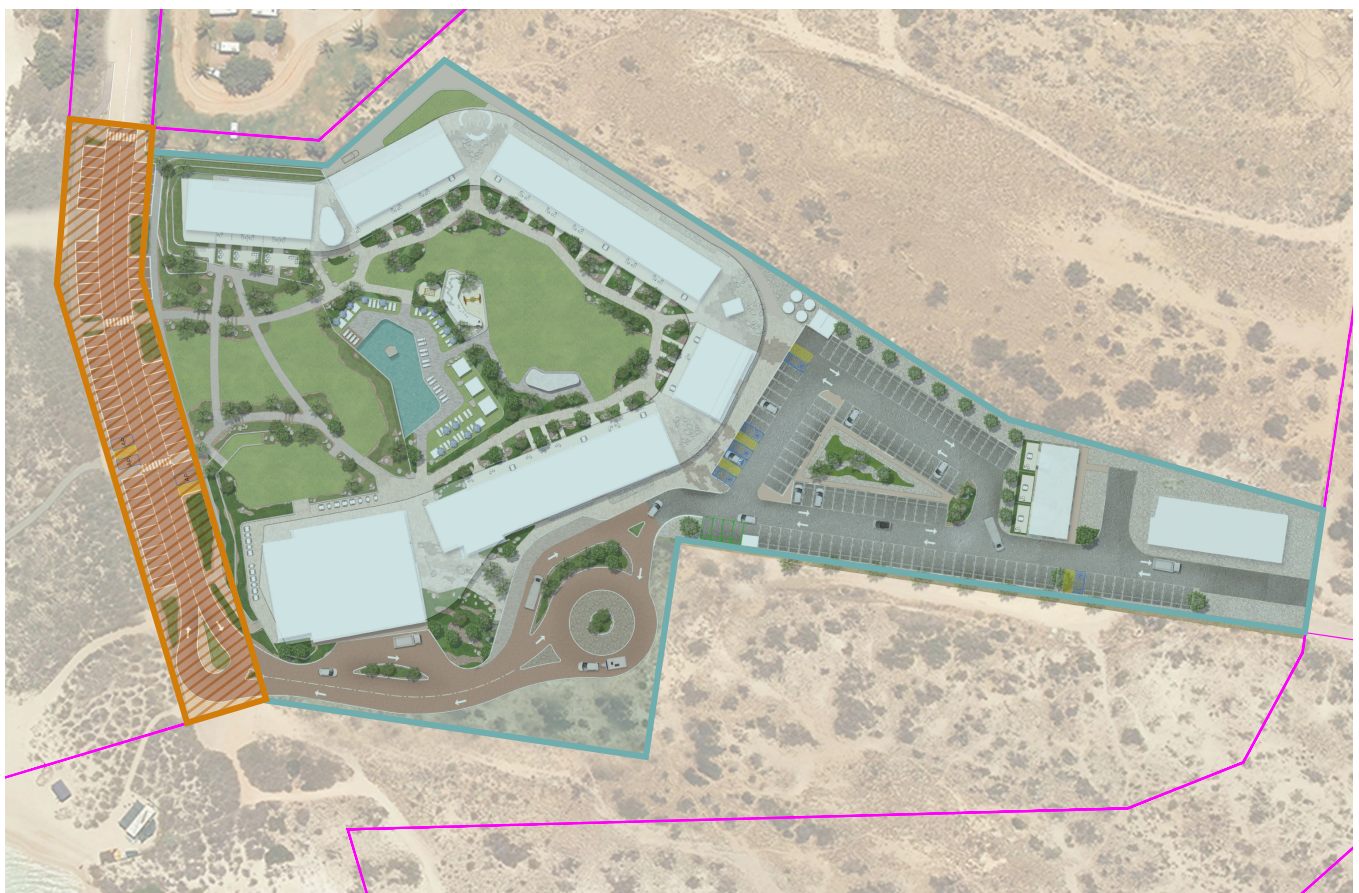
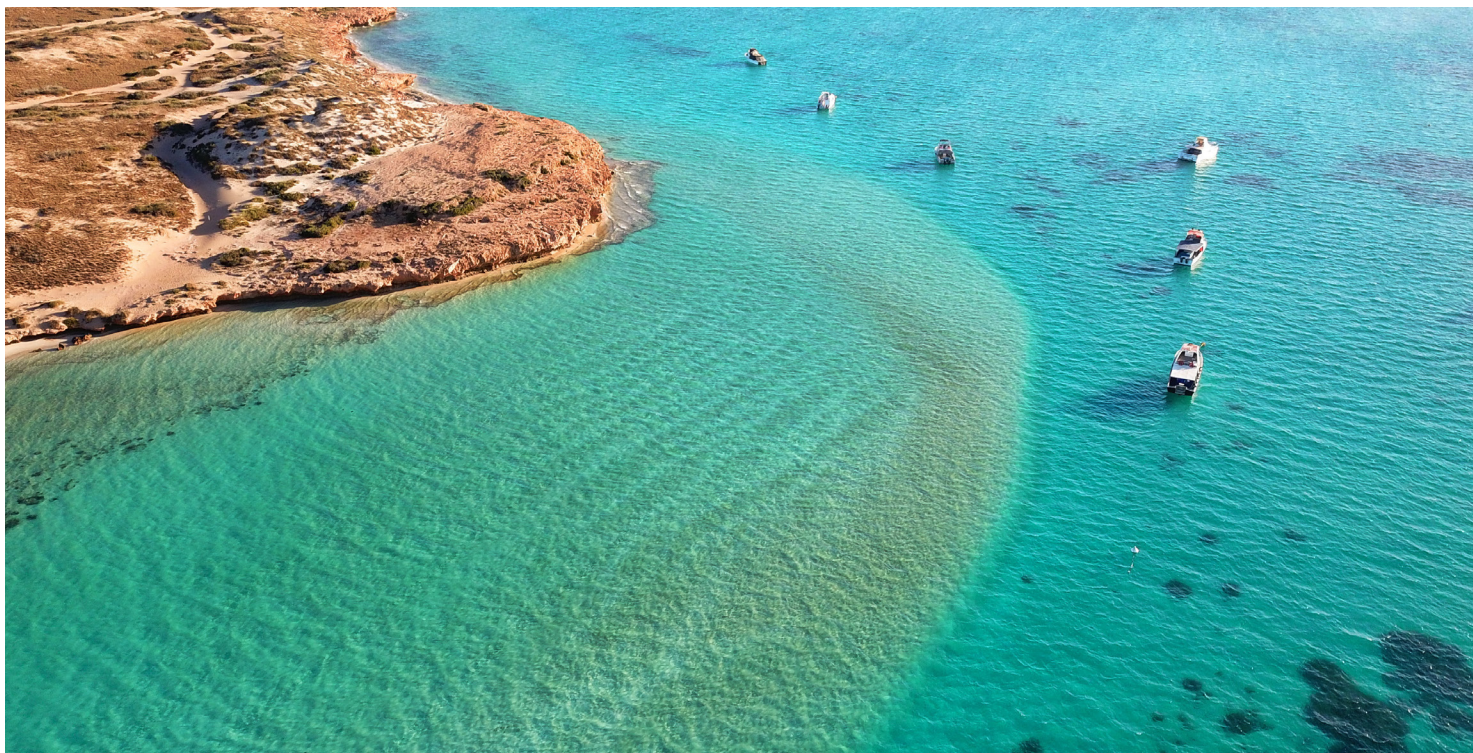


Figure 3: Application Site

 Part of proposed development

 Not part of proposed development



As proposed, the ancillary works provide numerous benefits and address multiple issues. The works:

- Are designed to integrate with, and offer no impediment to the future completion of any related components of the CBSSP, namely the Banksia Drive extension;
- Address the inconsistency between the CBSSP and the ODP relating to the pedestrianisation of Robinson Street, but do not inhibit it from occurring in the future;
- Provide the extra 20 public parking bays proposed and approved under previous ownership to service the clubhouse;
- Respect entirely the native title status of surrounding land (Lot 501) by eliminating any potential impact from resort development;
- Eliminate any potential impact on the proposed foreshore reserve area (Lot 501) from the resort development;
- Provide a safe turn around area for vehicles, including towed vehicles, where presently none exists. At present, vehicles turn inside the resort or by uncontrolled access to the foreshore reserve area;
- Eliminate the need for clearing of natural vegetation and disturbance of the dune system in the foreshore reserve area;

- Significantly improve pedestrian/vehicle interaction issues that have long been of concern in the existing car park;
- Tidy and beautify the existing area;
- Allow remediation works to occur to the foreshore reserve area where unmanaged vehicle access has been occurring;
- Have a nett positive effect on the area of natural vegetation on the beach foreshore immediately north of the carpark; and
- Allow all above issues to be addressed without external funding.

Subject to Shire approval, the Robinson Street works are proposed to be completed at RAC's cost, simultaneous with the resort redevelopment , and in a manner and sequence agreed with the Shire.

2.3 RAC Tourism Assets

RAC is a purpose led member organisation with over 1.2 million Western Australian members. Its vision is for a safer, more sustainable, and better-connected future for all Western Australians.

RAC does not have shareholders, reinvesting profits for the benefit of their members and the Western Australian community. This includes sponsorship of the life-saving RAC Rescue Helicopters since 2003. RAC has also delivered road safety education to over half a million Western Australian students, and continues to advocate for safer roads, cleaner transport, and more connected communities.

Whilst tourism has been part of our services since establishment in 1905, a move into tourism accommodation was a logical extension of the brand. RAC's Tourism Assets Strategy was approved by the RAC Board in 2013 and the first property, RAC Cervantes Holiday Park was acquired in 2014. Since then, RAC has invested a total amount exceeding \$250m in acquisition and development with the portfolio now consisting of the following 9 properties:

Property	Date of acquisition
RAC Cervantes Holiday Park	July 2015
RAC Cable Beach Holiday Park	December 2018
RAC Exmouth Cape Holiday Park	September 2015
RAC Monkey Mia Dolphin Resort	September 2015
Ningaloo Reef Resort (the subject site)	September 2015
RAC Busselton Holiday Park	April 2016
RAC Margaret River Nature Park	April 2018
RAC Karri Valley Resort	November 2017
RAC Esperance Holiday Park	December 2019

2.3.1 Vision and Objectives

RAC's vision is to provide quality accommodation and services throughout Western Australia's most iconic holiday locations and to encourage more Western Australians to holiday in their own backyard.

Over the past several years, RAC has completed capital works projects and major developments at its properties in Monkey Mia, Cervantes, Exmouth and most recently in December 2021, Esperance.

One of RAC's core objectives is to continue to improve member and guest experience across all its holiday parks and resorts.

In recent years, RAC's holiday parks and resorts have received several awards including the 2018 Perth Airport Tourism Awards, where RAC Cervantes Holiday Park won gold in the Caravan and Holiday Park category, and bronze in the National Tourism Awards. RAC Monkey Mia Dolphin Resort also collected silver and bronze medals in 2019 and 2021, following major redevelopment.

RAC's mission is to deliver great member service and experiences across all its member facing roles. This includes measuring its level of service by using a Net Promoter Score methodology, where service levels, including member/guest feedback, are regularly monitored. RAC seeks to strengthen this mission through the redevelopment of Ningaloo Reef Resort.

2.3.2 Alignment with Western Australian Tourism

Western Australia's tourism sector is an important element of the Australian economy, providing over 100,000 jobs according to Tourism Western Australia. The state government's vision is to "position Western Australia as a destination of choice, ensuring the sustainable growth of the State's visitor economy."

Developing, attracting, and promoting tourism in Western Australia and improving the access, accommodation, and tourism experiences available are all key aspects of increasing visitor numbers.

Through the redevelopment of the Ningaloo Reef Resort, further accommodation diversity is provided, complemented by a major enhancement of the current food and beverage offering in the townsite. The redevelopment of the resort further strengthens Coral Bay as a landmark destination for visitors of all ages from across the state, nation, and globe. A major element of its appeal is the strong focus on celebrating the surrounding coastal context and appreciating its unique proximity to the world-renowned Ningaloo Reef.

2.4 Legal Description

The subject site consists of Lots 1, 54 and 68 Robinson Street. These lots are legally described as follows:

Lot Number	Deposited Plan	Volume	Folio	Area (ha)
1	077929	2082	383	1.8407
54	192641	3104	261	0.3023
68	37167	3157	300	0.2530
Total				2.3960

Refer **Appendix 1** for a copy of the Certificates of Title.



3. Physical Context

Coral Bay provides the most developed direct access point to the Ningaloo Marine Park and has for generations been one of Western Australia's most popular holiday destinations. Coral Bay has both terrestrial and marine activities on offer including fishing, snorkelling, guided tours, bush walking, and boating activities. Transport options to Coral Bay include bus, car, or regional airline to Carnarvon and Exmouth.

3.1 Regional and Townsite Context

The subject site is located within the Coral Bay townsite, in the Gascoyne Region of Western Australia under the jurisdiction of the Shire of Carnarvon. Coral Bay is situated 237km north of the Carnarvon Town Centre, and approximately 1,200km north of the Perth City Centre. Within the Gascoyne Region context, Coral Bay is situated 152km south of the Exmouth Town Centre and 556km north of the Denham Town Centre. The Minilya-Exmouth Road is located to the east of Coral Bay and connects the townsite to the wider Gascoyne Region. Coral Bay Road provides access to the Coral Bay townsite.

The subject site is located in the westernmost portion of the townsite boundary. It is bound by Foreshore Reserve to both the west and south. The subject site is adjacent to Robinson Street to the north, which is the principal road through the Coral Bay townsite also offering direct access to the foreshore.

Access to the subject site is provided via Robinson Street. The subject site is within proximity to a number of other commercial, tourism and short-stay accommodation facilities. To the east is the Coral Bay Bayview Caravan Park and Villas, Bill's Bar and Ningaloo Coral Bay Backpackers.

The subject site currently accommodates the following:

- Existing Ningaloo Reef Resort located on Lot 1 (to be demolished)
- Water Corporation infrastructure (sewer station) located on Lot 68 (unimpeded access to be retained)
- Existing asbestos shack located on Lot 54 (to be demolished)

3.2 Site Features

The existing Ningaloo Reef Resort consists of 34 rooms, a café, reception, pool, bottle shop and parking. The subject site is bound by foreshore reserve and coastline to its immediate north and west, and is within walking distance to the Coral Bay town centre. The subject site is generally cleared, with all lots generally flat, sloping gently down towards Robinson Street.

The Ningaloo Marine Park is an A-Class reserve that runs north and south of the Coral Bay townsite and consists of the entire Ningaloo Reef. This reserve is vested in the Marine Parks and Reserves Authority (MPRA).



Figure 4: Site Context Plan - Application Site Lots 1, 54 and 68

3.3 European and Indigenous Heritage

3.3.1 European Heritage

The building on Lot 54 (6) Robinson Street has previously been identified incorrectly as 'French's Shack'. However, a Heritage Due Diligence Report determined that the current structure is not the original shack constructed in 1933, which was demolished long ago, and is in fact an asbestos structure built in 1975.

Considering this updated information, RAC has requested to have the incorrectly identified building removed from the Municipal Heritage Inventory. Given this misidentification, there is no impediment to demolishing the structure as part of the redevelopment.

RAC has corresponded directly with the Shire regarding this issue and the correspondence, including findings of due diligence in respect of the erroneous listing is attached at **Appendix 12**.

3.3.2 Indigenous Heritage

Review of the Department of Aboriginal Affairs (DAA) Aboriginal Heritage Enquiry System demonstrates that the subject site does not contain any registered Aboriginal Heritage sites. However, due to the nature and scale of the redevelopment works proposed, RAC engaged Aboriginal Heritage consultants JCHMC, to complete a desktop assessment. Separately, RAC is in

the process of consulting with the identified Traditional Owners as part of undertaking an Aboriginal Heritage Due Diligence Assessment (DDA). The DDA will assist in determining any potential risk to Aboriginal heritage sites and values.

The desktop study completed by JCHMC concluded that whilst none of the nine sites of potential significance previously identified (all external to the Coral Bay townsite) fall within or impact directly on the subject site, further consultation with representatives of the Nangurra Thanardi Garbu Aboriginal Corporation (NTGAC), along with archaeological and ethnographic investigations should be carried out to ensure that no Aboriginal Cultural Heritage is harmed during the proposed Ningaloo Reef Resort redevelopment works. A Cultural Heritage Management Plan will also be developed and implemented during the construction works.

RAC has requested a survey be conducted and is meeting with the NTGAC Board in October 2023 to discuss.

Refer **Appendix 3** for a copy of the Aboriginal Heritage Due Diligence Assessment report completed by JCHMC.

3.4 Environmental Context

Environmental reporting was undertaken by environmental consultants Coterra Environment. The purpose of the report is to review the subject site's environmental context, identify potential impacts, and discuss the environmental design and management responses to address these impacts. The reporting determined that the site is predominantly cleared, with only a combined 0.12ha of native vegetation remaining within Lots 54 and 68, most of which has been assessed as of Completely Degraded vegetation condition and with no conservation significance. Implementation of the proposal is consistent with both the Ningaloo Coast Regional Strategy Carnarvon to Exmouth and the Shire of Carnarvon Coral Bay Settlement Structure Plan. Any indirect impacts on adjacent, retained vegetation can be mitigated through the implementation of standard dust minimisation strategies, as well as the clear demarcation of clearing areas.

No conservation significant fauna is identified as being impacted by the proposed redevelopment. During construction any resident fauna is expected to move away from work areas because of machinery noise and no specific management strategies are required or recommended.

Hydrological impacts to the marine environment will be mitigated by retaining the first 15mm from rainfall on-site. Post development surface water flow across the site will be the same as pre-development surface water flow. Sewerage will be connected to the existing town network with sewage to be treated off site.

The proximal coastal environment is relatively stable. Implementation of the projects Coastal Hazard Risk Management and Adaptation Plan will ensure that the social and environmental values of the area are maintained.

Refer **Appendix 4** for a copy of the full Environmental Summary Report developed by Coterra Environment.

3.5 Bushfire Management

The subject site is located within a 'bushfire prone area' under the state-wide Map of Bush Fire Prone Areas prepared by the Office of Bushfire Risk Management. The identification of a site within an area declared as bushfire prone means further assessment of bushfire risk is required in accordance with:

- State Planning Policy 3.7 Planning in Bushfire Prone Areas (SPP 3.7)
- Guidelines for Planning in Bushfire Prone Areas Version 1.4 (the Guidelines).
- Australian Standard 3959:2018 Construction of buildings in bushfire prone areas (AS 3959)

In response to the contiguous vegetation assessment requirements as outlined in the Guidelines and AS 3959, vegetation identified within 150m of the subject site Include:

- Shrubland (Class C) vegetation (up to 2m in height), which was identified to the north, west, south, and east of the subject site and is associated with remnant foreshore (coastal heath) vegetation, and recently planted areas within nearby landholdings.
- Scrub (Class D) vegetation (up to 6 m in height), which was identified to the north-east of the subject site and is associated with taller Acacia species within the foreshore area to the north of Robinson Street.
- Grassland (Class G) vegetation, which was identified to the south-east and east of the subject site and is associated native and non-native grass species with the adjacent landholding to the east and Crown land to the south-east.

Whilst the developed resort site would be considered a *low bushfire hazard* due to management of the site (discussed in Section 5 of the BMP), due to its proximity to the vegetation identified above (within 100m), the overall rating for the site would remain at *moderate bushfire hazard*. It is acceptable to locate development in areas subject to a moderate hazard.

The buildings within the site are proposed to achieve BAL-19 or BAL-12.5. To achieve this, and in addition to the proposed management strategies for achieving *low bushfire hazard* level for the site, small areas of vegetation within Lot 10 (private land) to the east and the Banksia Drive road reserve to the south may be subject to future modification. If required, this work would be undertaken by RAC (with agreement of the relevant landowners / managers) until development in these areas is progressed. Required works would largely be limited to the slashing of existing grass areas. It is noted that Lot 10 is already subject to an approved bushfire management plan which requires the entire landholding to be managed to achieve low threat (*low bushfire hazard level*).

Consideration of emergency evacuation planning has also been undertaken as part of preparing the BMP to determine whether there are any elements of an emergency evacuation plan that would fundamentally change the current design. The assessment concluded that an emergency evacuation plan could be completed to support occupancy, however doing it at this stage would not fundamentally affect the ability of the proposal to be implemented.

Refer **Appendix 5** for a copy of the complete Bushfire Management Plan (BMP) prepared by Emerge Associates.

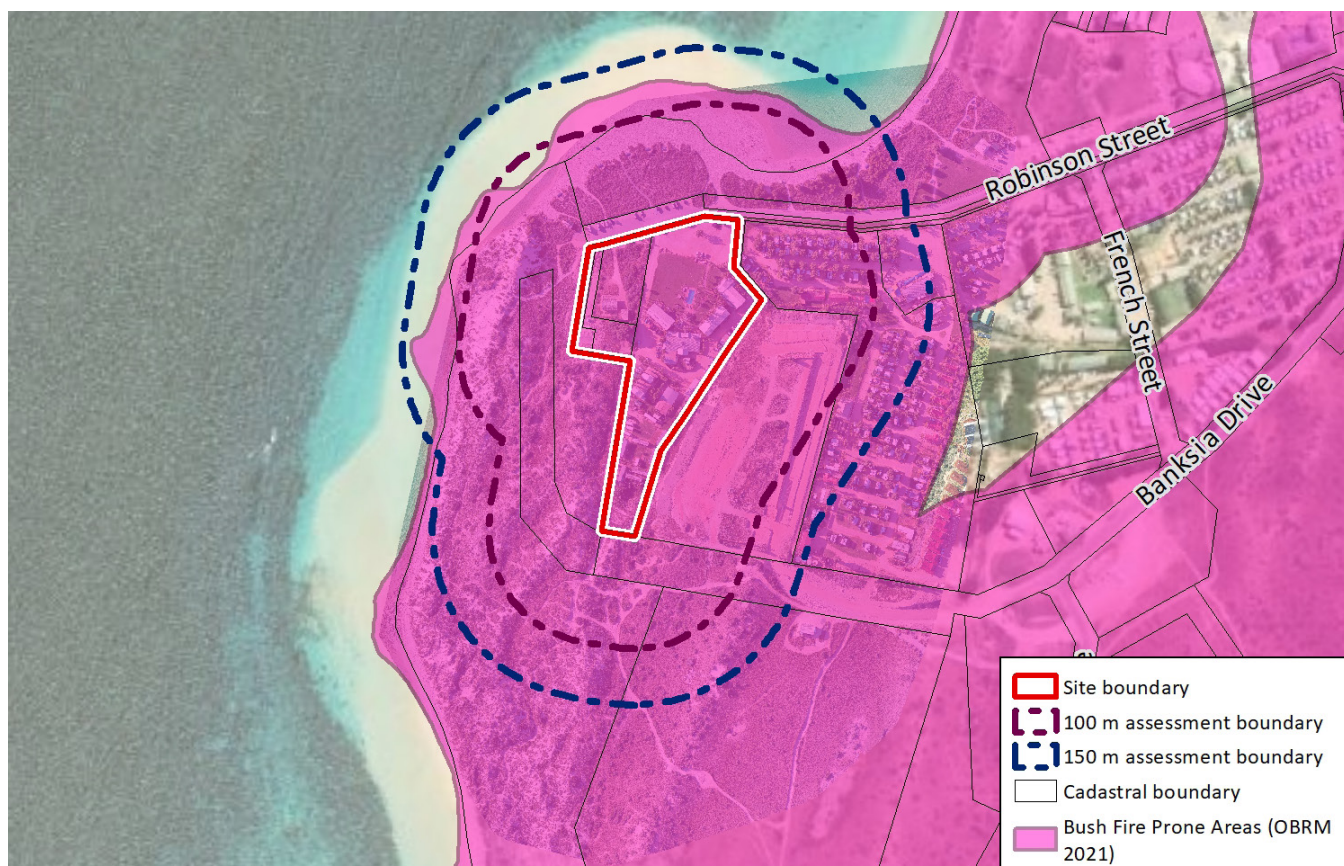


Figure 5: Areas within and surrounding the site identified as 'bushfire prone areas'

3.6 Coastal Interface and Management

A Coastal Hazard Risk Management and Adaptation Plan (CHRMAP) has been developed by MP Rogers and Associates to provide guidance on the required management and adaptation actions associated with existing and proposed assets within the subject site. The CHRMAP was completed in line with the recommendations of State Planning Policy 2.6 Coastal Hazards (SPP2.6).

Aerial photography of the beach fronting the subject site documents 52 years of coastal processes, including documentation of over 15 significant cyclones influencing the shoreline. The aerial photography indicates that this is a stable coastal environment and that the risk assessment is balanced against the considerable social and economic benefit to the region created by the proposed redevelopment.

It is envisaged that the design life of the development will be limited to around 40 years. Beyond this period, it is expected that the condition of the facilities will require replacement, consistent with the current condition of the existing Ningaloo Reef Resort.

The CHRMAP notes that there is a risk of coastal hazards adversely impacting the subject site, however, over the 40-year planning horizon associated with the proposed asset life, the risk is deemed to be at an acceptable level. In addition to this acceptance of risk, additional risk mitigation strategies have been proposed

and adopted for implementation by RAC. This includes a built form response for newly constructed assets and an overall management approach.

RAC has acknowledged and accepted the potential risk of coastal hazards adversely impacting each asset of the redevelopment, based on the risk management and adaptation principles noted in the CHRMAP.

This plan was developed on the basis that the risk to public safety for cyclone inundation is already managed within the proposed redevelopment and by the Department of Fire and Emergency Services (DFES).

Refer **Appendix 6** for a copy of the complete CHRMAP prepared by MP Rogers and Associates.

3.7 Transport and Access

Access to the subject site by vehicle is achieved via Robinson Street. Robinson Street is identified as a Primary Distributor Road under the Main Roads Functional Hierarchy.

Due to Coral Bay being a tourist destination, vehicle dependency by visitors is low within the townsite, as the walkability radius of the town is approximately 350m. An existing footpath located along the northern side of Robinson Street between the existing Banksia Drive and Bill's Bay Beach currently provides access to the subject site for pedestrians. No public transport services and facilities are available in the Coral Bay townsite.

3.8 Planning Context

The proposed redevelopment is highly compliant with the statutory and strategic planning framework applicable to the subject site including land use permissibility, and primary built form controls.

3.8.1 State Planning Policies

3.8.1.1 State Planning Policy 2.6 State Coastal Planning Policy

The purpose of State Planning Policy 2.6 – State Coastal Planning (SPP2.6) is to provide for the long-term sustainability of Western Australia's coast. SPP2.6 ensures that the development and location of coastal facilities considers the relevant coastal environmental characteristics, identifying appropriate areas for sustainable coastal development and ensuring that the coastal zone values are protected, conserved, and enhanced. This policy applies to the coast throughout Western Australia and is therefore applicable to the subject site.

Coral Bay is already a well-developed townsite with a long-standing tourism function over many years. The existing resort forms a key part of the current tourism offering. The design of the proposed redevelopment considers the significance of its relationship to the Ningaloo Reef, maintaining access to the coast from the development, with the design of the redevelopment incorporating elements of its surrounding natural environment and mindful of the intended life span of the resort.

Environmental consultants, Coterra Environment has confirmed that the proposed redevelopment adheres to the requirements of SPP2.6 and maintains the integrity of the surrounding natural coastal environment.

3.8.1.2 State Planning Policy 3.7 Planning in Bushfire Prone Areas

The purpose of State Planning Policy 3.7 – Planning for Bushfire Prone Areas (SPP3.7) is to ensure that bushfire risk is given due consideration in all future planning and development decisions. The policy requires that land use and development should address bushfire risks and provide means for prevention and management. The whole of the subject site is located within an identified bushfire prone area as identified by DFES. Bushfire consultants Emerge Associates has undertaken a detailed review of the proposed redevelopment in relation to bushfire risk with findings summarised in Section 4.2.3 of this report. A copy of the Bushfire Management Plan can be found at **Appendix 5**.

3.8.1.3 State Planning Policy 6.3 Ningaloo Coast

State Planning Policy 6.3 – Ningaloo Coast (SPP6.3) applies to all land within the Ningaloo coast policy area. This policy works to provide clear guidance regarding acceptable and sustainable development on the Ningaloo coast, ensuring that the Ningaloo coast is maintained as an all-seasons recreation and nature-based tourism destination. The proposed redevelopment maintains accessibility to the Ningaloo coast in a managed and considered way, consistent with the policy direction.

3.8.2 Shire of Carnarvon Local Planning Scheme No.13

The subject site is within the jurisdiction of the Shire of Carnarvon and is subject to the provisions of the Shire of Carnarvon Local Planning Scheme No.13 (LPS13). Under the provisions of LPS13, the subject site is zoned Tourism. The objectives of the Tourism zone are as follows:

- *To promote and provide for tourism opportunities.*
- *To provide for a variety of holiday accommodation styles and associated uses, including retail and service facilities where those facilities are provided in support of tourism accommodation and are an appropriate scale where they will not impact detrimentally on the surrounding wider area.*
- *To encourage the location of tourist facilities so that they may benefit from existing road services, physical service infrastructure, other tourist attractions, natural features and urban facilities.*

The proposed redevelopment aligns with the definition of 'Tourist Development' included in LPS13, which is defined as 'a building, or a group of buildings forming a complex, other than a bed and breakfast, a caravan park or holiday accommodation, used to provide –

- a. Short-term accommodation for guests; and*
- b. Onsite facilities for the use of guests; and*
- c. Facilities for the management of development; '*

Under the provisions of LPS13, Tourist Development is an 'A' use meaning that the use is only permitted if the local government has exercised its discretion by granting development approval after giving notice to the public.

3.8.2.1 Land Use Permissibility

Proposed Use	Land Use Definition	Permissibility and associated commentary
Tourist Development	Means a building, or a group of buildings forming a complex, other than a bed and breakfast, a caravan park or holiday accommodation, used to provide – a. Short-term accommodation for guests; and b. Onsite facilities for the use of guests; and c. Facilities for the management of the development.	A
Incidental Uses		
Restaurant/Café	Means premises primarily used for the preparation, sale and serving of food and drinks for consumption on the premises by customers for whom seating is provided, including restaurant premises that are licenced under the Liquor Control Act 1988.	P Incidental to primary use
Recreation – Private	Means premises that are – a. Used for indoor or outdoor leisure, recreation or sport; and b. Not usually open to public without charge.	D Incidental to primary use

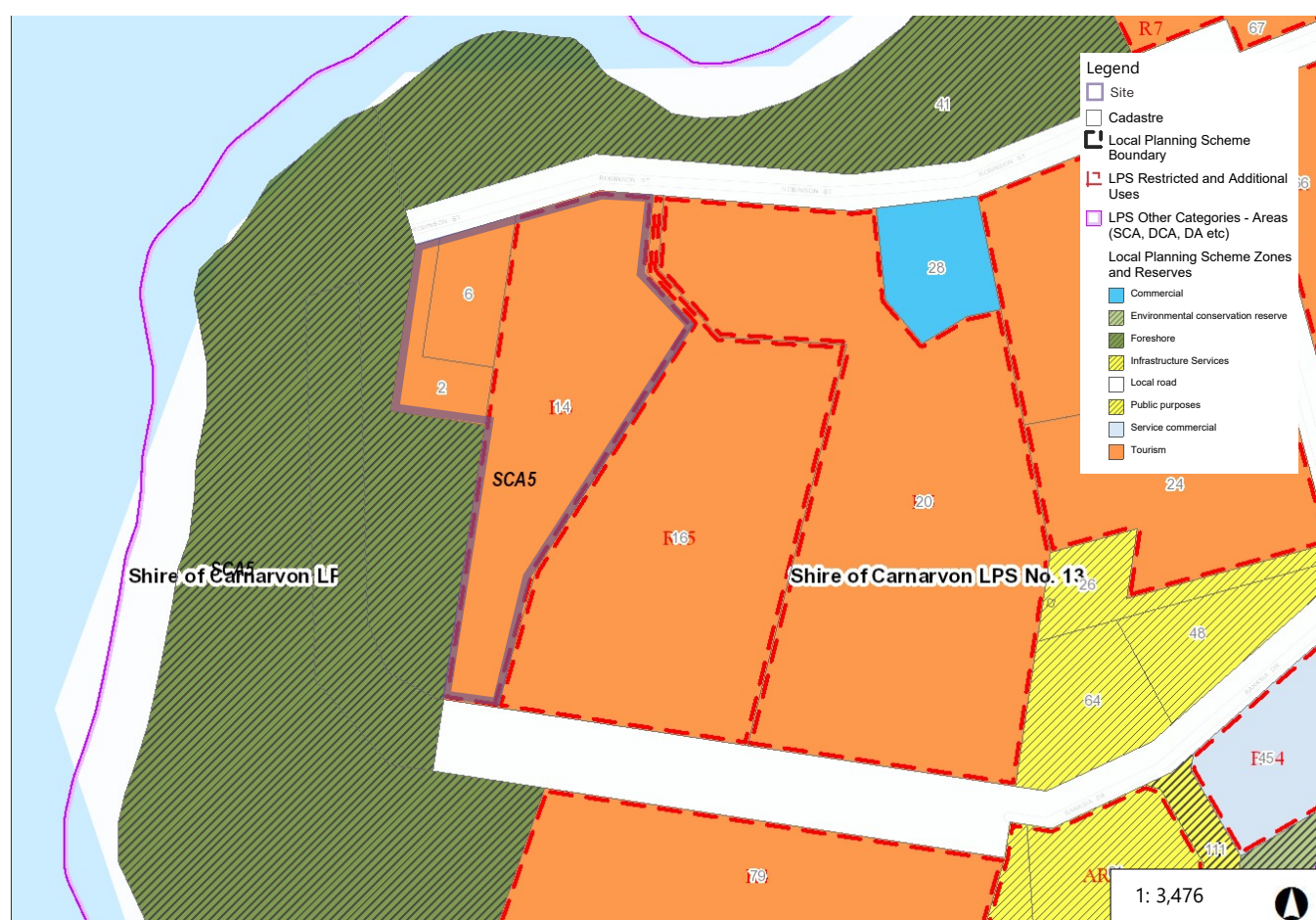


Figure 6: Local Planning Scheme No.13 Zoning

3.8.2.2 Development Restrictions

LPS13 sets out conditions of development for Lot 1 at 'Schedule 3 – Restricted uses for land in the Scheme Area'. Lot 1 is subject to conditions of development to facilitate the restricted use of tourist development. The applicable condition imposes a restriction on the number of beds to be accommodated. The reference to beds replaces earlier reference to 'overnight visitors' via Amendment 1 to LPS13 gazetted on 14th February 2023. The term beds is not defined in the Scheme and therefore is presumed to infer overnight visitor, rather than a furniture item.

Pursuant to Schedule 3, Lot 1 Robinson Street has a maximum allowance of 270 beds, inclusive of manager accommodation. No similar restriction applies to either Lot 54 or 68 to enable the tourist development use.

This application proposes 90 guest units of varying configurations and 3 staff units for duty and on-call managers. Whilst 100% occupancy of guest units is relatively common during high tourist season, 100% occupancy of beds does not occur. Based on average recorded occupancy rates across the RAC portfolio of properties, including the existing RAC Ningaloo Reef Resort and RAC Monkey Mia Dolphin Resort, the following average occupancy factors should be considered for each of the proposed room types:

Room Type	Configuration	Total # of Beds	Occupancy Factor
1 Bedroom	1 x Queen Bed + Single	3	2.5
1 Bedroom	1 x Queen Bed	2	2
2 Bedroom	Queen Bed + 2 Singles	4	3.3
3 Bedroom	2 x Queen Beds + 2 x Singles	6	4.7

Applying these occupancy factors to each of the room types, the adjusted total number of beds on Lots 1 and 54 are shown below with the 235 beds on Lot 1 complying with the Scheme restriction.

Lot	Total # of Beds	Adjusted # of Beds
1	286	234.9
54	38	28.1
68	Nil	Nil
Total Beds	314	263

3.8.2.3 Parking Requirements

Table 6 of LPS13 details the parking stipulations applicable to the proposed redevelopment as summarised in the table below.

Under Schedule 5, Clause 31.1 of LPS13, the Shire may vary the stipulated parking requirements. Justification for a modest discretion to the applicable parking standards is provided at Section 4.2.2.3.

Parking Stipulation	Bays Required
1 Bay per bedroom or accommodation unit; plus 1 bay per 15 square metres NLA of floorspace other than that used for accommodation purposes.	Total Accommodation Units – 93 Bays Required – 93 Bays
	Deck – 254.4 sqm Concierge – 19.6 sqm Bar/Dining – 294.6 sqm Conference Room 1 – 68 sqm Conference Room 2 – 60 sqm Conference Room 3 – 38.6 sqm Bar – 26.5 sqm Saloon – 15.2 sqm Total NLA – 776.9 sqm Bays Required – 52 bays
Total Bays Required 93 + 52 = 145 bays	
Total Bays Provided 115 on-site and 20 off-site bays	

3.8.3 Coral Bay Settlement Structure Plan 2014

The Coral Bay Settlement Structure Plan (CBSSP) provides guidance for the development of the Coral Bay Settlement area, including detailed design and development controls. The CBSSP sets out various principles to support and manage the growth of the Coral Bay Settlement Area with the subject site being identified within the 'Tourism' zone of the plan. The key strategic direction of the CBSSP relative to this application is as follows:

- Population – A population cap to increase from 4,500 to 5,300.
- Workforce Accommodation – To address the seasonal needs of employment in Coral Bay.
- Movement Network – Banksia Drive to be constructed and Robinson Street to become a one-way street west of French Street, and French Street to be pedestrianised.

The development's response to the CBSSP is addressed in Section 4.2.1.2.

3.8.3.1 Population

The CBSSP outlines a population cap applicable to the CBSSP area. This cap was originally set at 3,500, however, has since been increased to 5,300 to align with tourism growth projections for the settlement and Western Australia more broadly, with tourist numbers now projected to grow past pre-Covid numbers.

3.8.3.2 Workforce accommodation

The CBSSP contemplates two growth scenarios as part of its structure planning process. In both scenarios, worker accommodation demand is projected to increase to 400 beds, from 254 in the 2011 census. It is also noted that a lack of adequate worker accommodation can result in overflow in demand into holiday or informal accommodation.

3.8.3.3 Movement Network

The CBSSP outlines a proposed extension to Banksia Drive. The resort redevelopment is not contingent on the proposed extension of Banksia Drive, nor does it inhibit the future construction of the works as outlined in the CBSSP.

3.8.3.4 Outline Development Plan (2013)

An Outline Development Plan (ODP) was submitted by previous owners of the property and approved by the Shire in 2013, guiding future development of the site, including consideration of:

- Key view lines
- Building height limits of 9m
- Accommodation
- Access and entry to the resort
- Hotel and tavern functions
- Sheltered recreation
- Parking based on ultimate street alignment (as outlined in the preceding Section) to service the beach and hotel (20 bays)

It should be noted that the ODP shows a proposal for the pedestrianisation of Robinson Street, which does not align with the CBSSP. It also assumes car parking and the extension of Banksia Drive almost entirely on land which has since been determined to be subject to native title (Lot 501) and foreshore reserve.

Further consideration of the ODP is provided in Section 4.2.1.2.

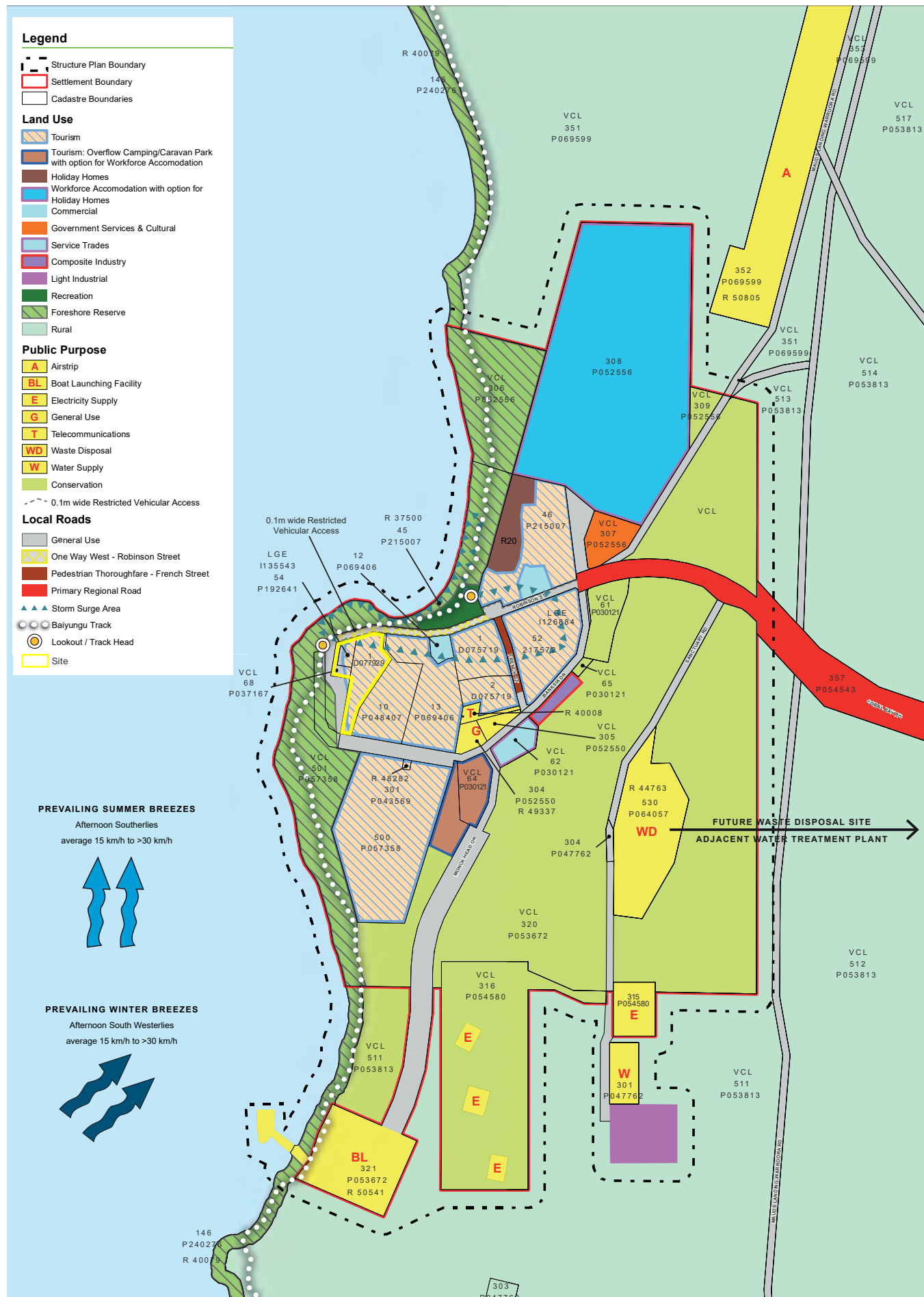
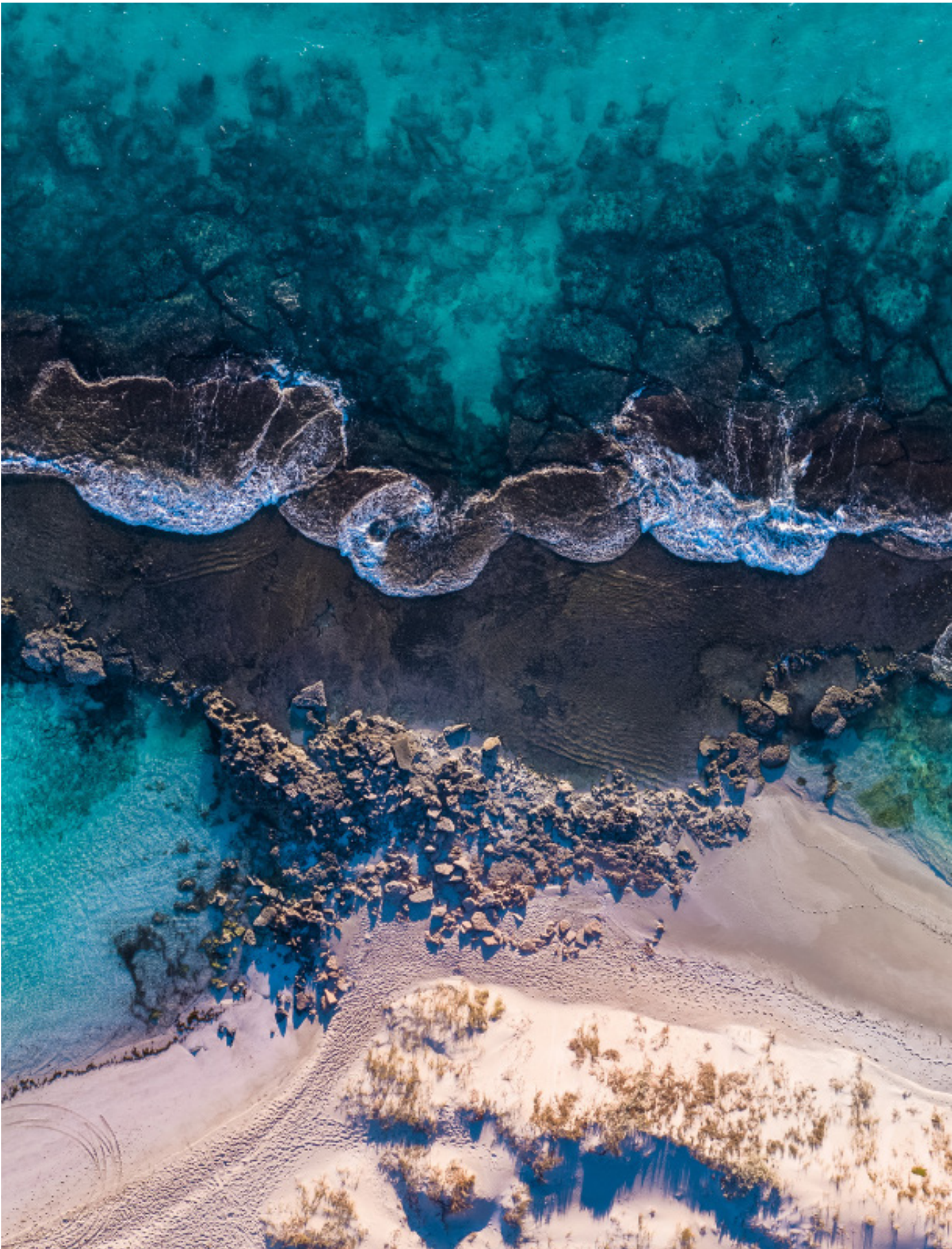


Figure 7: Coral Bay Settlement Structure Plan (2014)



4. Design Response

4.1 Operational Details

Along with the 90 new accommodation units and significant guest amenity, the proposed redevelopment includes a publicly accessible food and beverage offering consisting of a restaurant and bar. The restaurant will be open for breakfast, lunch and dinner with operating hours varying dependent on seasonal requirements. The bar will operate from 11:00am until 12:00am. With summer and winter seating options available, an increased capacity and significantly improved facilities, the new resort will provide visitors to Coral Bay with an attractive, comfortable and enjoyable experience all year round.

Approximately 32 new jobs will be created once the development is operational.

4.2 Key Development considerations

4.2.1 Design and Planning

4.2.1.1 Built Form

The proposal forms an oasis destination, creating a robust outer shell to protect the internal centralised amenity against the strong prevailing winds whilst still offering unobstructed views to the bay within a beautifully landscaped setting. The proposal seamlessly draws the beach to the resort through visual connections and the extension of “beach like” landscaping.

The three key drivers that underpin the design for the resort are:



Celebrating The Bay

Connection to Bill's Bay, both visually and physically



Creating An Oasis

Enhancing the guest experience by creating a centralized amenity for all to enjoy



Welcoming the Community

Extending the resort experience to the wider Coral Bay community

4.2.1.2 Response to Key Planning Documents

SPP6.3 provides high level guidance for the Ningaloo coast. The proposed redevelopment provides increased accessibility to the Ningaloo coast, with the development providing sweeping views of the coastline. The design of the redevelopment has given significant consideration to the surrounding natural environment, ensuring that the coastal character of the area is maintained and celebrated. Environmental consultants Coterra Environment have been engaged for the redevelopment to ensure that environmental risks are minimised.

The proposed redevelopment complies with the CBSSP, which extensively considers SPP6.3 and its application to the subject site.

The proposal aligns with the direction provided by the CBSSP, and relevant elements of the ODP in the following ways:

- **Population:** This application proposes 90 guest accommodation units – a significant increase in the modest Ningaloo Reef Resort offering of 34 rooms. Through the increase in accommodation units, this proposal aligns with the growth objectives of the CBSSP.

- **Worker Accommodation:** RAC has recently completed construction of the RAC Workers' Accommodation Village in the Coral Bay townsite consisting of 42 new accommodation units (36 x standard units, 6 x Head of Department units and 1 combined gym / laundry building). This will alleviate housing shortage pressures experienced across the region, specifically for seasonal workers. This village is located approximately 800 metres north-east of the subject site with direct footpath links already in place, enabling workers to walk or cycle to their shifts. Through the provision of workers accommodation within the Coral Bay townsite, and in partnership with BAC Village Pty Ltd, completing the subdivision works which have allowed completion and title issue for Lot 308, RAC has made a significant contribution to achieving the wider objectives of the CBSSP with respect to workers accommodation.
- **Movement Network:** As outlined in Section 2.2 and further discussed in Section 4.2.2, separate discussions are underway to consider the proposed reconstruction of the Robinson Street car park located adjacent to the subject site to deliver the following:
 - 20 additional public parking bays;
 - Reconfigured car park layout with increased landscaping and numerous traffic calming measures that significantly improve pedestrian safety;
 - Extended footpath network to further support connectivity between the townsite, Bill's Bay and the publicly accessible facilities forming part of the new resort; and
 - Turnaround allowance at the western end of Robinson Street to support improved vehicle circulation throughout the townsite.
- **Alignment with ODP:** Clause 1.7 of the 2014 CBSSP notes that *"after implementation of the CBSSP, in the event of there being any inconsistencies or conflict between the provisions, standards or requirements of this CBSSP and any Local Development Plans (Overall Development Plans) previously adopted by the Shire of Carnarvon Council and WAPC that apply within the CBSSP plan area, the CBSSP shall prevail."* Clause 1.7 effectively enables the proposed redevelopment to proceed in line with the direction of the CBSSP rather than implement the detail of inconsistent elements foreshadowed in the 2013 ODP, such as the proposed carpark in Lot 501 or the pedestrianisation of Robinson St.

Notwithstanding, the proposed development remains faithful to the principles of the 2013 ODP prepared, including building height, building footprint, the organisation of uses, and accommodating the prevailing winds and key view lines. It also honours the supply of 20 public parking bays, however, these are now located on the northern end of the proposed resort and Robinson Street and not in what is now foreshore reserve and native title land (Lot 501) as shown in the ODP.

Based on the preceding considerations, the proposed redevelopment is consistent with and positively contributes to the strategic direction of the CBSSP. It should also be noted that RAC, in constructing a workforce village and, in cooperation with the landowners, completing subdivision works and title issue for the stage one subdivision of Lot 308 (Seasonal Workers Precinct), has made a significant contribution to the community in unlocking future opportunity for progression of the CBSSP intent.

4.2.2 Traffic

4.2.2.1 Traffic and Transport

Access to the development is proposed to continue via Robinson Street. Access to the subject site is proposed and has been designed in a way that will allow seamless integration into any future road extension works as outlined in the CBSSP, but also addresses significant issues affecting Robinson Street in its current form through the upgrade initiatives outlined in Section 2.2 of this document.

A Transport Impact Statement (TIS) has been prepared in support of the proposed redevelopment by Stantec. The report assesses the impact of the proposed redevelopment upon the adjacent road network, focusing on traffic operations, circulation, and car parking requirements. The TIS has been prepared in accordance with the WAPC Transport Impact Assessment Guidelines for Developments: Volume 4 – Individual Developments (2016).

The TIS concludes that the development is expected to generate approximately 75 vehicles in the AM peak hour and 75 vehicles in the PM peak hour. According to WAPC Transport Impact Assessment Guidelines, developments generating between 10 and 100 trips during the peak hour fall under the 'moderate impact' category and are not considered to have any substantial impact on the surrounding road network.

Swept path analysis indicates that all design vehicles can adequately manoeuvre through the proposed subject site. Based on the findings of the TIS, the proposed redevelopment will not result in any material impact on the surrounding road network and will in fact improve traffic and access conditions in the immediate proximity of the subject site, particularly within the proposed reconfigured Robinson Street car park section as discussed below.

4.2.2.2 Access

Separate to this development proposal, Robinson Street is proposed to be upgraded as part of the works outlined in Section 2.2 of this report. This includes a number of traffic controlling ‘wombat’ crossings for improved pedestrian safety, 20 additional public car park bays, 3 formalised ACROD bays, significant landscaping to extend the foreshore, and crucially a teardrop roundabout at the western end of Robinson Street to support vehicle circulation through the townsite.

The ‘wombat crossings’ will provide pedestrians with safe and easy access linking the townsite with both the resort and beach, improving the walkability of the area and ensuring that the traffic travelling along the road remains at speeds appropriate to this context.

The teardrop roundabout is proposed at the western end of Robinson Street to provide a safe turnaround area for all public vehicles. With many vehicles visiting Coral Bay towing large trailers, caravans, or boats, this will significantly improve the flow of traffic.

4.2.2.3 Parking

Required	Provided Car Parking	
	Within the site boundary	Outside the site boundary
145 bays	115 bays (Including drop-off bays plus an additional 5 Boat Bays and 2 bus parking bays)	20 bays

The redevelopment proposes to provide 115 on-site car bays, noting that the total provided bays are inclusive of the 4 pickup and drop-off bays within the subject site boundary. This notionally results in a short fall of 30 bays against the parking stipulations of LSP13. However, there are significant grounds to vary these standard stipulations given the context and specifics of this proposed development. It should also be noted that the 2013 ODP is approved at 1 bay per unit, which if applied to this redevelopment proposal would result in compliant parking provision.

In respect of parking demand created by the proposal, there is considerable justification for a modest variation from the Scheme requirements. In the first instance, the clubhouse element of the resort is effectively incidental to the balance of the resort. It is an essential element of any contemporary resort of this nature and will be substantially patronised by resort guests resulting in no additional parking demand.

Furthermore, prospective patrons from outside the resort are highly unlikely to drive. Almost all of the Coral Bay townsite is within 500m (or an approx. 5 min walk) of the resort. As a holiday destination, it is considered unlikely that patrons will drive to the clubhouse given the short distances and holiday atmosphere within the townsite generally and the purpose of the clubhouse in particular. Additionally, as a family destination, it is unlikely that parking demand of one bay per bedroom will be realised. Two-bedroom units are most likely to cater for families (i.e., arriving with one car), reducing overall parking demand.

Under Clause 31.1 of the Shire’s scheme, the Shire may vary parking requirements stipulated. In this instance the following variations are considered justified:

- No parking requirements for the clubhouse element of the resort.
- One bay for each of the one-bedroom accommodation units in the resort.
- One bay for each of the two-bedroom accommodation units in the resort.
- Two bays for each of the three-bedroom accommodation units in the resort.

As outlined in Section 2.2 of this report, 20 additional public car parking bays form part of the proposed upgrade of the adjacent Robinson Street. Lastly, the development also allows for 5 boat/trailer parking bays and 2 bus parking bays which will allow coaches to park on site, transporting larger numbers of guests to the resort, further reducing the demand for parking.

Based on the above considerations, actual parking demand is calculated at 99 bays, which is exceeded by the parking allocation for the proposed redevelopment.

Refer **Appendix 7** for a copy of the full TIS prepared by Stantec.

4.2.3 Bushfire Management

The existing and ongoing use of the site is considered a 'vulnerable tourism land use' in accordance with SPP 3.7 and the Guidelines. It is best categorised as 'Other short-term accommodation', defined as *"including motel, serviced apartments, tourist development (includes cabins and chalets), holiday accommodation and caravan park (which incorporates camping grounds)"*. Accordingly, bushfire risk has been considered based on Element 5 (other short-term accommodation) of the Guidelines.

The outcomes of the BMP demonstrate that as development progresses, it will be possible for an Acceptable Solution to be adopted for each of the applicable bushfire protection criteria outlined in Element 5 of the Guidelines. This includes:

- **Location:** The subject site is an existing part of the Coral Bay townsite. The site will be subject to a moderate bushfire hazard and habitable buildings can be sited to achieve BAL-29 or less.
- **Siting and Design:** All future habitable buildings can be sited so that BAL-29 or less can be achieved based on the proposed development layout and the implementation of management strategies/management areas outlined in the BMP, including an appropriate asset protection zone that will be managed by RAC. Buildings achieve BAL-19 or BAL-12.5.
- **Vehicular Access:** Coral Bay is a coastal townsite within the north-west of Western Australia. It is accessed by a single road and serviced by reticulated water supply, with the development contiguous to the town. Accordingly, the subject site is located within a residential built-out area, which is *"a locality serviced with reticulated water and is within or contiguous with an urban area or town (or similar), which incorporates a suitable destination"*. The tourism development within the subject site will have access to at least two suitable destinations, namely the Coral Bay townsite and Coral Bay Road, which intersects Minilya-Exmouth Road, a major transport route that provides egress to the north and south. Internal vehicle access provides for two-way traffic (roads are a minimum 6 m-wide) and suitable turning areas, satisfying the requirements of the Guidelines.
- **Water:** the development will be provided with a permanent and reticulated water supply to support onsite firefighting requirements. This includes appropriate internal fire-fighting equipment such as hydrants, boosters, pumps and tanks for structural purposes (which will also support bushfire).

Consideration of emergency evacuation planning has also been undertaken as part of preparing the BMP to determine whether there are any elements of an emergency evacuation plan that would fundamentally change the current design and therefore should be addressed as part of the development approval. The assessment completed as part of the BMP indicates that an emergency evacuation plan could be completed to support occupancy, however doing it at this stage would not fundamentally affect the ability of the proposal to be implemented. In particular:

- Permanent staff trained in emergency procedures will be present at all times to direct visitors/occupants in the case of emergency.
- Local fire emergency response planning, including risk assessment, has been completed for the Shire of Carnarvon and Coral Bay identifying key risk areas which allows for holistic management.
- Egress to two different suitable destinations is available, namely the Coral Bay townsite (the subject site forms part of the town) and Minilya-Exmouth Road.
- The buildings achieve a BAL rating of BAL-29 or less, satisfying the requirements of SPP 3.7, and will be constructed in accordance with AS 3959 and the requirements of the *Building Act 2011*.
- Sufficient water supply and hydrants will be available to support fire-fighting requirements.

A Bushfire Emergency Evacuation Plan has not been prepared to support the development application but will be prepared prior to occupancy (in the form of a standalone report, or as part of a broader development emergency response plan). This is specified in the responsibilities of the BMP.

Overall, the outcomes of the BMP demonstrate that the management/mitigation measures satisfy the requirements of SPP 3.7 and the Guidelines and the precautionary principle. The required asset protection zone (to achieve the determined BAL ratings) has been specified, along with responsibilities for bushfire management/mitigation as part of implementing the development.

Refer **Appendix 5** for a copy of the full BMP prepared by Emerge Associates.

4.2.4 Civil Design Compliance

A site plan has been developed by civil consultants, Pritchard Francis, in support of the proposed redevelopment. The plans confirm the proposed redevelopment is compliant with the requirements of Austroads and relevant Australian Standards regarding the civil design of the redevelopment, including the roads and car parks.

The stormwater drainage design has been undertaken in accordance with earlier advice received from the Shire. Stormwater runoff will be detained via localised swales and/or basins throughout the subject site. Integrated into the landscape design, these attenuation ponds will be accurately located and adequately sized to hold quantities of run-off as outlined in Section 3.4. Galt Geotechnics have undertaken a geotechnical site investigation and the stormwater design has been informed by the permeability parameters and associated recommendations made in Galt Geotechnics' report.

Refer **Appendix 8** for a copy of the civil plans developed by Pritchard Francis.

4.2.5 Waste

The existing private waste contractors will continue to provide the waste and recycling services at the resort. The scope of operations is set out in the Waste Management Plan (WMP) prepared by Encycle in support of this application. This plan ensures that the proposed redevelopment exercises efficient and effective waste management, with the collection and centralisation of waste and recyclables having been carefully considered throughout the development. The WMP considers the following five core components to ensure that waste management is considered in all aspects of the development from construction to full operations:



Refer **Appendix 9** for a copy of the WMP.

4.2.6 Servicing

A review of the current servicing capabilities has been undertaken by Stantec. This review identified the need to relocate and upgrade the current substation to suit the proposed site layout and meet the estimated maximum demand calculated for the development.

The existing sewer pump station will be reconnected to the utility network via a mini pillar. Back-up power to this sewer pump station will be supplied by generator during any power shutdowns required for the works.

Refer **Appendix 10** for a copy of the servicing documents as prepared by Stantec.

4.2.7 Landscaping

See Design Studios has prepared a landscaping plan in support of this application. The proposed landscape design will contribute substantially to resort amenity and will offer visitors a unique experience.





The design incorporates the surrounding landscape typologies within the subject site, forming a localised experience within the resort. The landscaping aims to create a warm, inviting design that works with the local conditions to ensure long term health and sustainability of the development.

Refer **Appendix 11** for a copy of the Landscaping Concept Report.

4.2.8 Sustainability

A Sustainability Report has been prepared by Cundall, with the redevelopment proposing several sustainability features in the current design. The features focus on energy, water, waste, and community outcomes.

Refer **Appendix 13** for a copy of the Sustainability Report prepared by Cundall.

 Energy	 Water	 Community	 Waste
<ul style="list-style-type: none"> • No gas used on site. • On-site solar PV system – panels positioned over carpark to provide additional shading benefit. • Four Electric Vehicle (EV) charging car bays. • Potential future on-site battery. • Roofing and façade materials to have high Solar Reflectance Index (SRI) – reducing demand for cooling. • Low energy and ecologically sensitive lighting. 	<ul style="list-style-type: none"> • Extensive native plant selection – species have naturally low-water requirements and adapt to local conditions. • Waterwise drip irrigation to be targeted for all non-lawn areas. • Water efficient fixtures and fittings proposed throughout the development. • Metering to be provided and integrated with high quality monitoring system. • Grey water to be re-used within the site. 	<ul style="list-style-type: none"> • Good daylight levels to all short-stay accommodation. • Limits on Volatile Organic Compound (VOC) and Formaldehyde. • Access to high-quality views of the natural environment. • Integration of development with existing walking trails in Coral Bay, encouraging pedestrian activity. • External shade and vegetation to reduce ambient temperatures. 	<ul style="list-style-type: none"> • Target 80% construction and demolition waste diverted from landfill. • Waste Management Plan developed. • Container Deposit Scheme to enable Containers for Change. • Collection of several waste streams – cooking oil, cardboard, comingled recycling, and landfill.

4.3 Alignment with DesignWA Ten Design Principles

The design has been developed to consider and address the 10 Design Principles of Design WA and the relevant elements of SPP6.3 Coastal Planning.

Design Principle

Response



01. Context & Character

Good design responds to and enhances the distinctive characteristics of a local area, contributing to a sense of place.

The key design drivers for this project have been to deliver a resort which not only celebrates its location, but also feels distinctively of its place. The design of the building has been inspired by the sand dunes and rock formations of the surrounding area.

Material selections reference the tonal palette of the natural features of the area.

Likewise, the landscaping design and species selection has been thoughtfully considered to create a natural transition between the native vegetation of Bill's Bay through to the more structured activity areas within the resort.

Responding to the site's environmental conditions, the proposal turns its back on the strong winds from the south-west, creating a protected 'oasis' central to the resort experience.

Landscaping elements around the external elevations of the building will help to mitigate further strong winds through these zones.

The key driver for the masterplan was to provide excellent outlook and solar orientation for all guest rooms. This has shaped the ultimate arrangement and orientation of the accommodation blocks, with the focal point of the resort being towards the bay.



02. Landscape Quality

Good design recognises that together landscape and buildings operate as an integrated and sustainable system, within a broader ecological context

The landscape design connects both the architecture and daily function of the resort whilst also responding to the unique sense of place that is Coral Bay to create a memorable and beautiful experience for the visitor.

The proposal includes significant public and private amenity, including a pool, play spaces, grassed areas for flexible programming/events, and localised courtyard gardens for each apartment. The landscape helps guide visitors to and from the development site down to the beach, directly connecting the site to Coral Bay's main attraction.

The transition from the flat to ocean will be captured in forms, movement, and materials to make an iconic yet local sense of place.

The public and private realm of Ningaloo Reef Resort requires a balance between expressions of the surrounding natural environment, the proposed built outcome and the desired visitor experience.

The landscape of the resort is intended to retain and enhance the character of Coral Bay. Through both materiality, planting and creation of spaces ensuring visitors can embrace the sense of place.



03. Built Form & Scale

Good design ensures that the massing and height of development is appropriate to its setting and successfully negotiates between existing built form and the intended future character of the local area.

The proposal responds to the natural change in levels across the front portion of the site. Levels have been shaped at the front northern corners of the site to enhance the resort's engagement and connection with the ocean.

Landscaped terraces create a soft transition from built form through the central oasis, down to Robinson Street.

The design has been developed to sit below the height levels required by all relevant planning documents, at RAC's request.

Design Principle

Response



04. Functionality & Build Quality

Good design meets the needs of users efficiently and effectively, balancing functional requirements to perform well and deliver optimum benefit over the full life-cycle

Modular construction has proven to be an efficient method of building in remote locations. Off-site prefabrication provides an optimal level of finish with a high level of robustness to suit a cyclonic region.

A modular approach allows for site works to commence unhindered whilst accommodation units are constructed off site. On site construction is minimised and the building programme can be accelerated.

Buildings will be designed to be robust to withstand the harsh weather conditions of the area.



05. Sustainability

Good design optimises the sustainability of the built environment, delivering positive environmental, social and economic outcomes.

There are many facets of sustainability in the design operation of the resort. The following key sustainable design strategies are among those:

- LPG Tank has been removed as the development will be gas free.
- Inclusion of PV and battery solution - with PV cells to be integrated within car parking shade structures.
- 4 Electric Vehicle Charging Stations provided.
- Potential opportunity for Containers for Change waste scheme initiative.
- Reduced plastic initiatives.
- Drought tolerant endemic landscaping.
- External shading to amenity.
- Masterplan orientated for optimum solar aspect.
- Permeable paving and road finishes for on-site drainage.
- Avoiding light pollution that has a negative impact on local ecology.



06. Amenity

Good design provides successful places that offer a variety of uses and activities while optimising internal and external amenity for occupants, visitors and neighbours, providing environments that are comfortable, productive and healthy

On site guest amenity has been filtered across the site within the 3 main landscaped zones.

- The northern portion of the site has a public interface and can be used for active play and a range of events linked to the clubhouse, bar, restaurant and function areas.
- The middle portion of the resort is guest / family orientated, and includes the pool area, kids' nature play, and an open turfed area for activities.
- The rear of the site provides a secondary landscaped area, with a guest laundry as the site transitions into the functional / servicing areas.

Small structures positioned across the resort act as informal gathering spaces for guests and include functional facilities such as external beach showers, covered BBQ's and toilet facilities.

In addition, external amenity is captured and celebrated with an appealing outlook to Bill's Bay, and the resort in turn makes a significant and positive contribution to the Robinson Street streetscape.



07. Legibility

Good design results in buildings and places that are legible, with clear connections and easily identifiable elements to help people find their way around.

The built form has been developed to enclose the landscaped guest amenity zone, creating a private oasis with clear sightlines towards the beach. This creates a clear delineation between guest zone and back of house zone, which is serviced from the 'rear' of the accommodation blocks.

Breaks between accommodation blocks form natural entry points to the resort from the guest car parking areas.

Movement paths around the resort have been simplified to improve the guest experience. A path around the perimeter of the central open space provides direct access to guests from their ground level courtyards.

Pedestrian access to the clubhouse from the beach is via established paths through the sand dunes. The ends of these pathways are visually extended across Robinson Street towards the clubhouse that link up to the external deck.

Pathways around the resort can link up with external walkways to the site, including the heritage trail which runs along the coast to the west.

Design Principle

Response



08. Safety

Good design optimises safety and security, minimising the risk of personal harm and supporting safe behaviour and use.

Safety in design has been considered in terms of circulation and building form to address:

- Entry & Arrival Lighting.
- Lighting integrated with landscape zones.
- Car Park Lighting.
- Controlled and contained light to eliminate excess light spill to the exterior environment.
- Separation of pedestrian paths and service access.
- Controlled pedestrian friendly access points to and from the carpark, the beach and township.



09. Community

Good design responds to local community needs as well as the wider social context, providing environments that support a diverse range of people and facilitate social interaction

The RAC Resort will inject new life and facilitate greater tourism opportunities for Coral Bay.

The resort will deliver 90 units, a significant upscaling of the existing facility - catering for greater tourist numbers in the area.

Many communal amenities are outward facing, open to the community and not solely guests. The Resort Clubhouse will be open to all visitors and locals of Coral Bay. The bar, dining and alfresco areas take full advantage of the stunning location, enjoying uninterrupted views across Bill's Bay.

The surrounding landscaped areas offer a terraced public zone allowing access to the Clubhouse from the beach, and breakout activity and dining spaces for users.

The design has been considerably developed to connect to and enhance existing tourism features including the adjacent lookout and future Baiyungu walking trail.



10. Aesthetics

Good design is the product of a skilled, judicious design process that results in attractive and inviting buildings and places that engage the senses.

The surrounding architectural style and material palette of the area reflects the need for robust, durable buildings to stand up against the harsh weather conditions. The built landscape is typically simple, hard wearing and requires minimal maintenance.

Based on this context, the design adopts a palette of neutral, robust materials appropriate for the base build - referencing the local vernacular and landscape.

The materiality and tonal palette are likewise a reflection of the context in which the proposal sits. The red dirt mixed with the white sand dunes creates a beautiful soft, muted colour palette, allowing the greenery and turquoise of the landscape to be celebrated.

For a destination with a strong connection to nature, it is important that buildings sit seamlessly in their setting.

4.4 Pre-lodgement Stakeholder Engagement

To date, stakeholder engagement has played a significant role throughout the conceptualisation and design development stages of this project. It has provided guidance on creating a shared vision and developing a better understanding of key considerations, further improving the quality of the design and assisting with the management of risk. Stakeholder engagement will continue post-lodgement to ensure the proposed redevelopment aligns with the community's vision for Coral Bay.

Stakeholder	Consultant	Date	Comment
Department of Planning, Lands and Heritage	RAC	Numerous occasions	Development application, resort intent, workforce village and land acquisition
Shire of Carnarvon	RAC	Numerous	Various
	RAC and Element	Numerous	Various
	Stantec	4/5/2022	Obtaining traffic volumes and surrounding land use/road network details.
	Encycle	6/5/2022	Discussion regarding Council waste management. Held with Colin Burnett.
	RAC and HRD	8/5/2023	Meetings with elected member of Council and the Development Committee (details provided below).
Gnulli Group (pre regional native title determination)	RAC	Various	Native Title, workforce village and resort intent, cultural and historical input and employment opportunities
Nganhurra Thanardi Garrbu Aboriginal Corporation (NTGAC)	RAC	Various	Native Title, Heritage survey cultural and historical input and employment opportunities
Baiyungu Aboriginal Corporation	RAC	Numerous	Heritage and cultural investigations and general intent.
BAC Village	RAC	Numerous	General intent and associated workforce village.
Deputy Premier Rita Saffioti as Department of Transport and Tourism WA	RAC	Several	Resort intent, Coral Bay road network
Minister Alanah McTiernan as Department of Primary Industry and Regional Development	RAC	Several	Resort intent, Workforce village and Coral Bay road network issues
Coral Bay Progress Association	RAC	Numerous	Resort intent, work force village
Horizon Power	RAC, Lucid, Pritchard Francis and Stantec	Numerous	Resort intent, capacity and settlement infrastructure
WaterCorp	RAC, Lucid, Pritchard Francis and Stantec	Numerous	Resort intent, capacity and settlement infrastructure
Kleenheat	RAC	Numerous	Assessment (and subsequent abandoning) of LPG usage

Gascoyne Development Commission	RAC	Numerous	Resort intent, Coral Bay road network, Coral Bay settlement partnership opportunities
Tourism WA	RAC	Numerous	Resort intent, Coral Bay and Ningaloo opportunities
Australia's Coral Coast (RTO)	RAC	Numerous	Tourism requirements and opportunities, resort intent
Local Tour Operators and businesses	RAC	Numerous	General intent, partnership opportunities, impact of shut down and subsequent construction period
Coral Bay Contracting – John Farne	Encycle	6/5/2022	Discussion regarding waste collection and management in Coral Bay.
Bay Village Holiday Park (Brogan Family)	RAC	Numerous	General intent, surrounding road network and foreshore areas
People's Park (Coral Bay Investments)	RAC	Numerous	General intent, surrounding road network and foreshore areas
Monck Family (Lot 10 – neighbour)	RAC	Numerous	General intent, surrounding road network and foreshore areas, property boundary and retaining issues
Coral Bay Community Reference Group	RAC	Numerous	General intent, workforce accommodation, foreshore area and opportunities
Department of Biodiversity, Conservation and Land Management	RAC	Numerous	Resort intent, surrounding road network and foreshore areas

4.5 Compliance Table

The below table demonstrates that, except for the modest parking discretion, discussed and justified at Section 4.2.2.3 of this report, the proposal is compliant with the applicable matters of the local planning framework.

LPS13 Requirement		Proposed Development	Compliance
Schedule 3 - Restricted uses for land in Scheme area			
Lot 1 Robinson St (only)	The number of beds to be accommodated is restricted to 270 (inclusive of workforce accommodation).	235 beds on Lot 1 adjusted for occupancy and inclusive of manager accommodation. Refer Section 3.8.2.2.	✓
Lot 1 Robinson St (only)	Workforce accommodation is to be classed as an 'I' use, it must be demonstrated that approval of the use will support the predominant use.	On-site workforce accommodation (6 beds) supports the predominant use.	✓
Schedule 5 – Additional Site and Development Requirements for All Zones			
1. Stormwater drainage	Management of stormwater on all developments shall be in accordance with current best practice as endorsed by the State agency responsible for water.	Stormwater runoff retained via localised swales on-site and integrated into the landscape design. Refer Section 4.2.2.	✓
2. Sewerage disposal	Where access to a reticulated sewerage disposal system is demonstrated to not be available, on-site effluent disposal facilities are to be provided to treat and dispose of any effluent generated on the site in accordance with the current Government Sewerage Policy.	Sewerage service is available. Refer Section 4.2.6.	✓
3. Potable water supply	Where lots with an individual area of four hectares or less are proposed and a reticulated water supply of sufficient capacity is available in the locality, the lots shall be serviced with reticulated potable water by a licensed service provider.	A reticulated water supply is available. Refer servicing assessment at Appendix 10.	✓
7. Land clearing and earthworks	No person shall allow land to be cleared or degraded in such a way as to cause environmental harm, including the alteration of surface water flows, or to adversely affect the amenity of adjoining or nearby residents by the creation of soil erosion or dust.	The site is predominantly cleared, with only 0.12ha of vegetation remaining which will be removed as part of the application. This vegetation has been assessed as completely degraded vegetation with no conservation significance. Refer Section 3.4 - Environmental Context.	✓
8. Visual Amenity	8.1 A development requiring planning approval under this Scheme shall not be approved if, in the opinion of the local government, the proposed siting, design, materials, colour(s), texture(s) or reflectivity of the development would adversely impact on the visual amenity of the locality.	Refer Section 4.3 - Alignment with DesignWA Ten Design Principles.	✓
	8.2 In order to avoid adverse impact on the visual amenity of the area, the local government may impose conditions on any planning approval requiring the screening of the development by vegetation or the siting of development to avoid visually prominent locations and to blend with the surrounding area.	Additional conditions not required to manage visual impact. Refer Appendix 11 - Landscape Concept Report.	✓

8.3 Where development is proposed on land adjacent to the Shark Bay and Ningaloo World Heritage Areas the preparation of a visual landscape assessment may be required.

Redevelopment proposal is nestled into the existing landscape and dunal setting, with due consideration given to protecting the visual amenity of the surrounding context. Refer Appendix 11 - Landscape Concept Report.



10. Light overspill

10.1 Floodlights, spotlights and all other forms of lighting shall be constructed, oriented and controlled so as not to adversely impact on the amenity of adjacent residents; cause a traffic hazard to the adjacent road network; impact on sea turtle nesting sites; and/or affect the maintenance of acknowledged dark sky localities.

Separate lighting and sustainability consultants have been engaged to ensure ecologically sensitive lighting is used throughout the development ensuring an appropriate response to context in accordance with Scheme requirements. Refer Appendix 13 - Sustainability Report.



10.2 Where development is proposed on land adjacent to the Shark Bay and Ningaloo World Heritage Areas an assessment of the impact of proposed lighting on the areas outstanding universal values and associated management measures may be required.



17. Table 5: Setbacks and Landscaping

Minimum Setback
Primary – 5m
Secondary – Nil
Rear/Other – 5m

Primary Street Setback – 7.5m
Secondary – N/A
Rear/Other – 12.5



19. Use of setback areas from streets

19.1 The building setback area from any street alignment shall only be used for one of more of the following:

- (a) vehicular and pedestrian access;
- (b) car parking for visitors, employees or customers;
- (c) landscaping; and
- (d) Loading and unloading of vehicles.

Landscaping, pedestrian access and car parking is proposed within the building setback area from Robinson Street, consistent with this requirement.



19.2 The building setback area shall not be used for repair or dismantling of vehicles; parking of boats, caravans or trailers; nor for storage purposes.

Not proposed



Landscaping – 10%

10%



21. Loading Areas

21.1 Any commercial, service commercial, light or general industrial or other use which requires separate access for service vehicles shall be provided with an adequate area, separate from car parking areas, for loading and unloading of vehicles. Any such loading areas shall be located so as to allow vehicles to enter and leave the site from/to a public road in forward gear, with vehicular entrances and exits located so as to avoid or minimise traffic hazards.

Loading areas have been provided adjacent to the Clubhouse (Block A). Entrance to the loading zone is from the Robinson Street extension and does not impact external traffic flow.



21.2 The dimensions and height clearances of each loading bay referred to in clause 21.1 shall comply with relevant parts of Australian Standard 2890 relating to parking.

Car parking and loading bays are consistent with the relevant parts of Australian Standard 2890.



22. Set down areas	A designated set down area designed for the purpose of setting down and picking up passengers, to the satisfaction and requirements of the Shire, shall be provided on or adjacent to the site of a tourist development but not within a public road reserve.	Set down areas are provided within the development with direct access to the resort entrance and reception area. The set down areas include drop off bays for cars and buses.	✓
23. Bin storage areas	Bin storage areas shall be provided for non-residential development. Such areas shall be: Located so as to be accessible by service vehicles; Of sufficient size to accommodate rubbish generated by the use(s) on each property in the interval between rubbish collections; and Effectively screened from view from any street, public place and any adjacent residence.	The main bin storage is integrated with the Club House (Block A) with direct access to the loading zone. The bins store will not be visible from Robinson Street or adjacent public places or residences.	✓
24. Development height	Maximum 12 metres above Natural Ground Level (NGL).	The redevelopment proposes two-storey buildings with height up to 8 metres as depicted on the submitted Site Section (CRB-003-BLD-DA-015). Building height also aligns with the recommended height limits in the CBSSP.	✓
28. Workforce Accommodation	Various requirements	On-site manager accommodation provided which has been designed to complement the design of the adjacent resort.	✓
31. Vehicle Parking	Various requirements	On-site parking provided in accordance with scheme requirements and Australian Standards, inclusive of 5 boat bays, and 2 bus bays integrated within the development site.	✓
Table 6: Car parking requirements	Parking Requirement - 145 Bays	The redevelopment proposes parking bays both onsite and offsite: Onsite - 115 car parking bays. Offsite - 20 bays	Discretion justified at Section 4.2.2.3

Additional Site and Development Requirements for the Tourism Zone

Clause 51: Local Development Plan	For the purposes of orderly and proper planning of a particular site the local government may require the preparation and approval of a local development plan in accordance with Part 6 of the deemed provisions.	LDP not required as the development proposal provides full consideration of all relevant matters in the Shire's planning framework.	✓
Clause 52. Mixed tourism and residential use	The predominant use of the site remains for tourism uses	The predominant use of the subject site is 'Tourist Accommodation'.	✓
	The tourism component is given priority in those areas of highest tourism amenity such as the beachfront.	The design prioritises guest access to beach views from both accommodation units and the clubhouse.	✓
	Reticulated water and sewerage services are available	Reticulated water and sewerage services are available. Refer servicing assessment at Appendix 10.	✓
	The scale, bulk and design of the site complements the surrounding landscape and character of the area.	The design considers the coastal landscape of the surrounding environment, embracing the coastal location and environmental context of the area.	✓

5. Conclusion

5.1 Proposal Summary

The redevelopment of Ningaloo Reef Resort represents a milestone for Coral Bay. The project is imperative to safeguarding the future of local tourism and will improve access to Coral Bay as one of WA's top tourist destinations for local, interstate, and international travellers. In keeping with RAC's commitment to providing quality holiday experiences in iconic WA locations, the redevelopment features a landmark architectural response that complements the coastal landscape setting, constructed to a high standard appropriate for local conditions.

5.2 Key Benefits and Outcomes

The redevelopment, which consists of 90 units of various configurations and accessibility considerations, a new restaurant, bar, multi-function area, resort style pool and open grassed area, will entice a new generation of guests to visit Coral Bay. It will be the town's first 4-star facility, purpose built to reflect the unique natural setting and complementing the natural wonder of the celebrated Ningaloo Marine Park.

These new amenities will be a game-changer for the growing visitor market, offering a wider choice of facilities and spaces not previously available to either guests or locals in Coral Bay. Visitors will be able to enjoy a quality selection of food and beverage in the midst of one of the Coral Coast's most celebrated landscapes, while the new venue space will facilitate a more diverse range of activities and functions to be hosted in Coral Bay.

The proposed development will significantly raise the standard of accommodation and hospitality offered in Coral Bay, creating a resort worthy of this exceptional location. It represents a major vote of confidence by RAC in the future of tourism in the region through this significant investment in the redevelopment and ongoing success of the resort.

5.3 Next Steps

Following the Joint Development Assessment Panel's favourable determination of the development application, it is RAC's intention to progress immediately to securing additional approvals to facilitate the commencement of construction by February 2024.

During this time RAC will continue to implement a robust stakeholder engagement program to keep the community informed and to deliver information about the proposed development and its benefits to Coral Bay.

RAC is excited to work with local stakeholders to set a new benchmark for the visitor experience available within Coral Bay, and to enhance the town's profile to a growing tourism market that seeks to experience and celebrate the natural and cultural wonders of this World Heritage listed destination.



Appendix 1

Certificate of Title

Appendix 2

Plan Series

Appendix 3

Aboriginal Heritage Due Diligence Assessment

Appendix 4

Environmental Summary Report

Appendix 5

Bushfire Management Plan

Appendix 6

Coastal Hazards Risk Management and Adaption Plan (CHRMAP)

Appendix 7

Transport Impact Statement

Appendix 8

Civil DA Plans

Appendix 9

Waste Management Plan

Appendix 10

Civil DA Design Certification

Appendix 11

Landscape Concept Report

Appendix 12

Heritage Assessment

Appendix 13

Sustainability Report