

EXPANSION OF TOODYAY CARAVAN PARK – STAGE 1 DEVELOPMENT APPLICATION REPORT

122 Railway Rd, Toodyay WA 6566



Prepared by Marmax Pty Ltd

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Version 2

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1. INTRODUCTION

This report has been prepared by Marmax Pty Ltd to support a Development Application for Stage 1 of the expansion of the Toodyay Caravan Park, 122 Railway Rd, Toodyay WA 6566. The report provides details of the site, proposed development and staging and addresses all relevant statutory compliance, policy requirements and planning considerations.

Toodyay Caravan Park (TCP) has been operating for almost 40 years and is a well-established and integral component of the tourism industry in Toodyay. It provides a range of affordable tourism accommodation options, in particular for visiting caravans and campers, in a strategically important location overlooking the Avon River and withing within walking distance to the Toodyay retail heart. In terms of economic benefit, caravan parks have a proportionally high local impact with every \$1 spent by park operators contributing \$1.38 to their local community, not including the flow on effect of tourist spending with other businesses in the region (*Caravan, RV & Accomodation Industry of Australia Economic Benefit Report*. BDO. 2012).

The purpose of this staged Development Plan is to improve existing facilities within the park and to provide additional sites and family accommodation options. This will promote an increase in overnight tourist visitations to Toodyay throughout the year and help to meet accommodation requirements in peak periods.

All works proposed as part of Stage 1 and Stage 2 of this development are permitted under the *Caravan Parks and Camping Grounds Regulations 1997* (the Caravan Park Regulations) and are therefore considered an extension of the existing approved land use.

The key elements of the proposed development include constructing:

- new communal facilities for guests, including a new campers' kitchen/ablution building and an upgrade of the playground and pool area.
- a new reception building
- new high quality short stay accommodation options, including cabins and glamping tents
- new caravan and tent sites

The expansion of the caravan park is proposed to occur in two stages. Whilst this report and the Development Plan at Attachment 1 provide information on all aspects of the proposed expansion, this report specifically supports the development application for Stage 1. Stage 1 is identified in Attachment 2 and includes construction of the camp kitchen/ablution building, reception building and upgrades to the playground and swimming pool.

An application for the other components of the Development Plan, including proposed expansion of accommodation and sites, will be submitted as part of Stage 2 at a later date. Studies supporting Stage 2, such as a Bushfire Management Plan and flood study/referral, are therefore not included as part of this report (see section 4.3 if this report for further details).

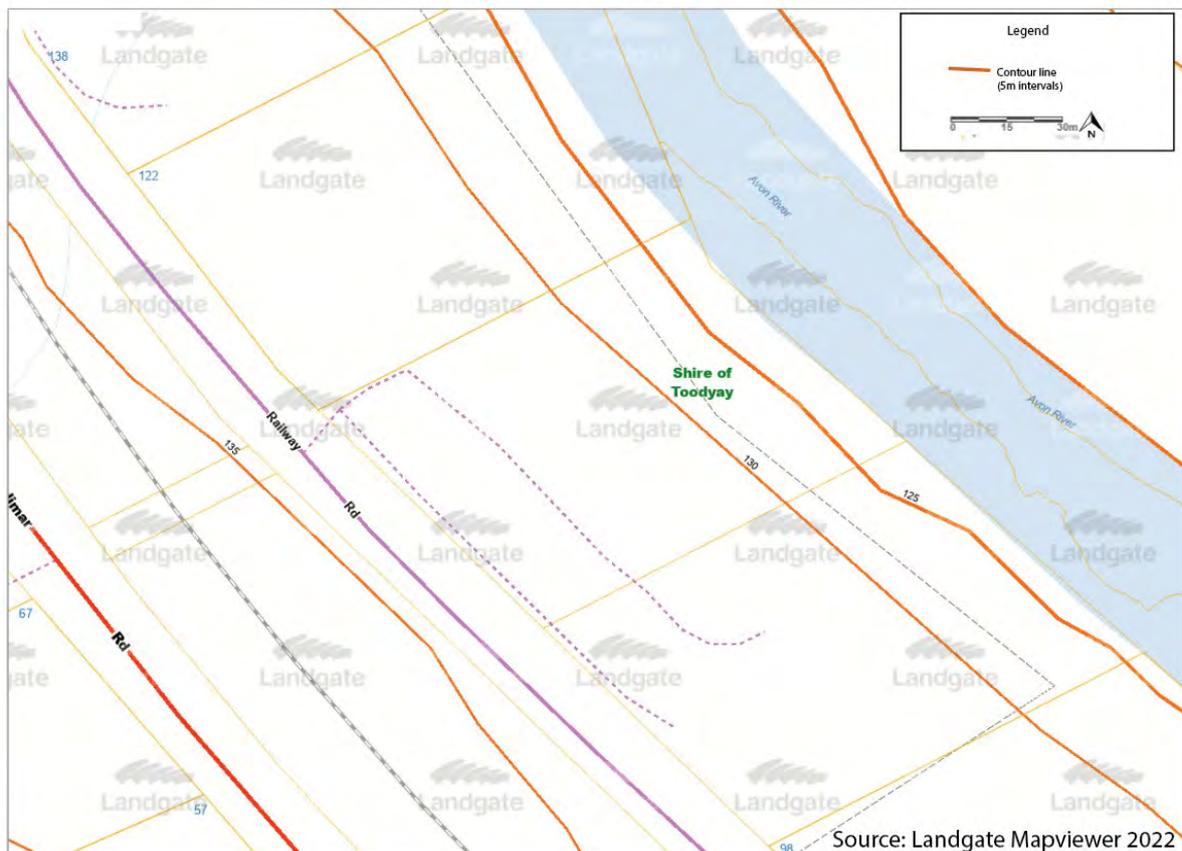
2. THE SITE

Toodyay Caravan Park is located at 122 Railway Road Toodyay (comprising three lots 20, 23 and 24 on Plan P000271), hereon referred to as the 'site'. The site is approximately 2.8 hectares in area and is bound by Railway Road to the west, the Avon River to the east and large residential lots to the north-west and south-east. A location plan and contour map of the site are provided at Figure 1 below.

Figure 1: Location Plan – The Subject Site



Toodyay Caravan Park - Contour Map



3. THE PROPOSAL

The proposed expansion of the Toodyay Caravan Park will be guided by the Development Plan provided in Attachment 1. Stage 1 of this development (subject to this application) is identified in Attachment 2 and outlined below.

The details of Stage 2 are provided in this report for completeness, however, the development proposed as part of Stage 2 will be subject to a future development application.

Stage 1 (subject to this application):

- Camp kitchen/ablution building containing 6 new unisex toilets/showers
- Reception building
- Relocation of existing playground and expansion of swimming pool area

Stage 2 (subject to a future application):

- 32 new short stay sites, comprising:
 - 6 x safari style luxury glamping tents (with ensuites)
 - 6 x new two-bedroom park-home cabins
 - 20 x new powered caravan sites
- 7 new powered camping sites

3.1. Stage 1

3.1.1. Camp kitchen/ablution building

A new camp kitchen/ablution building is proposed to be located adjacent to the pool area to service the existing and proposed future sites and park homes/cabins. The building will be approximately 14m long x 8m wide and 3m high. The building will be constructed of brick and render walls at two sides, with a Colourbond roof and pitched ceiling. The other two sides of the camp kitchen will remain open, facing the pool area and river foreshore outlook.

Six new unisex bathrooms will be constructed within the camp kitchen building (on the rear side of the camp kitchen walls). These bathrooms will be constructed as part of Stage 1 of the development to service existing guests. They will also be required to service the increased number of caravan and camping sites proposed in the future as part of Stage 2.

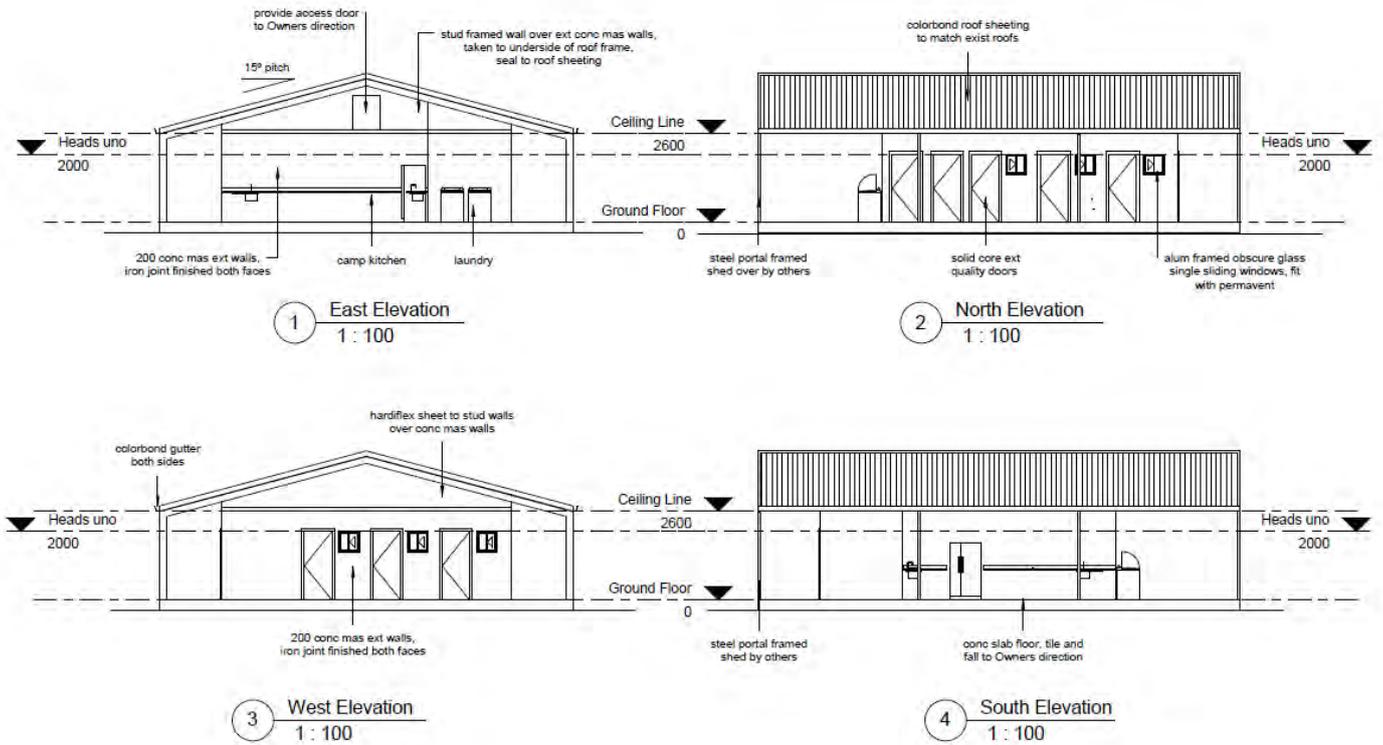
Following the completion of the Stage 2 expansion, the total number of sites within the park utilising the communal facilities (i.e. sites without their own private bathrooms) will be 60. Therefore 6 female and 6 male toilets, showers and basins are required under the Caravan Park Regulations. There are currently 3 male and 3 female toilet/showers within the park, so an additional 3 male and 3 female toilet/showers will be required.

Elevation and floor plans are provided in Figure 3. Figure 3 also includes photos of an equivalent camp kitchen/ablution building constructed by Marmax Pty Ltd at another of its caravan parks.

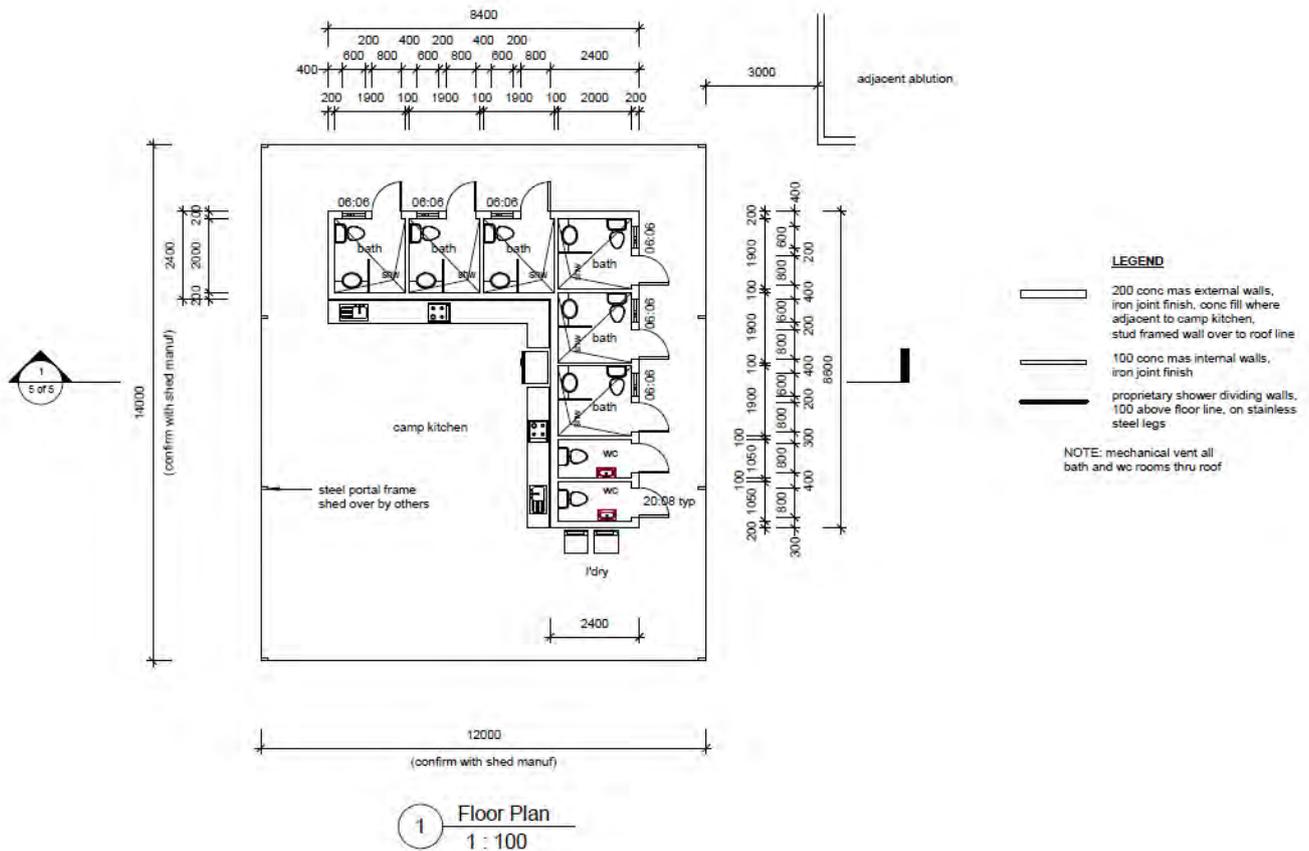
A suitable effluent disposal system will be installed as part of this development (subject to a separate application).

Figure 3: Camp kitchen/ablution building plans

Elevations



Floor plan



Example of equivalent camp kitchen/ablution building constructed by Marmax Pty Ltd



3.1.2. Reception building

A new reception building is proposed to be constructed near the entrance of the caravan park, to provide a more appealing entry statement to the park and a more suitable and fit for purpose building to undertake reception activities. The existing reception is located within the enclosed veranda of the existing manager's residence and is not suitable due to its very small/narrow dimensions.

The new reception building will be located adjacent to the existing reception/manager's residence. The building will be of modular construction, 13.2m long and 8m wide (single story). Elevation and floor plans are provided at Figure 4 below. A building application will be submitted with construction drawings and details prior to construction commencing.

The building will have a front setback of 10m. While a 15m setback is specified under the residential design codes for the R2.5 Residential zone, a 10m setback would not have any adverse impact on adjacent lots and will align with the existing adjacent building.

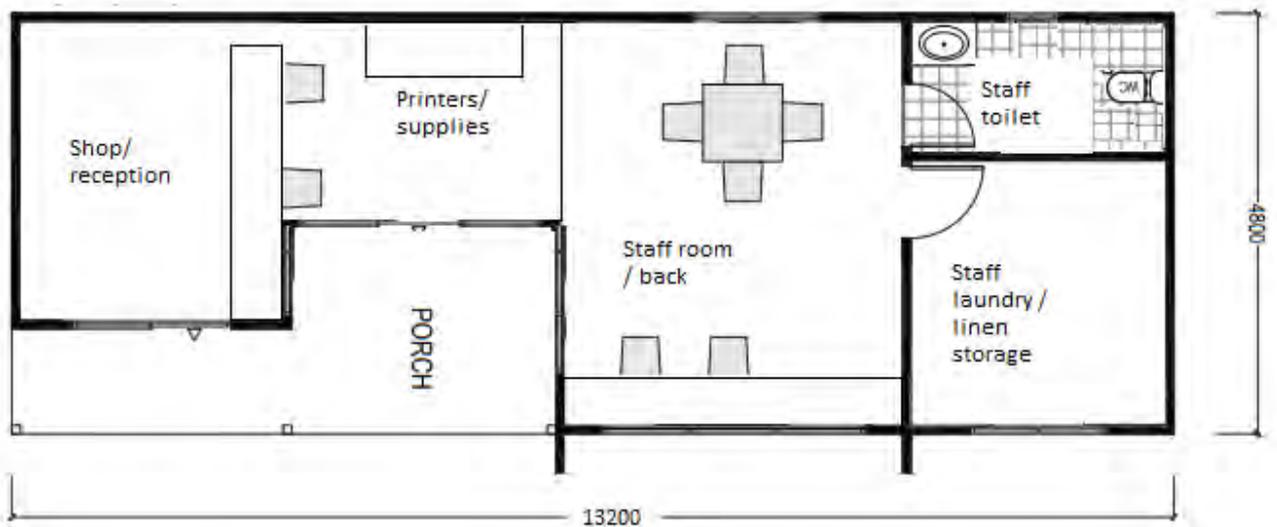
The reception building will contain a toilet and washing machines which will be connected to the existing system of the manager's residence. The toilet and washing machine will be used by reception staff only, who currently use the bathroom within the manager's residence. As such there will be no increase in wastewater usage.

Figure 4: Reception building plans

Elevation



Floor plan



3.1.3. Expansion of pool and relocation of playground

The existing playground is proposed to be relocated from the entrance driveway area to an area adjacent to the swimming pool to allow for better utilisation and supervision, see Figure 5 below. The playground will also be upgraded with new nature playground equipment, compliant with the relevant Australian Standards. The new playground will be approximately 10m x 8m and constructed predominately of timber with some steel and plastic elements. White screeded sand will be used as softfall.

The existing pool will also be replaced with a new concrete pool as part of this development. The new pool will be the same size and shape as the existing pool. A new pool fence will be installed around the pool, separating it from camp kitchen and playground area.

The playground and pool area will be located behind the existing manager's house (when viewed from Railway Road) and will therefore not be visible from any public viewpoint.

Figure 5: Playground and pool plans

Site plan



Playground elevation



3.2. Stage 2 (subject to a future development application)

3.2.1. New Short Stay Sites

3.2.1.1. Safari glamping tents

Six new short stay safari style luxury glamping tents are proposed for the site as part of Stage 2 of the development. The canvas tents will better connect guests to the natural environment of the adjacent river, whilst providing a luxury camping option. The tents will include 2 bedrooms, kitchen, dining and bathroom. They will be 6m x 12m in size and be constructed of canvas with timber posts and a fixed deck, see Figure 6.

The tents will be located in a line facing the Avon River to take advantage of the outlook over the riverside vegetation with glimpses of the river below (see Attachment 1).

The glamping tents will be constructed over a 2-5 year period. The new sites will be used as overflow caravan/camping sites prior to construction of the glamping tents.

Figure 6: Safari Tents



3.2.1.2. Park home tourist cabins

Six new two-bedroom (short stay) park home cabins are proposed as part of Stage 2 of the development. The park homes will be 12m long and 6m wide, include two bedrooms, kitchen, dining and bathroom. An example of the park homes proposed is provided in Figure 7 below.

The park home cabins will be located in a line facing the Avon River to take advantage of the outlook over the riverside vegetation with glimpses of the river below (see Attachment 1).

One existing park home will be removed to make space for the new park home cabins.

The park home cabins will be constructed over a 2–5-year period. The new sites will be used as overflow caravan/camping sites prior to construction of the park home cabins.

Figure 7: Park home cabins



3.2.1.3. Caravan and camping sites

The DA seeks approval for 20 new caravan sites and 7 new camping sites.

The majority of the new caravan sites will be located within the same areas as existing approved sites. An increase in the number of sites is achieved by re-arranging the sites to provide a more efficient and better coordinated layout.

The new tent sites will be located at the northern end of the caravan park (see Attachment 1). This new tent area is also the proposed to be the location of a new leach drain field with lawn overlay. The tent sites will be located on the new lawn.

The total number of sites (existing and new) at the caravan park following the Stage 2 expansion is outlined in the table below.

Type	Existing	Proposed	Increase
Park homes and glamping tent (with private ensuites)	12	23	11
Caravan sites	20	40	20
Camping sites (including overflow)	13	20	7
Total sites	45	83	38

3.2.2. Internal access roads and parking bays

The existing gravel internal roads layout will be maintained as it provides suitable connection to all existing and proposed sites. The roads will however, be improved with new compacted and water-rolled gravel overlay. In accordance with the Caravan Park Regulations, all one-way roads are 4 m wide and all two-way roads are 6 metres wide.

The existing entry/exit to the property will remain unchanged. An additional crossover currently exists at the northern end of the site that is not currently used by guests. As part of Stage 2 of the development, this existing crossover is proposed to be provided as an alternative exit for guests to enable a one-way flow of traffic at the northern end of the park. It will also provide an alternative emergency exit for the property. No caravans will use this exit given that caravan sites will not be located in this area of the park. Therefore, no traffic issues are envisaged to be associated with this crossover.

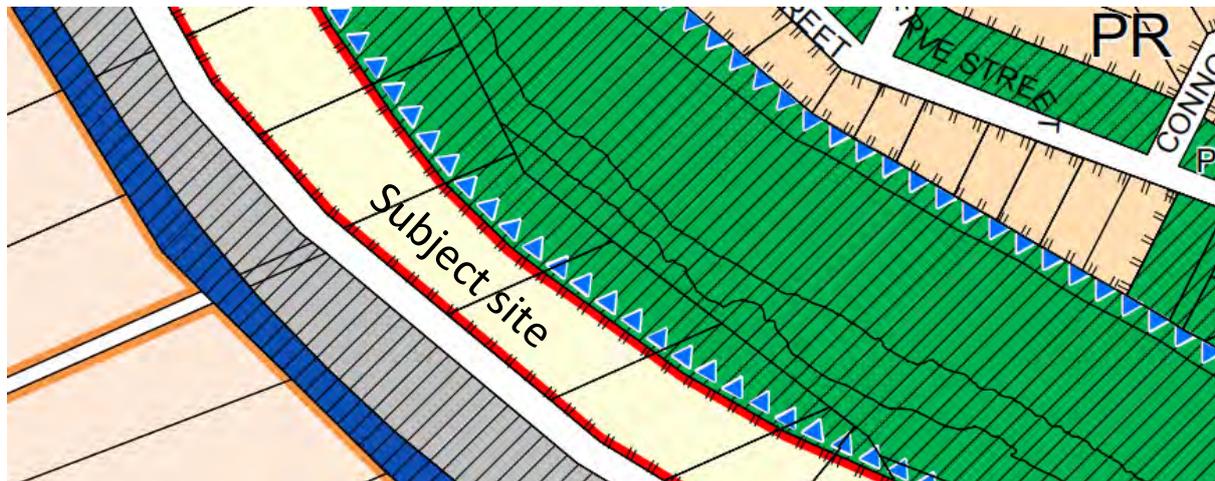
The 23 new and existing park homes and glamping tents will each be provided with a parking bay, plus a visitors bay adjacent to each building. The 60 caravan and camping sites will include one onsite parking bay each. An additional 15 visitor parking bays will therefore be required to meet the parking requirements under the Shire's Local Planning Policy No. 11 – Car Parking. The location of all visitor parking bays are identified in Attachment 1.

4. PLANNING FRAMEWORK

4.1. Shire of Toodyay Planning Scheme No. 4

The bulk of the site is zoned 'Special Residential R2.5' pursuant to the Shire's Local Planning Scheme No. 4 ('LPS4'). The river foreshore section of the site is subject to the Recreation and Conservation reserve and the Avon River Valley Special Control Area. See zoning map at Figure 8.

Figure 8: Zoning Map



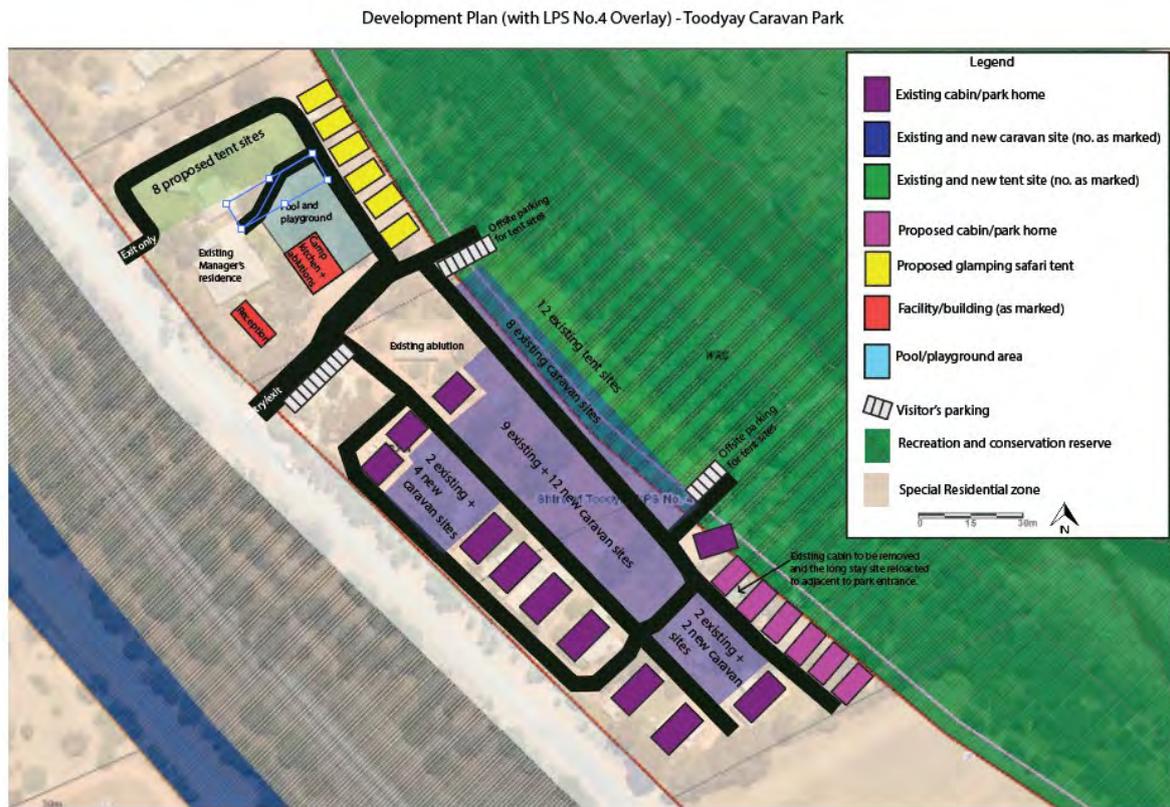
The site is licenced as a caravan park under the Caravan Park Regulations and has been operating for almost 40 years. All works proposed as part of Stage 1 and Stage 2 of this development are permitted uses under the Caravan Park Regulations and are therefore considered an extension of the existing approved land use.

Caravan Park is not a permitted use within the Special Residential zone and therefore the existing use of the site is considered a non-confirming use. Under section 3.9 of the Scheme, the extension of an existing non-confirming use can be permitted subject to the approval of the Shire and public advertising.

In addition, the Shire's planning officers have presented to Council a proposal to rezone the site as part of the new draft Local Planning Scheme No.5. The proposed new zoning will include 'caravan park' as an additional use for the site to reflect the historic and ongoing use of the site for this purpose. The proposed development in Stage 1 and Stage 2 are consistent with this additional use.

The development plan does not include any new development within the Recreation and Conservation reserve or Avon River Valley Special Control Area (see Figure 9 below). Note: a number of existing approved caravan and camping sites and a portion of an existing cabin are located within these areas. The reserve will be maintained for recreation as well as public access to the Bilya Walk Track.

Figure 9: Development and zoning overlay



4.2. Shire of Toodyay Local Planning Strategy

The Shire’s Local Planning Strategy highlights the importance of tourism to the region and supports the development of new tourism accommodation in appropriate areas. The Strategy also notes the importance of connecting tourism assets with walking and hiking trails, with potential to highlight and enhance connections and access along the Avon River.

This development application is consistent with the Strategy as it will allow for an appropriate increase in tourist accommodation within an existing developed site that is not only located on the Avon River, but is also at the start of the Bilya Walk Track which provides easy access for guests into the retail strip of Toodyay.

4.3. Local Planning Policy 3 - Caravan Park and Camping Grounds

The Shire’s Local Planning Policy 3 provides guidelines for the development of Caravan Parks and Camping Grounds within the Shire of Toodyay. Details are provided below regarding compliance with each statement within the Policy.

1.0 LOCATION AND SITE SELECTION

1.1 A facility is to be located in accordance with the Shire of Toodyay Local Planning Scheme No. 4 and Shire of Toodyay Local Planning Strategy.

While the caravan park is currently a non-conforming use under the LPS No.4, it has been licenced and operating for almost 40 years. The location, with its connections to the Avon

River and the Toodyay townsite via the Bilya Walk Track and Railway Road, is consistent with the recommended location of tourism facilities specified in the Local Planning Strategy.

As noted, the Shire's planning officers have presented to Council a proposal to rezone the site as part of the new draft Local Planning Scheme No.5 to change caravan park to a permitted use.

1.2 A facility comprising primarily short-stay sites is encouraged to be located with good access to tourist attractions or areas of cultural, historical or landscape significance.

All new sites proposed will be for short-stay use only. Post-development there will be 71 short stay sites and the 12 existing long stay sites.

1.3 A facility comprising long-stay sites (in accordance with Part 2.10) is encouraged to be located with good access to shops, schools, recreation areas and other community facilities.

No new long stay sites are proposed.

1.4 A facility located within a rural and natural landscape should not negatively impact on the visual outlook from scenic vantage points, public lookouts and tourist routes. Ridges and exposed headlands are not to be developed.

The site has been used as a caravan for almost 40 years and the proposed development will not increase the visual impact of the development when viewed from the adjacent Railway Road or Avon River. The majority of the new developments proposed (including all new cabins/glamping tents, caravan sites and ablutions) will be located within the middle section of the property and will be screened from Railway Road by the existing development. When viewed from the Avon River, the existing tree canopy and the slope of the river foreshore will screen the proposed development from view.

1.5 A facility should not be developed on a steep sloping site so as to minimise drainage and bushfire issues. Cut and fill of sites should be kept to a maximum of 1000mm.

As identified in the contour map, the bulk of the site (including where all new development will be located) has a gradual slope and therefore minimal cut and fill will be required (i.e. less than 1000mm).

1.6 A Bushfire Management Plan may be required as part of a development application for a new, or an extension to an existing, facility.

The facilities proposed as part of Stage 1 of this development do not result in an increase in the number of people within the caravan park (i.e. the facilities service existing sites/cabins only). Section 2.6 of the *Guidelines for Planning in Bushfire Prone Areas* allows decision-makers to apply exemptions from the requirements of bushfire planning where there is no intensification of land use and/or the proposal is not increasing the bushfire threat. It is requested that an exemption to the bushfire planning requirements be provided for Stage 1.

A Bushfire Management Plan will be prepared and submitted by a Level 3 Bushfire Assessor to support Stage 2 of the development application due to the increase in the number of accommodation facilities and guests proposed.

1.7 An extension to an existing, or development of new facility will not be permitted in flood prone or waterlogged areas and not within the 100 year Flood Plain Level. Clearing of vegetation is to be kept to a minimum in accordance with an approved Bushfire Management Plan and Department of Environment and Conservation clearing legislation.

With its location adjacent to the Avon River, the 1-in-100 Year Flood Plain Floodway and Floodfringe extends into the caravan park site. No new development is proposed within the 1-in-100 year floodway area, which is reflected in the Avon River Valley Special Control Area line (see Figure 9).

The Floodfringe area extends further into the site, see Figure 10. The larger extent of the floodfringe in the southern section of the site is a result of a man-made gully in this area which channels stormwater from the site into the Avon River. A culvert will be constructed as part of Stage 2 to enable the gully to be filled and levelled to the height of the surrounding land. This will remove the flood fringe from this area. This culvert and fill will be located in the residential zoned area only and not within the Reserve or Avon River Special Control Area.

Any developments that fall within the flood fringe area will be raised by 500mm to remove the building from the flood fringe risk area. Further details will be provided as part of Stage 2 of this development application.

Figure 10: Western Australia Floodplain Mapping - Department of Water and Environment Regulation - SLIP (2022)



1.8 A structure plan and a land capability study may be required as part of a development application for a new, or an extension to an existing, facility

The staged Development Plan at Attachment 1 will guide future development on the site. A landscape plan is provided at Figure 11 to guide landscaping at the site.

2.0 DEVELOPMENT CRITERIA

2.1 A facility is to be developed in accordance with the Caravan Park and Camping Grounds Act 1995 and Caravan Park and Camping Grounds Regulations 1997.

Schedule 7 of the Caravan Park Regulations set out the key requirements in relation to the design, layout and function of the park. These relate to setbacks, roads and parking, recreation areas, ablution and toilet facilities, laundry, lighting, fire safety and services. These development requirements have been adopted for the proposed redevelopment.

The key requirements of Schedule 7 that are relevant to this proposal have been summarised into a table below for compliance. In summary the proposed development complies with all relevant provisions of the regulations that apply to this planning application.

Relevant Criteria	Minimal Provision required under regulations	Actual Provision Proposed
Distance between sites and other buildings	3m	Min 3m
Distance between any site structure and facility-road	1m	Min 1m
Setback to Lot Boundary	1m	10m at front boundary 5m at sides
Entrance road width	6m	6m
Recreation Area (% of total area)	10%	30%
No. Caravan/camping Sites	No Min	60
No. Cabins/Park Homes	No Min	23
No Public Showers	6M 6F	6M 6F
No. Public Toilets	6M 6F	6M 6F
No. Hand Basins	6M 6F	6M 6F
Laundry Facilities	3	3

As required under the Caravan Park Regulations, new sillage dump points will be constructed for each new caravan and within 30 metres of each new camp sites as required. The sillage dump points will connect to the new effluent disposal system to be approved prior to construction.

The Regulations also require a minimum of 10% of the site to be for recreation. More than 30% of the caravan park is proposed for recreation as part of this development. This includes the camp kitchen and lawn areas, the playground and pool area, the bbq facilities located throughout the park and the grass and natural vegetation areas along the river foreshore.

2.2 Vegetation and/or landscaping buffers are to be used to integrate a facility with adjoining sites. Dependent on site location, regard is to be given to utilising such buffers to reduce visual and noise impact on surrounding properties.

A landscape buffer comprising Cottonwood hedges (2m+) will be planted to visually screen the caravan park from the northern neighbouring lot, see Figure 11. There is also a 1.8m colorbond boundary fence providing some screening to this lot. This fence is proposed to be extended to provide further screening. Existing vegetation at the south-western boundary of the park adequately screens the proposed new buildings from the neighbouring property.

2.3 All fencing on street frontage boundaries is to be of a composite construction (comprising a minimum of two different materials eg. brick, timber or colorbond sheeting) in compliance with Shire of Toodyay Local Laws relating to Fencing.

The existing approved street frontage fencing will be maintained.

2.4 A Landscaping Plan is to be submitted as part of an application for a new facility. The plan is to include internal areas and verge treatments that are to be designed to soften the built environment and visual impact of fencing on the streetscape.

A landscape plan is provided at Figure 11 below. In addition to the screening hedge noted above, the plan includes planting of shade trees and garden beds throughout the caravan park to provide shade and soften the built environment. As noted the existing caravan park has been in place for almost 40 years and the proposed development will not increase the visual impact from the streetscape.

Figure 11: Landscape Plan – Toodyay Caravan Park Expansion



Map Source - WA Government - PlanWA (2022)

2.5 If a proposed site for a facility is located adjacent to a reserve for public purposes, then a Management Plan of the reserve is to be submitted incorporating environmental sustainability and pedestrian access issues.

No new development is proposed in the foreshore reserve portion of the site and therefore there will be no impact on environmental sustainability and pedestrian access associated with the reserve.

2.6 Proposed entry points into a facility are to have regard for access of long vehicles. If deemed appropriate by the Shire of Toodyay, upon consideration of road usage and safety, installation of a turning lane within the road reserve may be required at the cost of the developer.

Entry to the caravan park is via a 6-metre entrance/exit driveway off Railway Road. While the existing entry point off Railway Road does not include a turning lane, the road is a relatively quiet local road with an 80kmh speed limit. This entry point has been used for almost 40 years without any issues.

There will be no increase in traffic as part of Stage 1. Stage 2 will increase the number of caravan sites by 20, potentially resulting in an increase of 20 caravan movements on any one day. This is not expected to cause any significant impact on traffic.

As noted, the additional exit only crossover at the northern end of the site will not be used by caravans and therefore no traffic issues are envisaged to be associated with this crossover.

2.7 The development of a Caravan Park and Camping Ground is to occur in such a manner as to protect the amenity of adjacent properties from any light spill generated from within the facility.

Bollard pedestrian lights will be used within the park to minimise light spillage to adjacent lots. Vegetation screening will also reduce any impact on the adjacent lots.

2.8 All park homes on short stay and long stay sites are encouraged to be of a complementary external appearance and design. New park homes should be uniform and complement, protect and enhance the aesthetic appeal of existing development. Regard is to be given to colours, roof pitches and architectural features.

The new park homes and cabins will be designed to complement the landscape and existing buildings.

2.9 All residential buildings are to be of a uniform, complementary external appearance and design. Residential buildings may be of matching slab on ground construction or new transportable buildings of same design. Regard is to be given to colours, roof pitches and architectural features.

The new reception building will be of modular construction and designed to compliment the existing and new park homes on the site.

2.10 The following development criteria are to be adhered to in all Caravan Parks and Camping Grounds within the Shire of Toodyay in order to meet tourist accommodation needs:

(a) Residential buildings within a facility are not to exceed 25% of all possible accommodation available to patrons (ie inclusive of sites and residential buildings).

Long stay sites will comprise less than 15% of sites post-development.

(b) At least 33% of the total number of sites within a facility are to be short stay sites.

More than 75% of sites will be short-stay sites.

4.4. Waste removal

The caravan park currently utilise 240L bins stationed around the park which are regularly emptied by park staff and transported to the Toodyay Waste Transfer Station. The DA proposed to increase the number of sites by 50% so we anticipate a proportionate increase in the waste requirements which can be accommodated in our existing processes.

4.5. Wastewater and Stormwater

The new reception building and camp kitchen/ablution building will not increase the number of people within the caravan park. The existing effluent disposal system will therefore be sufficient to support the new buildings.

A new effluent disposal system will be required to support the new bathrooms as well as the additional park homes and glamping tents proposed as part of Stage 2 of the development. A new onsite system is proposed that will pump all new and existing wastewater to a leach drain field located in the north-western area of the property. The option of connecting the park to the town's deep sewer network through a pumping station is also being investigated. This will be finalised and subject to a separate application to the Shire, prior to commencement of these development.

With regard to stormwater, the development application will not increase impervious surfaces within the caravan park as all roads are of gravel construction. As such existing stormwater management will be sufficient.

5. CONCLUSION

This report demonstrates that the development proposed as part of this application is consistent with the planning framework and *Caravan and Camping Regulations*. The development represents a more efficient use of the caravan park, increases the number and proportion of sites and cabins available for guest and improves the amenity of the park. Approval of the development will promote an increase in tourist visitations to Toodyay throughout the year, particularly for families and large groups, supporting the continued growth and prosperity of the town.

Based on the above, support for Stage 1 of this development is respectfully requested.

