

This is a certified copy of the Temporary Local Planning Instrument No 1 of 2024 – Workforce
Accommodation

Handwritten signature of Thomas Upton in black ink, written over a horizontal dotted line.

Thomas Upton

2/2/2024

Chief Executive Officer

TEMPORARY LOCAL PLANNING INSTRUMENT NO. 1 OF 2024
WORKFORCE ACCOMMODATION
Banana Shire Planning Scheme 2021

1. Short Title

1.1 This Temporary Local Planning Instrument (TLPI) may be cited as Temporary Local Planning Instrument No. 1 of 2024 – Workforce Accommodation.

2. Overview

2.1 This TLPI:

- (i) provides an interim response to manage a significant increase in the demand for Workforce accommodation caused by major projects in the Shire;
- (ii) recognises the importance of Workforce accommodation in supporting the emergence and growth of new and existing sectors and infrastructure projects;
- (iii) seeks to provide opportunities for Workforce accommodation to be located close to urban settings to ensure reciprocal benefits for the local community and local business and allow for a logical and sequential expansion of existing urban centres;
- (iv) seeks to ensure the application of design standards to Workforce accommodation is commensurate with the development lifespan and location;
- (v) seeks to ensure Workforce accommodation achieves a high standard of amenity as well as appropriate functionality; and
- (vi) seeks to protect productive agricultural land or environmentally sensitive areas by preventing Workforce accommodation where it may compromise these areas and their attributes.

2.2 New and intensification of existing Workforce accommodation is not supported on land in a Rural zone, unless compliant with this TLPI.

3. Purpose of the TLPI

3.1 The purpose of the TLPI is to:

- i. Ensure that workforce accommodation makes a positive contribution to the amenity and economic, social and ecological sustainability of the Banana Shire Council area and provides suitable accommodation for workers.
- ii. Provide opportunities for Workforce accommodation to develop as logical and sequential expansion of existing towns of Biloela, Moura, Taroom, Banana, Dululu, and Wowan.
- iii. Give effect to the land use definition for “Workforce accommodation” as included in the *Planning Regulation 2017* (effective February 2022).

- iv. Outline the location and design expectations, demand requirements and management measures for social integration of Workforce accommodation.
- v. Support fixed-duration major construction projects where it can be substantiated that employment and/or accommodation cannot be locally sourced.
- vi. Achieve reciprocal benefits for the community and local businesses. This will enable occupants to have convenient access to services and businesses and encourage occupants to participate in the community to improve social wellbeing.
- vii. Ensure the standard of development for all future Workforce accommodation is consistent with Council's vision for Banana Shire and does not detrimentally affect any nearby sensitive uses.
- viii. Support extensions to existing hotel and short-term accommodation uses within the township and mixed-use zone to create opportunities for existing establishments to provide accommodation options for workers and strengthen the local economy.
- ix. Provide guidance and performance criteria to enable the preparation of applications by proponents and the assessment of proposals by Banana Shire Council.
- x. Ensure Workforce accommodation is coordinated with the sequential provision of services infrastructure and does not unreasonably burden Council resources or compromise development and investment from occurring in more suitable, planned locations.
- xi. Enable occupants of the accommodation facility to integrate with the community, local businesses and Shire services.
- xii. Following the use period as a workforce accommodation facility, enabling the asset to be adaptably reused as appropriate residential uses as a solution to help address housing options and shortages within the region.

3.2 To achieve this purpose, the TLPI:

- i. suspends parts of the planning scheme, for development to which this TLPI applies; and
- ii. prescribes a category of assessment for development for a material change of use, for the uses to which this TLPI applies; and
- iii. includes assessment benchmarks, for development to which this TLPI applies.

3.3 The purpose of the TLPI will be achieved through development that is consistent with the assessment benchmarks contained in the Workforce Accommodation Code.

4. Duration of this TLPI

4.1 This TLPI has effect for a period of two years from the effective date.

4.2 In accordance with section 9(3)(a) of the *Planning Act 2016*, the effective date for the TLPI is 1 February 2024.

5. Terms used in this TLPI

5.1 The term Workforce Accommodation used in this Temporary Local Planning Instrument is as defined in the *Planning Act 2016*.

5.2 Where a term used in this TLPI is not defined, the term shall have the meaning assigned to it by:

- i. the *Banana Shire Planning Scheme 2021* (the planning scheme); or
- ii. the *Planning Act 2016* where the term is not defined in the planning scheme.

5.3 For the purposes of this temporary local planning instrument, a renewable energy project is considered as a major industry project.

5.4 To the extent of any inconsistency between this TLPI and the planning scheme, the TLPI prevails.

6. Effect of this TLPI

6.1 This TLPI is a local categorising instrument under the *Planning Act 2016*, which specifies categories of assessment and sets out assessment benchmarks for assessing development.

6.2 This TLPI applies to land within the planning scheme area in the Township, and Mixed-use zone and overlay area identified in Maps 1.1 – 1.6.

6.3 This TLPI applies to:

- i. assessable development for a material change of use for an extension to an existing Hotel or Short-term accommodation where on land identified in the Township and Mixed-use zone.
- ii. assessable development for a material change of use for Workforce Accommodation where on land identified in the overlay area identified in Maps 1.1 – 1.6; and

6.4 This TLPI does not apply to:

- i. accepted development for a material change of use; and
- ii. development on land outside of that identified in Maps 1.1 – 1.6 or in a zone other than in a Township and Mixed-use zone.

6.5 The category of assessment for development for a material change of use to which this TLPI applies is code assessment.

6.6 This TLPI suspends Section 5.10.2.2 (2)(f) of the planning scheme when assessing a development application for development to which this TLPI applies.

6.7 The provisions in this TLPI apply in addition to the provisions in any other applicable local planning instrument (unless stated otherwise).

6.8 This TLPI affects the operation of the planning scheme to apply a new Workforce Accommodation Code as if the Workforce Accommodation Code were contained within Part 6 of the planning scheme.

Workforce Accommodation Code

7. Compliance with the Workforce Accommodation Code

7.1 Development for Workforce Accommodation that is consistent with the assessment benchmarks complies with the Workforce Accommodation Code.

7.2 Development for Workforce Accommodation that is inconsistent with the Workforce Accommodation Code constitutes undesirable development and is unlikely to be approved.

8. Category of Assessment and Assessment Benchmarks

Zone	Categories of development and assessment	Assessment benchmarks for assessable development
All Zones if located within the workforce accommodation overlay.	Code Assessment	
	Workforce accommodation	Applicable zone code Development design code Workforce accommodation code
Township Zone and Mixed-Use Zone	Hotel (if for an extension to an existing development)	Applicable zone code Development design code
	Short-term accommodation (if for an extension to an existing development)	

9. Overall outcomes

9.1 The purpose of the **Workforce Accommodation Code** will be achieved through the following overall outcomes:

- (a) Workforce accommodation is located within Workforce Accommodation overlay area identified in Maps 1.1 – 1.6.
- (b) Workforce accommodation is appropriately located to protect the amenity, promote social cohesion, and support the economic development of towns within the Banana Shire region. Its location must not prejudice the orderly implementation of Council's plans for growth and development as identified within its Planning Scheme;
- (c) The scale of the development proposed is compatible with existing development in the locality and with the expected outcomes of the particular zone code;
- (d) Workforce accommodation is serviced by adequate infrastructure for the use including water supply, waste water disposal, stormwater control and electricity;
- (e) Workforce accommodation does not detract from, or restrict the operation of, existing uses;
- (f) Workforce accommodation is adaptable to changing circumstances over time where the development is capable of:
 - (i) being scaled down in an orderly manner;
 - (ii) continuing in use under different ownership and/or management practices;
 - (iii) being adapted to an alternative appropriate use; and/or

- (iv) site rehabilitation to restore the site to its pre-development state at the end of its operational life.
- (g) Where located within the Rural zone, the visual impacts of development on the scenic values provided by areas of rural production and undisturbed open space are mitigated through selective location, layout and design.
- (h) Workforce accommodation is established in rural areas where impacts are managed and existing and future rural resource utilisation is not compromised.
- (i) Workforce accommodation structures should be designed and constructed to minimise impacts upon neighbouring lands and rural activities through the provision of appropriate buffers, setbacks and on-site servicing;
- (j) Workforce accommodation is appropriately screened and landscaped.

10. Specific benchmarks for assessment

Workforce Accommodation Code – Performance outcomes and Acceptable outcomes

Performance Outcomes		Acceptable Outcomes	
Requirements for Accepted development and Assessment benchmarks for Assessable development			
Location and site suitability			
PO1	Workforce accommodation occurs in response to a legitimate and demonstrated need.		No acceptable outcome nominated.
PO2	Workforce accommodation is located in Workforce Accommodation overlay area identified in Maps 1.1 – 1.6.		No acceptable outcome nominated.
PO3	The site is physically suitable for the form of development proposed having regard to site constraints including but not limited to: <ul style="list-style-type: none"> (a) Flooding (b) Topography (c) Drainage (d) Ecological values (e) Cultural heritage (f) Geotechnical conditions and contamination. 		No acceptable outcome nominated.
PO4	Workforce accommodation provides convenient connections to existing goods, services and facilities to encourage interaction between the development and its locality to support the local economy and lead to long-term	AO4.1	Internal roads, open spaces, pedestrian and cycle routes within Workforce accommodation development are aligned with existing or planned roads, open spaces, pedestrian and cycle routes adjoining the site.

Performance Outcomes		Acceptable Outcomes	
	development of appropriate infrastructure in the Banana region.	AO4.2	Non-residential on-site services and facilities (e.g. kiosk, convenience store, recreation, social activities and personal services) are located at the edge of the site and adjacent to or opposite any other existing or approved development of a similar type
PO5	The design and layout of Workforce accommodation buildings does not detract from the character of the area through built form outcomes and overdevelopment of the site.		No acceptable outcome nominated.
PO6	Development is compatible with the scale and nature of existing or approved development in the immediate locality.		No acceptable outcome nominated.
PO7	Development avoids sites that adjoin incompatible uses, where impacts (from noise, light or other emissions both on and from the development) cannot be mitigated to acceptable levels.		No acceptable outcome nominated.
PO8	The site area is to be sufficient for the development to be compatible with the scale and nature of its locality, the scale of facilities to be provided and its landscape setting.		No acceptable outcome nominated.
Infrastructure			
PO9	Development is provided with infrastructure services of an appropriate type and standard to facilitate orderly development and meet the needs of future users of the accommodation facility.	AO9.1	The development is connected to the following infrastructure: (a) reticulated water supply or on-site potable water supply; (b) reticulated sewerage or on-site effluent and wastewater disposal system; (c) stormwater drainage; (d) electricity supply; (e) telecommunications services.
		AO9.2	In areas which cannot reasonably be connected to Council's reticulated supply: (a) a potable water supply; and (b) an effluent disposal system that complies with relevant environmental licensing requirements.




Performance Outcomes		Acceptable Outcomes	
PO10	Existing emergency services will be available to the site within acceptable response times or on-site provision is made available for those services.		No acceptable outcome nominated.
PO11	<p>Access points to the development are located to limit traffic conflict and designed to operate efficiently and safely taking into account:</p> <ul style="list-style-type: none"> (a) the amount and type of vehicular traffic to be generated by the development; (b) existing road and traffic conditions; (c) the capacity of the adjacent road network; (d) available sight distances; and (e) the nature and extent of planned road or intersection improvements. <p>Note – A Traffic impact assessment report prepared by a RPEQ may assist in demonstrating compliance with the performance outcome.</p>		No acceptable outcome nominated.
PO12	Development makes provision for the transportation of workers to workplaces, Gladstone airport, and where not provided on-site, to retail, health, entertainment, and recreational services that are in excess of 400m from the development site.		No acceptable outcome nominated.
Movement Systems			
PO13	Sufficient vehicle parking is provided to meet the needs of occupants and visitors having regard to occupancy rates and the expected travel profiles of occupants.		Where occupants have a predominantly drive-in drive-out travel profile, car parking is provided at a rate of 0.75 car parking space per accommodation unit.
Built form			
PO14	Development is designed to take maximum advantage of natural site conditions to minimise the effect on occupants of climatic extremes and to moderate energy demands.		No acceptable outcome nominated.

Performance Outcomes		Acceptable Outcomes	
PO15	Development contributes positively to streetscapes in towns and the view from the road in rural areas.		No acceptable outcome nominated.
PO16	Accommodation buildings are designed, constructed and equipped to provide a satisfactory standard of comfort, health and amenity for occupants.	AO16.1	Each accommodation unit is provided with: <ul style="list-style-type: none"> (a) an ensuite bathroom (including hot and cold shower, toilet and vanity) with a closable door; (b) window tinting, blinds or other 'black out' devices to all windows; (c) weather protection at entrances/thresholds.
		AO16.2	Opposing accommodation unit entrances are separated to accommodate: <ul style="list-style-type: none"> (a) a 1.2 metre wide concrete pathway; (b) landscaping strips at least three (3) metres wide; and (c) front entry deck thresholds.
		AO16.3	Rear walls of adjacent buildings are separated by at least 1.5 metres to accommodate building services and access thereto.
		AO16.4	Adequate laundry facilities for washing and drying of clothes are provided for the use of occupants.
		AO16.5	Accommodation units are air conditioned and fitted with dust filters.
		AO16.6	Buildings are orientated to appropriately manage solar access while also considering prevailing breezes.
PO17	The design and layout of development provides a balance between convenience, seclusion of accommodation areas and personal safety.	AO17.1	Buildings and spaces used for active purposes (e.g. dining, recreation and laundry facilities) are conveniently located for access from accommodation units while being adequately separated, screened or buffered to minimise noise and light intrusion.
		AO17.2	Administration and reception areas are located near the site entrance/exit.
		AO17.3	Landscaping incorporates: <ul style="list-style-type: none"> (a) deep planting for shade and visual amenity; (b) planting and screening to soften and screen vehicle parking,

Performance Outcomes		Acceptable Outcomes	
			<p>external storage areas, bin compounds and other service areas and structures;</p> <p>(c) rubbish bins;</p> <p>(d) directional signage and lighting to assist movement around the site.</p>
		AO17.4	Large hardstand areas (e.g. car parking areas) are located downwind of habitable areas to minimise heat transfer to buildings and occupant spaces.
PO18	The design and layout of buildings, movement systems, landscaping and open space incorporates Crime Prevention Through Environmental Design (CPTED) principles.	AO18	No acceptable outcome nominated.
PO19	Development incorporates adequate provision for fire safety and emergency, including: <ul style="list-style-type: none"> (a) access for firefighting and ambulance vehicles, personnel and equipment; and (b) a lake, dam, water tank or swimming pool containing sufficient water supply for firefighting purposes. 	PO19	No acceptable outcome nominated.
PO20	Recreational facilities and open space are provided to meet the local level needs of occupants.	AO20.1	Open space equivalent to 10% of the area of the site or 5m ² per occupant (whichever is the greater) is provided.
		AO20.2	Open space is provided in consolidated areas serving groups of accommodation units at the rate of one area for every 100 units.
		AO20.3	Open space and recreation facilities include a range of both passive and active facilities such as sheltered seating, barbeque facilities, gymnasiums, swimming pools, court sports (e.g. basketball, tennis, volleyball) and children's play equipment (where relevant to the profile of occupants and visitors).
		AO20.4	Open space and recreation facilities are located close to or readily accessible from on-site convenience or food retail facilities.

Performance Outcomes		Acceptable Outcomes	
		AO20.5	Landscaping is used to create comfortable microclimates in outdoor communal areas.
Adaptable use or decommissioning			
PO21	Workforce accommodation is able to be repurposed or the site decommissioned and rehabilitated when the use is discontinued, so that the site is substantially restored to its pre-development state.	AO21.1	Buildings, infrastructure servicing, parking and site facilities are compatible with identified reuse options.
		AO21.2	The site is rehabilitated such that: <ul style="list-style-type: none"> (a) it is suitable for other uses compatible with the locality and the site's designations in the planning scheme; and (b) the visual amenity of the site is restored; and (c) the sustainable ecological functioning of the site is maintained or improved; and (d) any agricultural function is restored; and (e) redundant built infrastructure associated with workforce accommodation is removed from the site.

Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastre - (c) The State of Queensland (DNRM DCDB)

Coordinate System: GDA2020 MGA Zone 56

Map contains State (QSpatial) and Councils data as at July 2023.

ESRI base imagery.

Map contains overlap of constraints. Indicative only.

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Date: 30/08/2023

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TITLE

**Workforce Accommodation
Overlay:
Map 1.1 - Banana**

PROJECT

**Temporary Local Planning
Instrument: Temporary
Workers' Accommodation**




CLIENT: Banana Shire Council



REEL PLANNING
Urban & Rural Strategies



Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastre - (c) The State of Queensland (DNRM DCDB)

Coordinate System: GDA2020 MGA Zone 56


Map contains State (QSpatial) and Councils data as at July 2023.

ESRI base imagery.

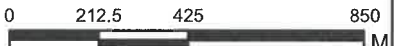
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TITLE

Workforce Accommodation Overlay:
Map 1.2 - Biloeela

PROJECT

Temporary Local Planning Instrument: Temporary Workers' Accommodation




CLIENT: Banana Shire Council



REEL PLANNING
Urban & Rural Strategies

BANANA

Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastral - (c) The State of Queensland (DNRM DCDB)

Coordinate System: GDA2020 MGA Zone 56

Map contains State (QSpatial) and Councils data as at July 2023.

ESRI base imagery.

Map contains overlap of constraints. Indicative only.

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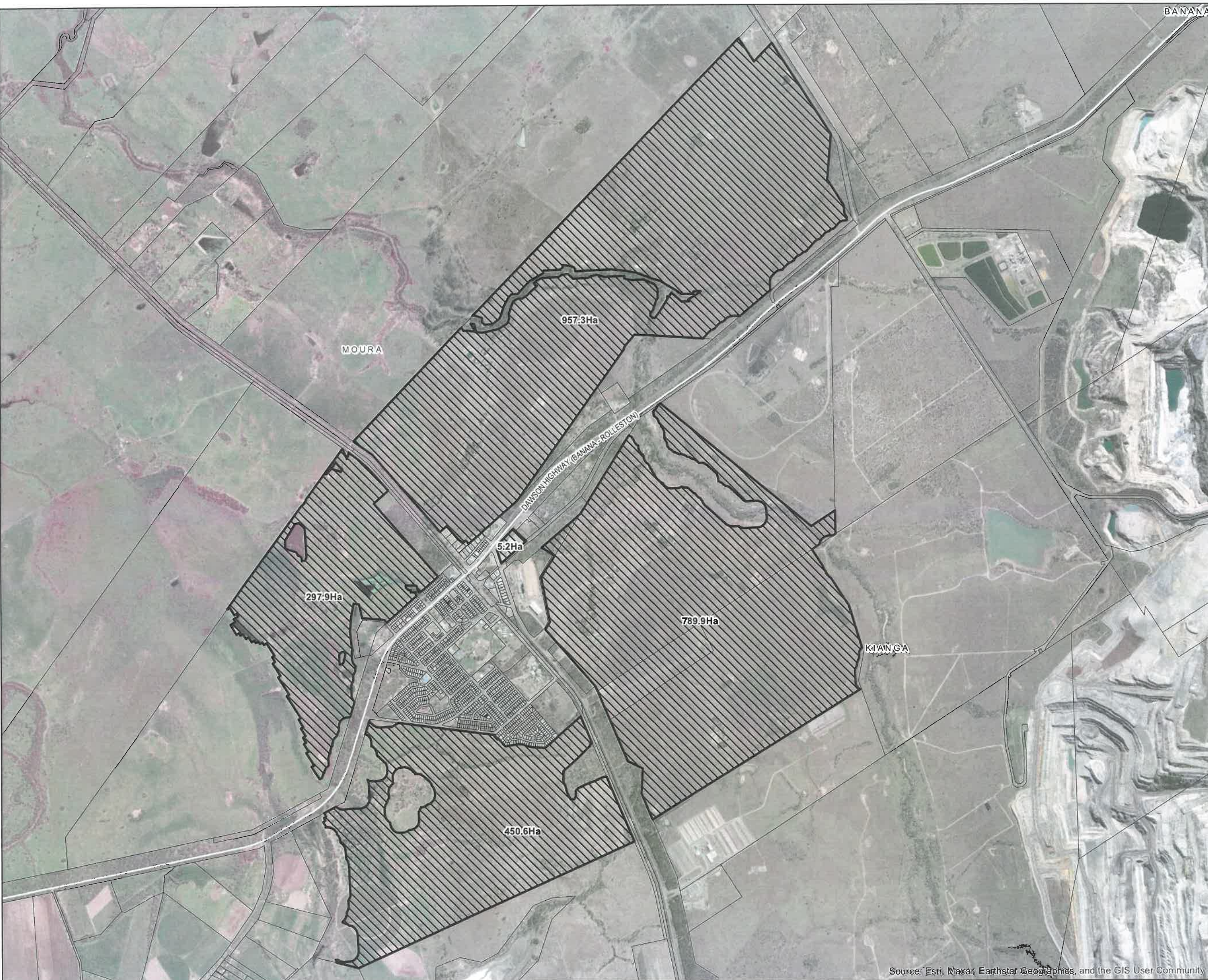
TITLE
Workforce Accommodation Overlay:
Map 1.3 - Moura

PROJECT
Temporary Local Planning Instrument: Temporary Workers' Accommodation




CLIENT: Banana Shire Council



REEL PLANNING
 Urban & Rural Strategies



Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastre - (c) The State of Queensland (DNRM DCDB)

Coordinate System: GDA2020 MGA Zone 56

Map contains State (QSpatial) and Councils data as at July 2023.

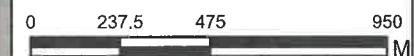
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TITLE
**Workforce Accommodation Overlay:
Map 1.4 - Taroom**




PROJECT
Temporary Local Planning Instrument: Temporary Workers' Accommodation

CLIENT: Banana Shire Council



REEL PLANNING
Urban & Rural Strategies

Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastral - (c) The State of Queensland (DNRM DCDB)

Coordinate System: GDA2020 MGA Zone 56

Map contains State (QSpatial) and Councils data as at July 2023.

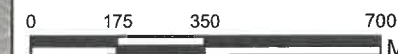
ESRI base imagery.

Map contains overlap of constraints. Indicative only.

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TITLE

**Workforce Accommodation
Overlay:
Map 1.5 - Dululu**

PROJECT




**Temporary Local Planning
Instrument: Temporary
Workers' Accommodation**

CLIENT: Banana Shire Council



REEL PLANNING
Urban & Rural Strategies

Legend

-  Workforce accommodation overlay
-  State controlled road
-  Cadastral boundary

REFERENCES

Cadastre - (c) The State of Queensland (DNRM DCDB)
Coordinate System: GDA2020 MGA Zone 56
Map contains State (QSpatial) and Councils data as at July 2023.
ESRI base imagery.
Map contains overlap of constraints. Indicative only.

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Date: 30/08/2023

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TITLE

**Workforce Accommodation Overlay:
Map 1.6 - Wowam**

PROJECT

Temporary Local Planning Instrument: Temporary Workers' Accommodation

CLIENT: Banana Shire Council



REEL PLANNING
Urban & Rural Strategies