

SHIRE OF ASHBURTON LOCAL PLANNING SCHEME NO.7

LOCAL PLANNING POLICY

Title:	BEADON BAY VILLAGE CONCEPT PLAN
File No:
Minute No:	
Statutory Environment:	Local Government Act, Shire of Ashburton Town Planning Scheme No. 7 Planning & Development Act 2005
Adopted:	Adopted at the Ordinary Meeting of Council held on
Last Review Date:	Not Applicable

1.0 PURPOSE:

Local Planning Policies are guidelines used to assist the Shire in making decisions under the Scheme. The Scheme prevails should there be any conflict between this Policy and the Scheme.

2.0 SCOPE:

A local planning policy is not part of the Scheme and does not bind the Shire in respect of any application for planning approval but the Shire is to have due regard to the provisions of the Policy and the objectives which the Policy is designed to achieve before making its determination.

3.0 OBJECTIVES:

- 3.1 To guide the orderly and efficient development of land on Lots 555, 556, 557 and 563 Beadon Creek Road, Onslow.
- 3.2 To provide for the coordinated development of the land in stages generally in accordance with the proposed overall master plan.
- 3.3 To provide suitable short and long term workers accommodation to meet the known needs of Transient Workforce Accommodation within the Onslow townsite.
- 3.4 To guide development that will provide for a legacy of tourist accommodation in 'motel style development' consistent with the Onslow Townsite Strategy July 2011.
- 3.5 To provide for the retention and redevelopment of caravan park facilities on the land.
- 3.6 To ensure that development within the Onslow Coastal Hazard Area – Scheme Control Area is sufficiently protected from storm surge, flood events, sea level rise and coastal erosion in the context of the State Coastal Planning Policy SPP 2.6.

4.0 BACKGROUND:

- 4.1 The Tourism Zone allows for Transient Workforce Accommodation to be considered at the 'discretion' of local government.
- 4.2 On the 18 December 2008, the Shire of Ashburton adopted a specific Local Planning Policy for the development of Transient Workforce Accommodation which places limitations on the size of workforce camps depending upon their location and proximity to existing urban or residential populations.
- 4.3 In July 2011, the Shire of Ashburton adopted the Onslow Townsite Strategy (OTS 2011) within which the demand for transient workers accommodation is recognised together with the fact that there is little guidance as to the form of such development (Section 2.10). The OTS 2011 includes a set of strategies under Section 3.0 of the report but does not provide a strategy for the development of Transient Workforce Accommodation.
- 4.4 On the 6 June 2012, Discovery Parks submitted a Concept Plan for consideration as a Local Planning Policy over Lots 555, 556, 557 and 563 Beadon Creek Road, Onslow.
- 4.2 The Concept Plan would provide for the construction in the order of 880 Transient Workers Accommodation units, 68 caravan park sites, seven cabins, common recreational areas, a mess hall / kitchen facilities and car parking.
- 4.3 On the 20 June 2012, the Shire at an ordinary meeting of Council, resolved to adopt a draft 'Local Planning Policy – Beadon Bay Village Concept Plan' as a Local Planning Policy under the provisions of Clause 2.3 of the Shire of Ashburton Local Planning Scheme No. 7 ('Scheme').
- 4.4 On the 13 November 2013, the Shire granted approval to Planning Approval Application Number 20120376 (P), for the construction of three, two storey buildings with undercroft car parking accommodating 96 Transient Workers Accommodation units on Lots 557 and 563 Beadon Creek Road, Onslow with associated irrigation of waste water on Lots 555 and 556 Parsley Street, Onslow.
- 4.5 On the 13 November 2013, the Shire granted approval to Planning Approval Application Number 20120375 (P) for the construction of a new two storey kitchen mess and recreation building on Lots 557 and 563 Beadon Creek Road, Onslow with associated irrigation of waste water on Lots 555 and 556 Parsley Street, Onslow
- 4.6 At the request of Beston Parks Land Co Pty Ltd, the Shire progressed with a Business Plan for the major land transaction facilitating the sale of Lots 555 and 556 to Discovery Parks in order to implement the Master Plan for the site.
- The Business Plan was approved by Council on 17 October 2012.
 - The Business Plan was subject to an advertising period commencing on 22 October 2012.
 - The Business Plan included at Appendix A of the Master Plan was for the redevelopment of the entire site.
 - No submissions were received in response to advertising of the Business Plan.
 - The Business Plan was adopted at the meeting of Council on 12 December 2012.

4.7 The adopted Business Plan recognises:

“A growing demand for accommodation in Onslow has led the Shire of Ashburton to propose the sale of unused land that will be developed to provide accommodation solutions for tourists, contractors and local businesses. The proposed sale of Lots 555 and 556 on Deposited Plan 181876 to the adjoining owner, Beston Parks Land Co Pty Ltd (trading as Discovery Holiday Parks Pty Ltd) would enable them to expand their holiday park in accordance with the proposed Local Planning Policy – Beadon Bay Village Concept Plan.”

“Onslow is located on the coast of the remote Pilbara Region of Western Australia, some 1386km north of Perth. The town’s dominant purpose has been as a residential base and service centre for the workforce employed at the nearby salt production operation, Onslow Salt. Pastoralism, fishing and tourism have also supported the town.”

“Changes for Onslow commenced with the announcement by the State Government in 2008 to establish the Ashburton North Strategic Industrial Area (ANSIA) 11km southwest of Onslow. The commencement of construction of BHP Billiton Petroleum’s Macedon, and Chevron Australia’s Wheatstone, at the ANSIA has already impacted on the town and there is a shortage of accommodation for contractors, tourists and long-term tenants.”

“The accommodation shortage is expected to increase as the resource sector projects ramp up which will increase costs for local services and businesses and impact the long-standing tourist industry which struggles to compete with the higher rates offered by external contractors. As a consequence, it will be even more difficult for project operators and service providers to attract and retain qualified and skilled staff on a live-in basis, whilst the tourism industry will be adversely affected.”

“It is expected that the purchaser’s proposed development will provide much needed accommodation to meet the requirements of the transient workforce, local businesses and tourism industry. A growing resource sector together with the immediate needs of local businesses, make this development a highly desirable prospect.”

5.0 SCHEME PROVISIONS:

The following clauses of the Town Planning Scheme are relevant in the consideration of this Local Planning Policy:

Clause 2.1 Local Planning Policies

The following Local Planning Policies are related to the application of this policy. Where there are inconsistencies between the relevant policies, this Local Planning Policy will prevail.

- Local Planning Policy – Transient Workforce Accommodation
- Local Planning Policy – Consultation for Planning Proposals

- Local Planning Policy – Shire requirements for Planning Applications within the Onslow Coastal Hazard Area (Scheme Control Area).

Clause 4.1 Categories

The 'Tourism Zone' is intended to accommodate development which has a primary focus on providing a tourism service.

Clause 4.2 Zoning Table

The Zoning Table identifies that Transient Workforce Accommodation in the Tourism Zone is a land use that is not permitted **unless** the local government has exercised its discretion by granting Planning Approval.

Clause 5.7 Advertising of Applications

Clause 5.7.2 provides the Shire with the discretion to give notice of any form of development for which a planning application is made.

'LPP - Consultation for Planning Proposals' provides the Shire with clarity regarding the different levels of consultation that will be undertaken and advice that will be provided in respect of a range of land use and development proposals, to provide the community with adequate and appropriate opportunities to be kept informed and comment on and respond to issues and proposals.

'LPP – Transient Workforce Accommodation' identifies that the Shire is of the opinion that Transit Workforce Accommodation has the potential to significantly impact on the amenity of the surrounding community. For this reason the Shire requires, in the absence of good reasons to the contrary, that development applications for transient workforce accommodation be advertised in accordance with Clause 5.7 of the Shire of Ashburton Town Planning Scheme No 7.

Clause 6.9 Transient Workforce Accommodation

Transient workforce accommodation is regarded as residential development and the subject of the Residential Codes and Clause 6.5 of the 'The Scheme'.

Except in the Residential Zone, the Shire may resolve to accept variations to the Residential Development Codes where sufficient justification is provided.

Clause 6.17 Vehicle Parking and Access

On-site car parking should be provided in accordance with Appendix 8 of the 'The Scheme' and Clause 4.17 of the LPP – Transient Workforce Accommodation.

Clause 6.20 Flood and Storm Surge Land

'LPP - Shire Requirements for Planning Applications within the Onslow Coastal Hazard Area (Scheme Control Area)' requires that an independent assessment be undertaken for all development in the Onslow Coastal Hazard Area in order satisfy Clause 6.20.4.

Clause 7.3 Onslow Coastal Hazard Area

The Design Requirements Clause 7.3 and endorsements for planning approvals will be informed by any assessment undertaken to satisfy the LPP and Clause 6.20.4 of the 'The Scheme' and shall have regard to the State Coastal Planning Policy 2.6.

Clause 7.5 Onslow Airport Height Restriction Area

The Airport Height Restrictions Area as identified on Map No. 3 of 12 in the 'The Scheme' encroaches on a portion of the subject land (Lots 555 and 556).

Development within the Onslow Airport Height Restrictions Area requires an assessment to ensure that the proposed structures have a height below the current Obstacle Limitation Surface (OLS).

A review of the current OLS for the Onslow Aerodrome identifies that Lot 555 and a portion of Lot 556 is affected by the existing runway and has an OLS limitation of 49 metres AHD.

The new runway has an OLS limitation affecting Lots 555 and 556 of between 40 and 49 metres. The OLS for the new runway encroaches over a portion of Lot 557 despite no change to the Airport identified in 'The Scheme'.

6.0 POLICY:

6.1 Policy Statement

The Beadon Bay Village site and adjacent Council owned land parcels (Lots 555 and 556) are recognised as a strategic site for the development of Transient Workforce Accommodation in association with the retention of a caravan park facilities for the travelling public.

The development of the Beadon Bay Village land has the capacity to remedy an existing shortfall of Transient Workforce Accommodation units in a timely manner to support the development of the Ashburton North Strategic Industrial Area.

The development of Beadon Bay Village for high quality Transient Workforce Accommodation has the benefit resulting in a legacy of 'motel style' tourist accommodation to be operated in association with a caravan park accommodation facilities.

6.2 Definitions

For the purpose of this policy, the definitions expressed in the Shire of Ashburton Town Planning Scheme No. 7 and the Planning & Development Act 2005 will be adhered to.

Specifically:

'Transient Workforce Accommodation' (TWA) means dwellings intended for the temporary accommodation of transient workers and may be designed to allow transition to another use or may be designed as a permanent facility for transient workers and includes a contractor's camp and dongas.'

6.3 Application of Policy

This policy has been prepared in accordance with the provisions of Part 2 of the Shire of Ashburton Town Planning Scheme No 7.

This Concept Plan will be used by the Shire of Ashburton as the primary design criteria for assessing development applications associated with the redevelopment of the Beadon Bay Village Caravan Park and Transient Workforce Accommodation Village. The Concept Plan applies to development on the land comprised in the following lots:

- Lot 563 in Deposited Plan 174286, Record of Certificate of Title Volume 2704 Folio 22;

- Lot 557 in Deposited Plan 174286, Record Certificate of Title Volume 2704 Folio 21;
- Lot 555 in Deposited Plan 181876, Record of Certificate of Title Volume 2704 Folio 19;
- Lot 556 in Deposited Plan 181876, Record Certificate of Title Volume 2704 Folio 20.

6.4 General Development

The Beadon Bay Village Concept Plan shall guide the development of the subject land applicable under this Local Planning Policy.

Development should generally be undertaken in accordance with the approved Concept Plan.

6.5 Advertising of Applications

6.5.1 The Shire in the Local Planning Policy for Transient Workforce Accommodation resolved that that Transit Workforce Accommodation has the potential to significantly impact on the amenity of the surrounding community.

6.5.2 The Shire has now on three separate occasions, publicly notified developments or the intention to develop the land associated with the redevelopment of Beadon Bay Village, and no public submissions were received on any occasion specifically:

- the proposed 96 bed Transient Workers Accommodation in two storey buildings with undercroft parking, Planning Approval Number: 20120376 (P);
- the proposed new two storey Kitchen Mess and Recreation Building, Planning Approval Number: 20120375 (P); and
- the Business Plan for the Major Land Transaction of Lots 555 and 556 to Beston Parks Land Co Pty Ltd to facilitate the development of the overall Concept Plan.

6.5.3 The Beadon Bay Village Concept Plan has demonstrated little public interest through previous advertising periods associated with the future redevelopment of the land.

6.5.4 Development undertaken in general accordance with the approved Concept Plan under this Local Planning Policy will be exempt from advertising under Clause 5.7 of the 'the Scheme'.

6.6 Land Use

6.6.1 Transient Workers Accommodation developed generally in accordance with the Beadon Bay Village Concept Plan is considered an appropriate land use within the Tourism Zone.

6.6.2 The subject land shall retain caravan park facilities across the site, developed in conjunction with the proposed Transient Workforce Accommodation.

6.7 Density of Development

6.7.1 The subject land has a combined site area of 6.0708 hectares (Lot 557 having an area of 27,696 square metres, Lot 563 having an area of 9,131 square metres, Lot 555 having an area of 10,850 square metres and Lot 556 having an area of 13,058 square metres).

6.7.2 The Local Planning Policy – Transient Workforce Accommodation limits Type A camps, being camps located within a township to a maximum of 200 accommodation units with a specified overall density of not more than 100 persons per hectare.

- 6.7.3 Under the Local Planning Policy, the combined site area of 6.0708 hectares could accommodate 607 persons in transient workers accommodation which would exceed the maximum of 200 units for a Type A camp.
- 6.7.4 Clause 4.6.4 of the LPP – Transient Worker Accommodation allows for a variation to the nominated density requirements. The unique location of Beadon Bay Village at the periphery of the Onslow townsite, together with the proposed multi-level accommodation justifies the opportunity to increase the specified densities without direct impact on the existing residential amenity and with the ability to provide a high quality amenity on site.
- 6.7.5 Transient Workforce Accommodation developed as part of the Beadon Bay Village Concept Plan shall accommodate up to 880 TWA units together with associated mess hall and kitchen facilities, recreation areas, caravan sites, cabins and ancillary operational structures.

6.8 Transient Workforce Accommodation

- 6.8.1 Clause 6.9.1 of the 'The Scheme' specifies that Transient Workforce Accommodation shall be regarded as Residential Development and will be the subject of assessment against the relevant Residential Planning Codes and Clause 6.5 of the 'The Scheme'.
- 6.8.2 The unique nature of the proposed Transient Workforce Accommodation in a multi-level building, well separated from other residential development and located within the Tourism Zone affords sufficient justification for relaxation of the Residential Planning Code requirements.
- 6.8.3 The design of Transient Workforce Accommodation units should generally meet the design requirements expressed in the LPP – Transient Workforce Accommodation, noting in particular Clauses 4.7.6, 4.7.7, 4.13, 4.17, 4.18 and 4.24.
- 6.8.4 Transient Workforce Accommodation units should be designed to be adaptable to accommodate future conversion to tourist accommodation.

6.9 Coastal Hazard

- 6.9.1 The subject land is located within the Onslow Coastal Hazard Area.
- 6.9.2 A detailed site specific assessment of the coastal vulnerability has been undertaken by MP Rogers and Associates dated 11 September 2012.
- 6.9.3 MP Rogers and Associates found that:
- the actual physical process setback line out to 2110, will not impact upon the subject land;
 - the physical process setback line in the site specific circumstances of Lots 555, 556 and 557 and 563 is decreasing resulting in improved protection of the subject land as the coast line accretes;
 - finished floor levels of +6.3 for the habitable rooms is considered appropriate to protect the built form for coastal inundation in the 1 in 100 year ARI event; and
 - the proposed design for the TWA accommodation is the recommended style of built form based on the 'Queenslander' and supported in these climatic conditions.

- 6.9.4 Council have instigated a Draft Scheme Amendments No. 24 – Revised Provisions in Clause 7.3 – Onslow Coastal Hazard Area Provision and New Appendix 11. Council’s investigations have identified minimum finished floor levels for particular classes of development.
- 6.9.5 The minimum finished floor level for habitable rooms for permanent buildings accommodating TWA shall not be less than +6.3 metres AHD.
- 6.9.6 Temporary and Transient Workforce / Tourist Accommodation Development shall have a minimum finished floor level of 4.0 metres, providing the development is removed from the subject land by 31 December 2040.
- 6.9.5 Non habitable rooms may have finished floor level at natural ground level and not less than 2.5 metres AHD. Rooms defined as non-habitable spaces include:
- ablutions facilities in caravan parks;
 - laundry facilities;
 - storage areas; and
 - entertainment, recreation and cultural uses.
- 6.9.6 Caravan park sites may be constructed at natural ground level, providing the natural ground level is not less than 2.5 metres AHD.

6.10 Building Height / Airport Height Restrictions

- 6.10.1 Clause 7.5.1 requires an assessment of land located within the Onslow Air Height Restriction Areas in respect to the Obstacle Limitation Surface (OLS) for the Onslow Aerodrome.
- 6.10.2 The Onslow Aerodrome is currently being upgraded with a new runway.
- 6.10.3 The OLS for both the existing and proposed runway, impact upon the development of the subject land.
- 6.10.4 Having regard to the worst case scenario (new OLS), buildings within the Beadon Bay Village Concept Plan should not exceed a building height of 40 metres AHD.
- 6.10.5 The Beadon Bay Village Concept Plan envisages buildings of up to three building levels above undercroft car parking, resulting in a total building height of approximately 23 metres AHD and therefore will not breach the OLS for the Onslow Aerodrome.
- 6.10.6 Building with a height of up to three storeys above at grade car parking, or three storeys above a minimum finished floor level of +6.3 metres AHD area envisaged.

6.11 Infrastructure

- 6.11.1 Arrangements for the provisions for suitable infrastructure, including water supply, effluent disposal and power should be available to the site prior to the development of the land.
- 6.11.2 An existing approved on-site treatment of disposal of waste water including the irrigation of treated water over Lot 555 is sufficient for the initial stages of the development.
- 6.11.3 Opportunities to supplement the existing potable water supply from WaterCorp with the establishment of a desalination plant is supported to reduce demand on the existing townships water supply.

6.11.4 Opportunities to reduce reliance on the townships reticulated water supply including re-use of treated water in sanitary fixtures and irrigation should be implemented.

6.12 Staging

6.12.1 The implementation of the Beadon Bay Village Concept Plan may be undertaken in stages.

6.12.2 Applications for Planning Approval of different stages may be lodged concurrently.

6.12.3 The order of the stages identified on the Concept Plan may vary depending upon:

- demand for accommodation;
- the tenure of the land; and
- memorandums affecting existing land.

6.13 Parking Provisions

6.13.1 On site car parking shall be provided in accordance with Appendix 8 of the 'The Scheme'.

6.14 Recreation & Community Facilities

6.14.1 Shared recreation and community facilities for the benefit of both transient workers and the tourists in the form of the travelling public shall be provided on site.

6.15 Review of Development

6.15.1 Following the development of each stage, a review of the concept plan may be undertaken.

7.0 REFERENCE:

7.1 The Shire of Ashburton Town Planning Scheme No. 7 and the Planning & Development Act 2005.

7.2 State Planning Policy 2.6 – State Coastal Planning Policy.

7.3 Local Planning Policy - Transient Workforce Accommodation.

7.4 Local Planning Policy - Consultation for Planning Proposals.

7.5 Local Planning Policy - Shire Requirements for Planning Applications within the Onslow Coastal Hazard Area – Scheme Control Area.

7.4 Onslow Aerodrome - Obstacle Limitation Surface (OLS) Plan (Existing and New).

7.5 Onslow Townsite Strategy – July 2011.

7.6 Onslow Regional Hot Spots Land Supply Update - November 2011.

7.7 Draft Scheme Amendments No. 24 – Revised Provisions in Clause 7.3 – Onslow Coastal Hazard Area Provision and New Appendix 11.

8.0 RESPONSIBILITIES:

The local planning section of the Development Services Division as per the Delegations Policy and Register and further authority is delegated to the Chief Executive Officer for the following:

- 8.1 Determination of applications for Planning Approval consistent with this Local Planning Policy.

9.0 ADOPTION: