

BNC Ref. DA069-24 CTRC Ref. MCU2024/0006

Date >> 4 September 2024

ASSESSMENT MANAGER **CHARTERS TOWERS REGIONAL COUNCIL** PO BOX 189 **CHARTERS TOWERS QLD 4820** Via: Email

RE: APPLICANT RESPONSE TO ASSESSMENT MANAGER INFORMATION REQUEST NOTICE DEVELOPMENT APPLICATION - MATERIAL CHANGE OF USE (RURAL WORKERS ACCOMMODATION) 56 PICNIC CREEK ROAD, BROUGHTON QLD 4820 (RPD: LOT 1 ON SP200711)

BNC Planning acting on behalf of the applicant submits this response to the information request notice issued by the Charters Towers Regional Council as assessment manager under section 13 of the Development Assessment Rules. The information request is dated 15 July 2024 and is associated with a material change of use development application (MCU2024/0006) seeking to facilitate a Rural workers accommodation use at the premises described above.

The applicant has responded by providing all of the information requested or has provided a suitable alternative outcome. A detailed response to each item from the notice is provided below.

Assessment Manager Information Request Notice Charters Towers Regional Council

1. Land Use Definition

The Planning Regulation 2017 defines 'Rural Workers Accommodation' as 'the use of premises for accommodation, whether or not self-contained, for employees of a rural use, if the premises, and the premises where the rural use is carried out, are owned by the same person'.

Note: underlining added by Council for emphasis.

1) Provide-

- a. Evidence that the proposed development will accommodate employees of the Applicant/Owner only; and
- b. Details of the Rural use that employs the staff that will be accommodated in the proposed development; and
- Details of the premises where the rural use is carried out (noting it is not contained on the premises the subject of the application); and
- d. Evidence that the premises where the rural use is carried out is owned by the same person as the Applicant/Owner nominated in this Application; and
- Justification as to why the 'Rural Workers Accommodation' cannot be accommodated on the premises where the rural use is carried out.

Applicants Response

It is unclear how the applicant can provide evidence or proof of future operational behaviour. The purpose of the development is to accommodate employees of Halloran & Sons Earth Moving Pty Ltd which is an earth moving and civil contracting business. This entity is also the applicant for this development application. As such, the requirement for the



accommodation to be used by employees of this business only can be formalised through a condition of approval and is an intrinsic requirement of using the site in accordance with the defined use.

- b. The applicant, and business who's employees who will make use of the accommodation, is *Halloran & Sons Earth Moving Pty Ltd* which is an earthmoving and civil contracting business (https://hallorans.com.au/contact/). More specifically, the business services include civil and rail construction engineering, haulage and plant hire with active jobs across the mining, marine, port and agriculture sectors. A significant portion of contracted work being undertaken by the business is in the rural area i.e. on farms, mine sites and infrastructure projects.
- c. While a business of this nature will have a depot, this is not where the activities of the business/use occur. The nature of the business is such that it is not operated in a stereotypical fashion where the business activities occur on a single premises. There is an inherent assumption in the use definition that this will always be the case. The location of the job sites where the actual activities occur is a significant factor in determining firstly whether the use can be considered a 'Rural use' and secondly in trying to determine the 'premises' where the associated use occurs.

It needs to be acknowledged that there is no specific definition provided for what constitutes a *Rural Use* for the purpose of interpreting and applying the definition of *Rural workers accommodation*. It also needs to be acknowledged that some businesses do not undertake core business within the neat confines of a land parcel. In this instance, the business activities occur on multiple job sites across the region. Most of which are well removed from the depot site. It is put to council that a *Rural Use* is a land use or activity that occurs within or primarily within the rural area. A rural area could be defined as either a rural zoned land parcel, a non-urban area or through any range of other relevant criteria.

To this end, there is no single premises where the Rural use is carried out. There is a depot at 112 Moncreiff Road, Gumlow (Townsville City Local Government Area) which is a rural zoned property, there is this proposed Rural works accommodation site owned by the business/applicant, and there are the various job sites across the region. The site of the Rural workers accommodation will act as a point of contact for the running of the business in the local government area. As such, there is sufficient scope to establish that the subject premises can be taken as a 'premises where the rural use is carried out' for the purposes of applying and interpreting the definition of a *Rural workers accommodation* provided for by the planning scheme.

d. Responding to this query is not straight forward in light of the context established in item c. above. In that this is not a typical situation where the business activities associated with the parent Rural use occur on a single premises.

Please find attached Title Search Certificates for both 96 Picnic Creek Road, Broughton and 112 Moncrieff Road, Gumlow. Council will already be in possession of confirming evidence of who the landowner on title is for 96 Picnic Creek Road, being Halloran & Sons Earth Moving Pty Ltd. With regard to 112 Moncrieff Road, the landowner on title is Annette Kay Halloran, of Halloran & Sons Earth Moving Pty Ltd.

e. Responding to this query is not straight forward in light of the context established in item c. above. In that this is not a typical situation where the business activities associated with the parent Rural use occur on a single premises.

The applicant/business needs to be able to accommodate staff within close proximity to job sites. Due to the presence of a significant number of jobs within the rural regions of the Charters Towers Local Government Area, and other adjoining local government areas, there is a demand and need for the business to accommodate employees in this locality.

In summary, there is a solid, statutorily defendable basis to determine that the proposed use is consistent with the definition of a *Rural works accommodation* use, as provided for by the planning scheme. At worst, the proposed use substantially aligns with the intent of the definition. In substantive terms, the use aligns with the definition for the following reasons:

- The premises the subject of the development application (the Premises) is proposed to be used for accommodation;
- The accommodation is for employees of a Rural use;
- The activities undertaken by the Rural use are earthmoving and civil contracting, being *Halloran & Sons Earth Moving Pty Ltd;*
- The Premises is owned by Halloran & Sons Earth Moving Pty Ltd;
- Given the nature of the activities undertaken by the Rural use, there is no one single premises from which the Rural use is carried out:
- However, the Premises will act as a point of contact for the Rural use in the local government area, with the principal depot site continuing to be in Townsville;



There is sufficient scope to establish that the Premises can be taken as a 'premises where the rural use is carried out' for the purposes of applying and interpreting the definition of a Rural workers accommodation provided for by the planning scheme.

2. Economic and Social Need

Charters Towers Regional Council is currently assessing a number of Applications that seek to accommodate non-resident workers

The Application does not contain any supporting information as to the Economic and Social Need of the proposed land use in

Applicants Response

There is not considered to be a reasonable basis to have to establish overriding economic or social need for the use, given it is being provided in direct response to a very modest, internal demand for employee accommodation generated by the applicant/parent business. It is also not considered necessary to establish evidence that the current local market environment is one of low housing supply, low rental availability and affordability and low short-term accommodation availability and affordability. While not a standalone factor, it is worth noting that if there were suitable accommodation options within the local marketplace addressing the needs expressed by the applicant, there would be no compelling commercial basis for them to outlay the time and capital involved in this project.

3. Rural Residential Zone Code

Based on the information provided in the application material, the proposed development is not considered to comply with PO3 of the Rural Residential Zone Code. Additionally, no information has been provided to demonstrate compliance with PO9 and PO10.

The area immediately surrounding the development is characterised as a typical Rural Residential development on large lots with dwelling houses. It is considered to have a high level of residential amenity.

Applicants Response

The Planning Report includes a response to the Rural Residential Zone Code, including a direct response to PO3, PO9 and PO10. Further commentary on compliance with the Purpose of the code and these performance outcomes is provided below:

Purpose

The purpose of the zone is to provide for rural residential and (other) activities on large lots. The planning scheme therefore contemplates some uses other than just dwelling houses on rural residential lots. Noting that a proposed future dwelling house is noted on the plans, which furthers the extent to which the overall use of the site aligns with the zone code.

- (a) The site is a large rural residential lot, that will involve both a dwelling house and other activities, where the is limited provision of infrastructure.
- (b) Amenity can be managed through standard physical and operational controls that ensure the use is consistent with, and will not adversely impact, surrounding and future on-site rural residential dwelling house land uses.
- (c) There is no mapping or other data source that identifies any specific natural features on the site that require direct consideration in the design and operation of the development.
- (d) The site is not considered to be within close proximity to urban zoned land. The accommodation activities proposed are in direct response to the established day-to-day accommodation needs of a local business. This demand is a product of the current market environment being one of limited availability and affordability of both short and long-term accommodation options in Charters Towers and the greater region.
- (e) There are no land constraints on the site that require direct consideration in the design and operation of the development.



Environs Precinct

- (a) The site is a larger rural residential with limited services.
- (b) The site is within the transition zone to surrounding larger rural lots and activities. This further emphasis the appropriateness of a RURAL workers accommodation use and its consistency with the surrounding RURAL zone. For context, if the proposed development were proposed across the road, it would be *Accepted development subject to requirements* despite being all but within the same general locality, setting and context.

Justification Performance outcomes PO3 The development is for a max 16 person Rural workers' accommodation facility, to be coupled with a future dwelling house on a large rural Residential density reflects the very low residential lot. The scale of operations remains low and within the intensity character of the locality. tolerance level for a large rural residential lot, meaning amenity impacts on adjoining properties can be addressed through physical and operational controls. Accommodation activities are very similar to residential activities, in that they are fundamentally domestic behaviours i.e. eating, sleeping, recreating at low scale. There is limited visual interaction between the new accommodation buildings and the street frontage, noting that a dwelling will be constructed in front of the accommodation buildings to ensure the 'face' of the property remains residential. The site coverage and plot ratio remain very low. The building footprint for the accommodation buildings is akin to that of a dwelling house. The bulk and height of the new buildings do not exceed that of a single storey structure. The development can achieve a low residential density character outcome. Complies with PO3. **PO9** There is no mapping or other data source that identifies any specific natural features on the site that require direct consideration in the design Development responds sensitively to on and operation of the development. At worst, there are no natural features site and surrounding topography, drainage patterns, utility services, access, that would be adversely impacted by the development. The development vegetation and adjoining land uses, such does not require earthworks, stormwater works or excessive vegetation clearing. Screening of the facility footprint can easily be achieved through fencing and/or landscaping (as now shown on the site plan), with the (a) any hazards to people or property are building located in the centre of the site well away from adjoining properties and the road frontage. (b) any earthworks are minimised; (c) the retention of natural drainage lines Complies with PO9. are maximised: (d) the retention of existing vegetation is maximised: (e) damage or disruption to sewer, stormwater and water infrastructure is (f) the risk of introducing and spreading weeds and pest animals is mitigated; and (g) there is adequate buffering, screening or separation to adjoining development. **PO10** The site is of sufficient size, and the development of sufficiently small scale, All uses are located, designed, orientated to ensure that there are no potential amenity impacts likely to occur. The and constructed to: activities occurring on site are limited to basic, domestic level behaviours (a) minimise noise dust, odour or other occurring primarily within buildings, to avoid noise impacts. Dust can be managed through standard conditions requiring access, driveways and nuisance from existing lawful uses; and

parking facilities to be constructed in accordance with Australian standards.

(b) minimise nuisance caused by noise,



vibration and dust emissions generated any State controlled road. infrastructure corridor and rail network in the vicinity:

(c) avoid areas that may place unreasonable risk to people and property from former mining activities and contaminated land.

There are no potential odour impacts, noting that standard waste management practices can be employed. The location of a refuse storage area is now identified on the site plan.

The site does not front a State controlled road.

There are no associated mining or contaminated land considerations.

Complies with PO10.

The area immediately surrounding the development is more accurately described as consisting of both large rural residential properties and rural properties. The site is on the edge of the rural residential zoning and forms part of an interface between rural and rural residential zoned land, there are heavy rural character and amenity influences in play. This is emphasis through its allocation within the Environs precinct which function as a transition area to larger lot and rural activities. This feature emphasis a link between the RURAL workers accommodation use and the RURAL zone/environment. A characteristic that would not otherwise exist on a site surrounded by only rural residential zoned land.

4. Water Supply

The application does not contain supporting information to demonstrate compliance with the relevant assessment benchmarks contained in the Development Works code.

Applicants Response

There is sufficient anecdotal evidence that shows bore water supply is available in the locality, primarily from the presence of such supply on surrounding properties. The proposed use can be provided with a combination of water supply options to suit the necessary potable and firefighting requirements, including rainwater tanks, bore water tanks and off-site sources i.e. bottled water. There is no reasonable basis to conclude that the provision of a suitable water supply cannot be achieved. As such, the requirement specifications and outcomes can be conditioned through the development approval.

5. On-site effluent disposal system

The application does not contain supporting information to demonstrate compliance with the relevant assessment benchmarks contained in the Development Works code.

Applicants Response

There is sufficient anecdotal evidence to show that on-site sewerage supply is able to be provided, primarily from the presence of such supply on surrounding properties. The proposed use can be provided with a suitable septic system service, sized and located in accordance with the relevant standards and approved through a council plumbing and drainage permit. This is simply a matter of design and not a fundamental query on whether a system can or cannot be provided. There is no reasonable basis to conclude that provision of a suitable on-site sewerage supply cannot be achieved. As such, the requirement specifications and outcomes can be conditioned through the development approval.

6. Waste Management

The common material provided does not include any provisions for waste management.

Applicants Response

Waste management of a modest rural works accommodation use such as this is not considered to be a major issue that cannot be addressed through the imposition of standard waste management practices. The facility manager/applicant will be responsible for the provision of standard on-site refuse collection bins, which are no identified on the site plan, which are emptied on an as needs basis at an approved refuse station. The use does not involve the production of regulated or hazardous waste. There is no reasonable basis to conclude that provision of a suitable on-site waste management system cannot be achieved. As such, the requirement specifications and outcomes can be conditioned through the development approval.



7. Stormwater Management

The common material provided does not include any information on stormwater management.

Applicants Response

Stormwater management of a modest rural works accommodation use such as this is not considered to be a major issue that cannot be addressed through the imposition of standard stormwater management practices. The facility footprint results in a very low site coverage, that is akin to a dwelling, and as such does not result in any meaningful increase in the impervious area for the overall site. The impervious fraction therefor remains below the level of influence required to necessitate a specific site based stormwater drainage management regime. Meaning the development footprint and increase in impervious area is not significant enough to affect the overall stormwater drainage regime for the site and locality.

There is no reasonable basis to conclude that suitable stormwater drainage management outcomes cannot be achieved. As such, the requirement specifications and outcomes can be conditioned through the development approval, subject to RPEQ certification.

8. Traffic Impact Assessment

The common material has not addressed the traffic impacts associated with the proposed use and Council is unable to determine compliance with Performance Outcome 31 and Performance Outcome 33 – 34 of the Development Works Code.

Applicants Response

While the basis for this request is acknowledged, a full TIA is not considered necessary in order for Council to gain the required level of certainty on traffic impacts. Based on the level Picnic Creek Road operates at in the road hierarchy and the relatively low scale operation of the proposed accommodate use (i.e. max 16 occupants, low vehicle movements per day and the use of buses), there are not considered to be any potential impacts on the safety or efficiency of the immediate or greater local road network. Sight lines are not of any creditable concern based this being a low traffic volume environment, the open angle of the road reserve along the property frontage and the flexibility available to locate site access as required to comply with Council standards and minimise risk.

In light of a lack of network and sight line issues, all other matters can simply be conditioned with detailed design solutions to be provided at operational works stage, as is common practice. Specifically, Council can condition:

- the location and required upgrade works for site access in accordance with the relevant design standards, with working drawings to be provided at operational works stage.
- the required internal driveway design standard, with working drawings to be provided at operational works stage.
- the minimum number of required on site car parks as well as the required design standard, with working drawings to be provided at operational works stage.

Summary

I trust the additional common material included in this response provides sufficient information to allow the assessment of the development application to proceed. Should there be any issues, or should additional information be required, please contact me. It is requested that, prior to any decision being made, Council issue a Further Advice notice should there be any additional or outstanding matters resulting from this response.

Kind regard,

Beniamin Collinas

Director







Queensland Titles Registry Pty Ltd ABN 23 648 568 101

Title Reference:	50183105
Date Title Created:	18/08/1997
Previous Title:	20993052

ESTATE AND LAND

Estate in Fee Simple

LOT 2 REGISTERED PLAN 904083

Local Government: TOWNSVILLE

REGISTERED OWNER

Dealing No: 709502227 07/04/2006

ANNETTE KAY HALLORAN

EASEMENTS, ENCUMBRANCES AND INTERESTS

 Rights and interests reserved to the Crown by Deed of Grant No. 20931189 (POR 10)
 Deed of Grant No. 20931190 (POR 10)

MORTGAGE No 712381238 01/05/2009 at 14:43
 COMMONWEALTH BANK OF AUSTRALIA A.B.N. 48 123 123 124

ADMINISTRATIVE ADVICES

NIL

UNREGISTERED DEALINGS

NIL

Caution - Charges do not necessarily appear in order of priority

** End of Current Title Search **





Queensland Titles Registry Pty Ltd ABN 23 648 568 101

Title Reference:	50664734
Date Title Created:	22/05/2007
Previous Title:	50200040

ESTATE AND LAND

Estate in Fee Simple

LOT 1 SURVEY PLAN 200711

Local Government: CHARTERS TOWERS

REGISTERED OWNER

Dealing No: 721297994 30/11/2021

HALLORAN & SONS EARTH MOVING PTY LTD A.C.N. 116 639 939

EASEMENTS, ENCUMBRANCES AND INTERESTS

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ADMINISTRATIVE ADVICES

NIL

UNREGISTERED DEALINGS

NIL

** End of Current Title Search **