
LPP014 - Local Planning Policy 14 – Workforce Accommodation

1. Citation

This is a Local Planning Policy prepared under Schedule 2 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (the Regulations). This Policy may be cited as Local Planning Policy 14 Workforce Accommodation.

2. Purpose

The Shire of Waroona (Shire) intends to provide direction on the location, design and integration of workforce accommodation, based on community representations about the possible impacts on the sustainable future of our community.

The purpose of this Policy is to outline the location and design expectations, demand requirements, management measures for social integration and confirm when time limited approval is appropriate for workforce accommodation.

3. Objectives

The objectives of the Policy are to:

1. Integrate workforce accommodation into the surrounding local environment through physical design and management measures which promote social cohesion and does not negatively impact the amenity of the area.
2. Encourage workforce accommodation to be located close to urban settings and commercial centres that ensures reciprocal benefits for the local community and local business from an integrated workforce accommodation facility. This will enable occupants to have convenient access to services and businesses and encourage occupants to participate in the community to improve social wellbeing.
3. Prevent workforce accommodation being in isolated locations or designed to be a self-functioning quasi-town, where social wellbeing may be compromised and where access to existing services, shops and community activities requires longer vehicle trips or access may be limited.
4. Ensure the application of design standards to workforce accommodation are commensurate with the development lifespan and location. Ensure workforce accommodation achieves a high standard of amenity as well as appropriate functionality.
5. Support high-quality, adaptive and sustainable design of workforce accommodation that responds to its setting, provides a high level of amenity for occupants and promotes articulated frontages that avoid sterile streetscapes.
6. Protect productive agricultural land or environmentally sensitive areas by preventing workforce accommodation where it may compromise these areas and their attributes.
7. Facilitate small, low-scale workforce accommodation for existing agricultural producers on-site where it can be demonstrated that it will not compromise the local planning framework or Strategic Community Plan.

4. Application of this Policy

4.1 Application

This Policy applies to all referrals or development applications for 'Workforce Accommodation', as defined under the *Planning and Development (Local Planning Schemes) Regulations 2015* (the Regulations).

Clause 3(5) and clause 67(2)(g) of the Regulations states that the local government is to have due regard to a local planning policy when determining a development application under the local planning scheme.

If the Policy is inconsistent with the Shire of Waroona Local Planning Scheme (the Scheme) and the Regulations, the Scheme and the Regulations prevail to the extent of any inconsistency. It does not bind the Council of the Shire of Waroona ('the Council') when assessing a proposal for workforce accommodation.

4.2 Exemptions

The Shire recognises that the provisions within this Policy cannot be unilaterally imposed on development approved pursuant to State Agreements which are ratified by Acts of Parliament or the *Mining Act 1978*. It is acknowledged that such proposals are exempt to the extent that the provisions of those Acts override the *Planning and Development Act 2005* and the Scheme. However, the Shire may be informed by and seek to influence any recommendation or decision, based on this Policy.

It is not intended for this Policy to be applied retrospectively to existing approved development, except where development applications are made to vary existing approvals, and these are not considered by the Shire to be minor variations.

5. Application Requirements

5.1 Demand Driven

In accordance with the Scheme, any application for workforce accommodation shall demonstrate that a proposal is required to accommodate solely the proponent's workforce. Information must be detailed and address the following:

- Details of the work site(s) of which the occupants of the workforce accommodation will be employed, including their location(s);
- Details of the estimated numbers of workers required to support the work site(s);
- The length of time of the workforce accommodation is anticipated to be in place or will be operational for;
- Details on the types of roles the occupants will be employed for (e.g. construction, operational, maintenance);
- Details/breakdown of short-term, intermittent and long-term employees, needing to be accommodated at each worksite;
- Whether the proposal seeks to accommodate workers from other worksites and/or companies.

Third party (speculative) proposals that seek to accommodate multiple workforces from various employers, that are not serving a particular worksite or project, need to demonstrate appropriate social impact management and will be considered by Council on its merits.

5.2 Other information required

Other information may be required dependant on the proposed location, scale and nature of the proposal, including but not limited to:

- Site specific servicing report (effluent disposal, electricity, water, etc.);
- Details on lighting emissions;
- Code of Conduct for occupants;
- Management plan outlining rules and restrictions for occupants;
- Social Impact Assessment and Management Plan;
- Decommissioning and land rehabilitation plan;
- Landscaping plan;
- Traffic impact statement/assessment;
- Visual impact assessment to ascertain impact of development on the existing setting;
- Noise impact assessment and management plan; and
- demonstration that the need/demand for beds or accommodation has been considered against the capacity of existing accommodation.

6. Policy Provisions

6.1 General

Workforce accommodation shall be intrinsically related to a project in the area that demands the workforce. Third party (speculative) proposals that seek to accommodate multiple workforces from various employers, that are not serving a particular worksite or project, will not be supported.

The number of accommodation units within the development must be commensurate to the number of workers required for the project.

The Shire is aware of proposals that try to circumvent the local planning framework by proposing a 'caravan park', 'residential building', 'motel', 'hotel' or other short stay accommodation. The Shire will apply the provisions of this Policy where it is satisfied that the proposal will function as 'Workforce Accommodation', despite what an applicant makes claim to.

The Shire acknowledges that workforce accommodation is an invaluable housing resource for industry. However, the Shire also recognises that accommodation circumstances can vary depending on the characteristics of the workforce, work rosters and changing labour requirements. In acknowledgement of the latter, the Shire has focused its policy response on the lifespan of a workforce accommodation facility. When workforce accommodation is well-planned and effectively managed, the individual and cumulative impacts can be appropriately addressed, and benefits realised for the community, industry proponents, and industry workforces.

6.2 Types of workforce accommodation

This Policy categorises workforce accommodation into three main types:

Short-term workforce accommodation – typically much larger and more transient and may accommodate, but not be limited to, construction workforces. Used for projects where the workforce is temporary, engaged for the short to medium term and associated with the delivery of a project or projects with less than a three-year life cycle;

Intermittent workforce accommodation – typically associated with alternating shutdown crews that may only be required for a short period of time. Workforces comprise multi-skilled teams that work extended shifts undertaking maintenance or upgrading jobs; and

Long-term workforce accommodation – typically accommodates operational workforces which are smaller in number and where employment is generally for the longer term and more stable. Job roles can include office staff, drivers, non-shutdown maintenance crews, emergency services, plant operators, and the like, which respond to ongoing project operations with a lifecycle of three or more years.

6.3 Commuting distances

Research undertaken by Professor Fiona Haslam McKenzie into appropriate commuting distances for the Town of Port Hedland considered the industry standard 12-hour work roster and a sufficient rest period of seven hours. This research found that one hour per day from accommodation to site and return is an appropriate travel time. This equates to 30 minutes of travel time each way. The 30 minutes commute time is not definitive and to ensure standardisation in calculations for the purposes of workforce accommodation, the Shire shall apply the Waroona townsite boundary (refer to Figure 1) and the proponent's worksite boundary, as the parameters for calculating the 30-minute worksite travel.

All land within the Shire is located within a 30 minute drive of the Waroona town site boundaries, which has informed the location and land use permissibility requirements of this Policy.



Figure 1: Waroona townsite boundaries in pink (Source: Tengraph, Department of Mines, Industry Regulation and Safety)

6.4 Location and land use permissibility

The Shire encourages the provision of workforce accommodation within the Waroona townsite boundaries. As all locations within the Shire are within a 30 minute drive of the Waroona town site, the following land use permissibility is set below.

- 6.4.1 'X' use – workforce accommodation is not permitted **outside of the Waroona townsite boundaries** or the **Waroona North Structure Plan – 'Long term: Townsite Expansion Area'** or **'Highway Area 1'**.
- 6.4.2 'A' use - workforce accommodation use is not permitted unless the local government has exercised its discretion by granting development approval after giving notice in accordance with clause 64 of the Deemed Provisions, **within the Waroona townsite boundaries** and the **Waroona North Structure Plan – 'Long term: Townsite Expansion Area'** or **'Highway Area 1'**.
- 6.4.3 The Shire may vary the above land use permissibility where small, low-scale workforce accommodation is proposed for existing agricultural producers and where it is satisfied that the local planning framework and Strategic Community Plan are satisfied.

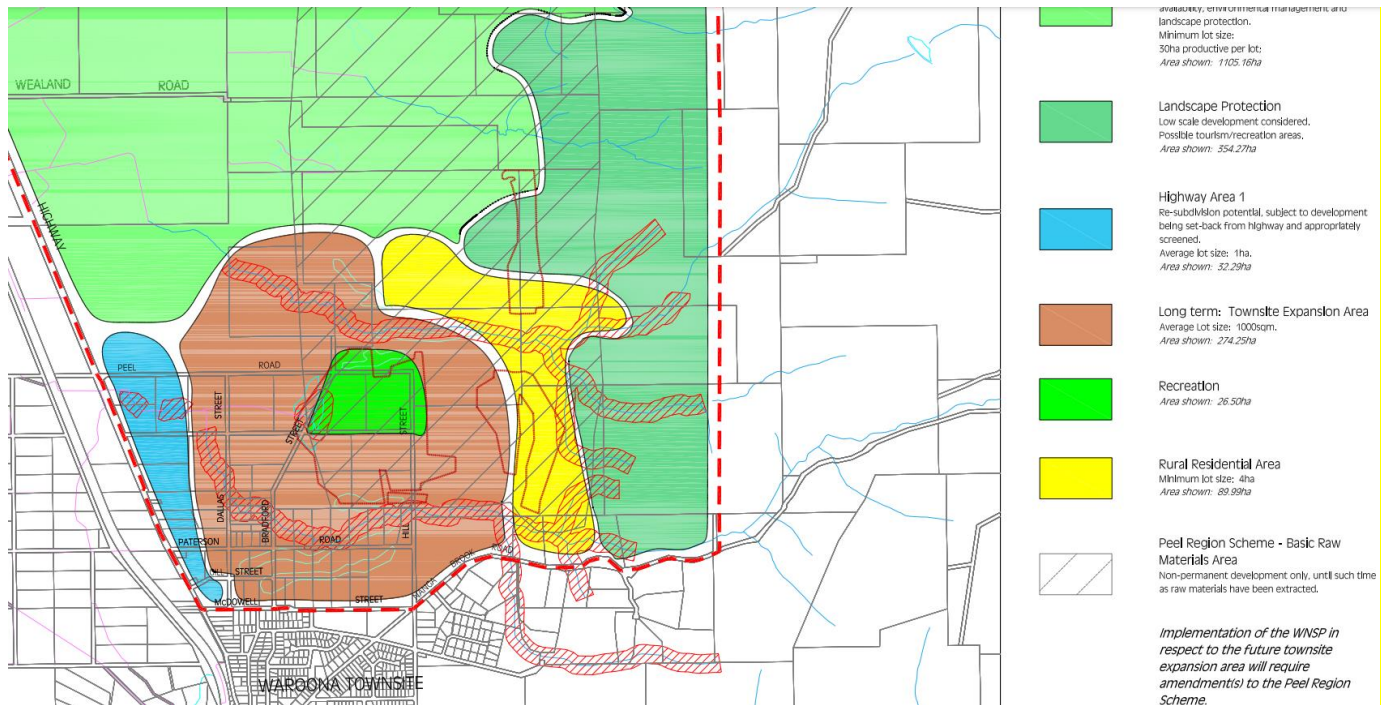


Figure 2: Waroona North Structure Plan

6.5 Design Standards

6.5.1 Integration within existing urban environments is about more than just the physical design and orientation of buildings and activities on a site. It is vital that workforce accommodation is socially integrated, to the extent practicable, contributing to the economic activity and community values of Waroona. The Shire has identified two categories of design standards (basic and high) which apply to workforce accommodation.

6.5.2 The ‘basic design standards’ include Table 1 and applies to all **Short-term workforce accommodation** or **Intermittent workforce accommodation** proposals.

6.5.3 The ‘high design standards’ include Table 1 and 2, and applies to all **Long-term workforce accommodation**.

6.5.4 Proposals that:

- Do not meet the provisions of clause 6.4, *Location and land use permissibility*, and/or
- Are third party developments/operators; and/or
- Include hybrid accommodation models (incorporate Short-term, Intermittent and/or Long-term workforces)

Will be assessed against the policy provisions for the ‘high design standards’.

Table 1 – Basic Design Standards

Design Element		Acceptable Development Provisions	
1	Siting the Development	(a)	Setbacks should be consistent with the surrounding streetscape, applicable Design Guidelines and Local Planning Scheme.
2	Designing the Buildings	(a)	Where development includes ‘transportable buildings’ as defined by <i>Local Planning Policy 5 – Sea/Shipping Containers and Transportable Buildings</i> (LPP 5), they shall incorporate all building design elements as per LPP 5.

Design Element		Acceptable Development Provisions	
		(b)	Each building shall include a pitched roof to a minimum of 15 degrees.
		(c)	External wall cladding shall be in a good condition, free of dents, stains, wear and tear, corrosion or rust, or new cladding shall be affixed to the outside of each building, consisting of a combination of building materials, textures and colours to give the appearance of park style home.
		(d)	A primary entrance door at the front of each unit that is articulated in design and easily identifiable.
		(e)	Adequately sized windows that are provided with external trimming (windows <u>not</u> to be treated with bars or other crime prevention devices, apart from internally operated locking devices).
		(f)	A veranda under the main roof of each unit with a minimum depth of 2.4m that sweeps across the entirety of the frontage of the unit.
		(g)	A floor to ceiling height to a minimum of 2.7m.
		(h)	The internal components of buildings to be in a new or near new condition.
		(i)	Built form shall incorporate design features to break up the bulk and scale of the development.
		(j)	All common and administrative buildings to be designed in manner that provides visual interest and architectural relief. Bland and uniform facades comprising of single materials and colours are not permitted.
		(k)	No highly reflective colours or materials with a solar reflectance index of more than 80.
		(l)	Air conditioning units to be screened from view from the street and neighbouring properties.
		(m)	Sub-floor voids to be screened with landscaping and a suitable material.
3	Fencing	(a)	No barbed wire or razor fencing is permitted.
		(b)	Front fencing includes visually permeable materials above 1.2m, and the height of solid walls or fences to the street does not exceed 1.2m.
4	Landscaping	(a)	Landscaping zones shall be established and maintained along street frontages to screen the development.
		(b)	A landscaping buffer of a minimum width of 3m wide shall be provided adjacent to all boundaries for sites over one hectare. R-Codes shall apply to small residential sites. Internal landscaping shall be to a high standard and consist of lawns, trees and gardens to reduce the visual impact of trafficable surfaces and built form and provide a natural setting for occupants.
5	Movement network	(a)	Proposals shall be accompanied by a Traffic Impact Statement (TIS) or Traffic Impact Assessment (TIA) in accordance with the <i>Transport Impact Assessment Guidelines</i> by the Department of Planning, Lands and Heritage.
		(b)	An internal footpath network shall be provided that links each accommodation unit with any common buildings and the external footpath network.

Design Element		Acceptable Development Provisions	
		(c)	<p>All road infrastructure shall be informed by the recommendations of the TIS or TIA, to the satisfaction of the Town. Trafficable areas shall be of a suitable width and paved, kerbed, line-marked and drained.</p> <p>Suitable bus pick up/drop off parking bay(s) shall be provided in a position(s) central to the accommodation units.</p>
		(d)	The site shall be provided with a suitable number of vehicular access points to ensure even permeability through the site. The vehicular access points shall connect with the adjacent street network at appropriate places to ensure safe access and egress.
		(e)	The primary entrance point to the site to be provided with an entrance statement on either side of the access way.
		(f)	Onsite parking bay numbers shall be reflective of the size of the workforce accommodation to cater for visitors. Should the development be designed for adaptive re-use, a designated parking bay shall be provided directly adjacent to each accommodation unit.
		(g)	Areas shall be set aside for bicycle parking shall be provided and convenient to the accommodation units.
6	Storage, waste and collection	(a)	An adequately sized bin storage area shall be provided in a location that is screened from view from the street and neighbouring properties and will not cause odorous offence to nearby properties.
7	Drainage	(a)	<p>Proposals shall be accompanied by a detailed stormwater management plan in accordance with the State Government's suite of Policies and Guidelines, and should ensure:</p> <ul style="list-style-type: none"> ▪ A minimum of a 1:5 ARI event is contained on-site; ▪ No standing water in excess of 72 hours to prevent mosquito breeding; ▪ Sediment traps are included to prevent sediment entering the Shire's reserves and drainage infrastructure; and ▪ Erosion control measures are incorporated to prevent the erosion of embankments, swales and other areas that are unsealed. ▪ Stormwater runoff from roofs and trafficable surfaces shall be captured and re-used for watering of landscaped areas.
		(b)	All habitable floor areas to have a minimum vertical freeboard of 300mm above the 1% AEP.
8	Integration with surrounding land	(a)	Administrative/common buildings and common areas such as tennis courts, football grounds and parks shall be located towards the existing street frontage.
		(b)	Common recreational areas such as gyms and swimming pools and any bus bays to be sited in a location on the site that minimises noise conflict with nearby properties. Noise attenuation may be required to mitigate potential noise impact.
		(c)	Boundary fencing shall be visually permeable above 1.2m from ground level and shall not exceed 1.8m in total height from ground level. Internal fencing is not permitted unless required for a swimming pool.

Design Element		Acceptable Development Provisions	
		(d)	Accommodation density shall take into context the surrounding land uses and densities.
		(e)	Car parking and bus pick up/drop off areas shall be landscaped. Hardstand areas shall be limited between the street frontage and any buildings.
		(f)	Boundary setbacks shall be consistent with the Shire of Waroona Local Planning Scheme and/or Residential Design Codes of Western Australia.
		(g)	Lighting emissions shall not cause an adverse impact to nearby properties.

Table 2 – High Design Standards

Design Element		Acceptable Development Provisions	
1	Siting the Development	(a)	Same as Table 1.
		(b)	Setbacks between accommodation buildings shall ensure adequate access to light, ventilation and visual privacy.
		(c)	Development of non-residential uses, activity areas and vehicle manoeuvring and car parking areas shall be located and screened to mitigate any off-site emissions or nuisances including lighting, noise or air quality impacts on adjoining sensitive land uses.
		(d)	Land uses which generate employment, such as an office, administrative building, cafe or restaurant should be sited and orientated towards street frontages to provide natural surveillance and allow for development to be adapted or repurposed.
		(e)	Development with a primary setback of one metre or less to the street, shall include awnings that: <ul style="list-style-type: none"> • Define and provide weather protection to entries; • Are integrated into the façade design; and • Are consistent with the desired streetscape character.
		(f)	The proposal may provide a space for start-up businesses to co-locate on-site, such as ‘incubator’ commercial tenancies to foster new business such as food and beverage services, shops or other service industries. This may be provided at a rate of one space per 100 people accommodated.
2	Designing the Building		Same as Table 1 and:

Design Element	Acceptable Development Provisions
	<p>(a) The development shall address all street frontages through orientation of buildings, careful placement of entry points and landmarks. Façade, building materials and colours that are viewable from the public realm shall have good quality design components, articulation and vary in material. The design shall include:</p> <ul style="list-style-type: none"> • Articulation and detailing that reflects the scale, character and function of the public realm. • Visual interest is achieved by a combination of building articulation, the composition of different elements and changes in texture, material and colour. <p>(b) Building materials and finishes shall be designed to complement those in the surrounding area or landscape and enhance the amenity of the locality.</p> <p>(c) Where a site immediately adjoins a residential property, building height shall take into consideration the adjoining property's correlating R-Code and building height restrictions in accordance with the R-Codes.</p> <p>(d) The development shall incorporate many entry/exit points for permeability into the site and shall be orientated towards the public realm.</p> <p>(e) Metal bars and any other visually obtrusive security screening shall not be used on windows and doors.</p> <p>(f) In buildings with a height greater than two storeys, facades include a defined base, middle and top for the building.</p> <p>(g) Where basement parking protrudes above ground level it shall be designed or screened to prevent negative visual impact on the streetscape.</p> <p>(h) The Finished Floor Level of any ground floor development at the streetscape shall not be higher than half a metre above natural ground level.</p> <p>(i) Each unit or accommodation room shall have a minimum of one external window to street frontages.</p> <p>(j) For upper storey 'apartment style' units, a shaded outdoor living area shall be directly accessible to each unit with a minimum area of eight square metres and a minimum dimension of two metres.</p> <p>(k) A range of dwelling types, sizes and configurations shall be provided that caters for diverse household types. Developments of greater than ten accommodation units shall include at least 20 per cent of units of differing bedroom numbers.</p> <p>(l) Each accommodation unit shall have a minimum floor area of 37 square metres.</p> <p>(m) Habitable rooms shall have a minimum floor level to ceiling level height of 2.7m.</p> <p>(n) Within the town centre, ground floor units that are directly fronting a public street shall have a minimum floor to ceiling height of three metres.</p> <p>(o) Units shall have a minimum floor area and internal dimensions in accordance with the below:</p>

Design Element		Acceptable Development Provisions		
			min floor area	min internal dimension
			Master bedroom: 10sqm	3m
			Other bedrooms: 9sqm	3m
			Living room: N/A	3.6m
3	Fencing	Same as Table 1		
4	Landscaping	Same as Table 1 and:		
		(a)	Landscaping shall be designed so that upon maturity, it will suitably shade or soften the appearance of vehicle parking, external storage areas, bin compounds, other structures and provide a suitable tree canopy within the site.	
		(b)	Landscaping zones shall be established and maintained along all boundaries to screen the development to a minimum width of 5 metres.	
5	Movement network	Same as Table 1 and:		
		(a)	Car parking areas and other hardstand areas are not located within the street setback and are not visually prominent from the street. Such areas shall either be located behind buildings or behind a well landscaped area.	
		(b)	The internal drainage, road and pedestrian layout of a site shall be designed in accordance with a structure plan or local development plan, to allow development to be repurposed for residential, community or commercial purposes.	
		(c)	Secure bicycle parking shall be provided at a rate to the satisfaction of the Shire and accessed via a continuous path of travel from the vehicle or cycle entry point.	
6	Storage, waste and collection	Same as Table 1.		
7	Drainage	Same as Table 1.		

6.6 Timeframes

- 6.6.1 Workforce accommodation that is only required for a certain period of time will be required to be decommissioned at the end of the project, unless the buildings can be re-used for another land use and have been designed to be adaptive. Approval for the reuse of the accommodation will need to be sought through the development application process.
- 6.6.2 In the case where the owner/operator of the workforce accommodation intends to sell or reuse the land and buildings for another use post completion of the project, the site shall be decommissioned within 6 months if the land is not sold and/or remains idle and unused for a period of 12 months.

7. Consultation

The Shire should be involved and consulted prior to lodgement of a development application. Pre-lodgement consultation will allow the Shire to advise applicants on the types of workforce accommodation, commuting distances, location suitability, design standard and if a time-limited approval shall be considered.

For applications that do not comply with the development provisions contained within this Policy, Council may require that the affected neighbour(s) be consulted.

8. Definitions

For this Policy, the following definitions apply:

“Amenity” as means all those factors which combine to form the character of an area and include the present and likely future amenity. Amenity includes the ‘liveability’, comfort or quality of a place which makes it pleasant and agreeable to be in for individuals and the community. Amenity is essential in the public, communal and private domains and includes the enjoyment of sunlight, views, privacy and quiet. It also includes protection from pollution and odours.

“Townsite boundary” as defined by the Department of Planning, Lands and Heritage and depicted in Figure 1.

“Social Impact Assessment (SIA)” and **“Social Impact Management Plan (SIMP)”** have the meaning given in Local Planning Policy 06 - Social Impact Assessment (LPP/06).

“Workforce Accommodation” means premises, which may include modular or relocatable buildings, used –

- (a) Primarily for the accommodation of workers engaged in construction, resource, agricultural or other industries on a temporary basis; and
- (b) For any associated catering, sporting and recreation facilities for the occupants and authorised visitors.

“Workers” Includes employees, contractors and sub-contractors engaged with a worksite or project.

“WAPC” means the Western Australian Planning Commission.

Division		Planning			
Policy Number		Local Planning Policy 14 – Workforce Accommodation			
Contact Officer		Coordinator Regulatory & Development Services			
Related Legislation		Planning and Development Act 2005 Planning and Development (Local Planning Schemes) Regulations 2015			
Related Shire Documents		Local Planning Scheme No. 7			
Risk Rating	Low	Review Frequency	Annually	Next Review	March 24
Date Adopted		28/03/2023		OCM23/03/029	
Amendments					
Date	Details of Amendment				Reference
26/03/2024	Reviewed with no amendment				OCM24/03/032