

PS ref: 7749

21 February 2022

City of Kalgoorlie-Boulder  
PO Box 2042  
BOULDER WA 6432

Attention: Paul Nuttall – Planning and Development Team Leader

Dear Sir,

**LOT 672 (36) GREAT EASTERN HIGHWAY, SOMERVILLE  
APPLICATION FOR DEVELOPMENT APPROVAL  
PROPOSED WORKFORCE ACCOMMODATION**

Planning Solutions acts on behalf of Jagcor Pty Ltd (**Jagcor**), the proponent of the proposed 122-person workers accommodation at Lot 672 (36) Great Eastern Highway, Somerville (**subject site**).

With regard to the above, please find enclosed:

1. City of Kalgoorlie-Boulder (**City**) Form 1 – Application for Planning Approval form, signed by the applicant and landowner.
2. City of Kalgoorlie-Boulder Submission Checklist (non-residential), signed by the applicant.
3. Development Assessment Panel Form 1, signed by the applicant and landowner.
4. A copy of the Certificate of Title, Deposited Plan and encumbrances applicable to the subject site. (**Appendix 1**)
5. A Copy of the Development Plans (**Appendix 2**).
6. A copy of the Transport Impact Statement prepared by Cardno (**Appendix 3**).
7. A copy of the Acoustic Assessment and Noise Management Plan prepared by herring Storer Acoustics (**Appendix 4**).

The proposed development will create a place for Jagcor's employees to stay whilst working on projects within Kalgoorlie and the broader Goldfields Region. The development has been carefully designed to have consideration to its presentation to the street, as well as existing and future residential properties.

The subject site has direct frontage and access to Great Eastern Highway. The units proposed have been thoughtfully designed to ensure they do not negatively impact streetscape view. The units comprise a contemporary design and screen services from the general public's view. Landscaping and a screening wall are also proposed along the site's Highway frontage

The following submission discusses various matters pertaining to the proposal, including:

- Background.
- Site details.
- Proposal.
- Town planning considerations.

## 1.0 BACKGROUND

The subject site has been purchased by Jagcor Pty Ltd to house their workers whilst they are in Kalgoorlie to work on projects located both within the City of Kalgoorlie and it's surrounds.

The transportable units will be fabricated and assembled at Jagcor's Hope Valley site. Once complete, the units will be transported to the subject site via flatbed trucks.

The proposed development will accommodate Jagcor's employees and contractor's working in the region. Workers will predominately arrive via the Kalgoorlie-Boulder Airport. Employees may be working on multiple sites within the region whilst in Kalgoorlie for their rostered block.

### 1.1 Pre-lodgement engagement

Substantial pre-lodgement engaged has occurred between the City, the proponent and Planning Solutions. Several teleconference discussions took place in October 2021.

The City were generally supportive of the proposal, and identified various referrals required to other agencies during the development application process. The City also provided feedback on the initial development plans which have formed refinement and finalisation of this development application package.

A detailed description of the proposed development is provided further below.

## 2.0 SITE DETAILS

### 2.1 Legal description

**Table 1** below provides a legal description of the subject site.

Table 1 – Lot details

Lot	Deposited Plan	Volume	Folio	Area (ha)
672	417522	2973	211	1.38

Refer **Appendix 1** for a copy of the Certificate of Title and Deposited Plan.

## 2.2 Context, land use and topography

The subject site is located within the regional City of Kalgoorlie-Boulder, approximately 600km east of Perth. The subject site is situated in the locality of Somerville and is approximately 4km west of the Kalgoorlie town centre

The subject site has frontage to Great Eastern Highway, a State Road connecting Kalgoorlie to Perth and the greater Wheatbelt Region. Kalgoorlie Airport is located 2.3km east of the subject site, which provides regional and interstate connections to Kalgoorlie from Perth and around Australia.

The subject site is generally surrounded by mix of commercial, tourist, industrial and residential activities which include:

- Motels and caravan parks.
- Child care centre.
- Warehouses and transport depots.
- Vehicle repairs.

Immediately adjoining or opposing the site are the following forms of development:

- North-east – vacant land comprising scattered vegetation. Residential development (R12.5) is located further north along the northern side of Gatacre Drive.
- South-west – predominately vacant land. Construction and subdivision has commenced for various grouped dwellings. A caravan park is located further south.
- North-west – Transport depot and associated laydown areas and warehouses.
- South-east – vacant land, reserved 'Public Purposes'.

The subject site is generally flat, and sits marginally lower than the Great Eastern Highway roadway. A site survey is included in the development plans at **Appendix 2**.

Refer **Figure 1** below which depicts the subject site and surrounds.

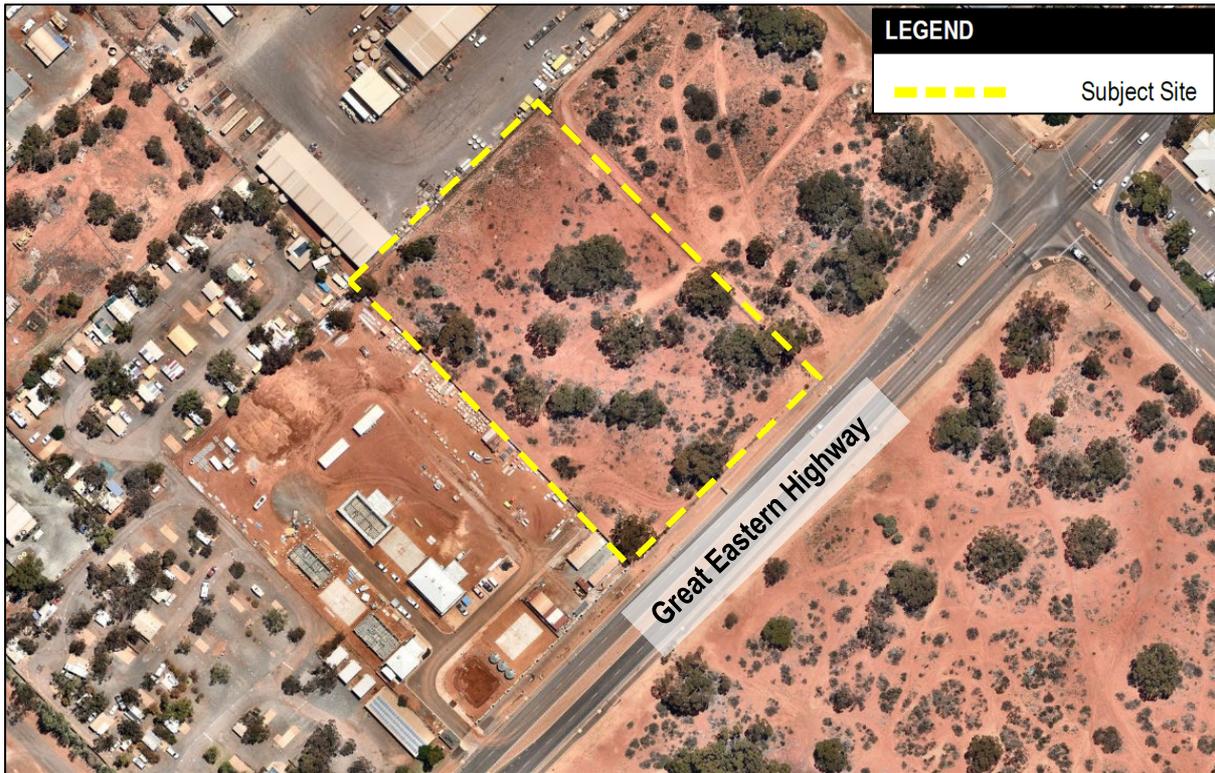


Figure 1 – Aerial Photograph [Source Nearthmaps 2022 (retrieved: 9 February 2022)]

### 3.0 PROPOSAL

The proposal involves the clearance of the subject site and the placement of 66 transportable units (12m wide by 2.8m deep) and associated communal areas including a kitchen, dining area, office, gym and BBQ area. The development is designed to accommodate resting facilities for up to 122 workers.

More specifically, the proposal comprises the following elements:

- Installation of sixty-six (66) single-storey transportable units, in a parallel alignment to Great Eastern Highway. Each row of units will comprise 6 units.

Each of the units will be orientated and open towards grassed areas between each row of units.

Of the 66 units proposed, 58 of the units will contain 2 separate rooms, each with their own bed, desk and ensuite facilities. These 58 units will accommodate Jagcor's employees.

Three of the units will contain 3 separate disability accommodation rooms each with their own bed, desk and ensuite facilities.

The remaining five units will contain laundry facilities. laundry units (one in each row of 12 units) spread throughout the development.

The units will comprise a steel frame, insulate wall panels and Colorbond roofing.

Elevations of the transportable units are provided within the development plans at Appendix 2. Photographs 1-3 below depict the units currently being assembled by Jagcor in Perth.



**Photograph 1 – front view of transportable unit (note: windows and openings still to be installed)**



**Photograph 2 – rear view of transportable units, depicting recessed services**

- Concrete footpaths and communal lawn areas connecting all units with facilities and parking areas proposed at the rear of the subject site.
  - Communal facilities including an office, dining, kitchen area, gym and a covered BBQ area to the northern corner (rear) of the subject site.
  - A screen / acoustic wall along the south-eastern property boundary to Great Eastern Highway. Colorbond fencing is proposed along the north-eastern, north-western and south-western boundaries.
  - Internal accessways along the south-western and north-western boundaries. A left-in/left-out crossover to Great Eastern Highway, positioned at the south-western corner of the subject site. All accessways and points will be designed to accommodate standard passenger vehicles and buses.
  - Thirty-seven car (37) parking bays to the rear of the development, including one ACROD and shared bay adjacent to the site office.
  - One delivery / loading bay to the rear of the site, adjacent to the office and dining facilities.
  - Five (5) bus parking bays along the north-western property boundary. A bus / service vehicle turn-around area is located to the rear of the property.
- All parking and accessways will comprise bitumen.

The site will accommodate approximately 5 permanent staff onsite (cleaners, kitchen staff, maintenance and admin). The anticipate hours of kitchen operations will be 5am-9am and 5pm-9pm daily. Waste and laundry will be removed from the subject site 2-4 times a week.

Refer **Appendix 2** for a copy of the development plans detailing the proposed facility.

### 3.1 Traffic and access considerations

The proposed development is supported by a Transport Impact Statement (**TIS**) prepared by Cardno (refer to **Appendix 3**), in accordance with WAPC guidelines.

The TIS confirms the access arrangements are sound, and the resultant traffic generated from the development is minimal. As outlined within the TIS, *“the estimated trip generation during peak hour would be 34 trips (both bus and car) during peak hours which falls under the ‘moderate impact’ category and therefore it is considered that the proposed development will have a significant impact on the surrounding road network.”*

Swept path plans are also included within the TIS, depicting that the parking/bus turnaround area is suitable for a B99 standard vehicle to enter and exit parking bays adequately.

In terms of access, the subject site will be serviced by a 9.8m-wide full movement crossover to Great Eastern Highway. The crossover will accommodate left-in and left-out movements only. The site plan also indicates a potential future access point at the western corner of the site, which will cater egress movements through the adjoining transport depot. This is indicated as a potential scenario only, and is to be negotiated between Jagcor and the proprietor of the adjoining Lot 90.

### 3.2 Acoustic considerations

An acoustic assessment and noise management plan (NMP) has been prepared (refer to **Appendix 4**) by Herring Storer Acoustics to demonstrate that the proposal will be compliant with the *Environmental Protection (Noise) Regulations 1997 (Noise Regulations)* at all times, and the provisions of *State Planning Policy 5.4 Road and Rail Noise (SPP5.4)*. The assessments conclude and recommend that:

- Noise from the proposed development (including mechanical plants) to the adjacent premises would comply with the Noise Regulations at all times; and
- The use of “Quiet House Design” is recommended for the first row of units facing Great Eastern Highway, those being units 46 and 50 – 55.

The above mitigation measure(s) can be enforced through a suitably worded condition of development approval.

## 4.0 TOWN PLANNING CONSIDERATIONS

### 4.1 State Planning Policy 5.4 Road and Rail Noise

The Western Australian Planning Commission (WAPC) *State Planning Policy 5.4 – Road and Rail Noise (SPP5.4)* applies to all stages of planning in Western Australia, where a noise sensitive land use is proposed within the policy’s trigger distance of specified transport routes.

The subject site is located within a Policy trigger distance of a major traffic route, being Great Eastern Highway. Where any part of the subject site is within the specified trigger distance, an assessment against the policy is required to determine the likely level of transport noise on sensitive land uses and any management/mitigation measures required.

As outlined at section 3.2 above, an environment noise assessment and noise management plan has been prepared in support of the proposal and in accordance with the provisions of SPP5.4.

### 4.3 City of Kalgoorlie Boulder Local Planning Scheme No.1 (LPS1)

#### Zoning

The subject site is zoned ‘Tourist’ under the City of Kalgoorlie-Boulder Local Planning Scheme No. 1 (**LPS1**). No objectives are outlined under LPS1 for the ‘Tourist’ Zone.

#### Land use and permissibility

The proposal seeks to develop the site with a worker’s accommodation facility and associated communal facilities for fly-in fly-out workers, employed on sites in Kalgoorlie and the broader Goldfields region. The proposed operations are not characterised by any of the land use definitions outlined within Schedule 1 of LPS1.

Therefore, the proposed worker’s accommodation facility is characterised as an ‘unlisted use’ under LPS1. It is proposed to classify the unlisted use as ‘Workforce Accommodation’, which is defined within the City’s draft Local Planning Scheme No. 2 (discussed further below) and the model provisions of the *Planning and Development (Local Planning Schemes) Regulations 2015*.

Under draft LPS2 the proposed development is best classified as 'Workforce Accommodation', defined under 'Part 06 – Terms Referred to in Scheme' as:

**Workforce accommodation:** Means premises, which may include modular or relocatable buildings, used-

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

Clause 3.6 of LPS1 outlines:

*If the use of the land for a particular purpose is not specifically mentioned in the Zoning Table the Council may:*

- (a) *determine that the use is consistent with the objectives and purposes of the particular zone and is therefore permitted;*
- (b) *determine, by absolute majority, that the proposed use may be consistent with the objectives and purposes of the zone and require the procedures set out in clause 6.6 to be complied with before considering an application for planning approval; or*
- (c) *determine that the use is not consistent with the objectives and purposes of the particular zone and is therefore not permitted.*

The proposal simply seeks approval for the installation of accommodation units which by their nature, are not permanent structures. They will not prejudice the ultimate development potential of the site and/or locality.

The locality is generally characterised by a mix of light industrial, commercial and residential developments. The proposal is consistent with other forms of development within the locality, including other motel and workers accommodation facilities located along Great Eastern Highway.

The proposal is suitably segregated from the Kalgoorlie town centre and permanent residential located further north. Further, the proposal has been carefully designed to ensure it does not create an unwarranted impact on the streetscape, or poor amenities for workers resting at the facility.

Having regard to the information above, the proposed development is considered suitable for the subject site and warrants approval accordingly.

#### Development requirements

Part 4 of LPS1 stipulates general development requirements applicable to all development within the City. **Table 2** below provides an assessment against the requirements relevant to this proposal.

**Table 2 – Assessment against the general development requirements of LPS1**

<b>Requirement</b>	<b>Provided/comment</b>	<b>Compliance</b>
<b>4.5 Car Parking</b>		
(2) <i>The minimum internal dimension of any car bay for non-residential development shall be 5.5m x 2.5m wide provided that:</i> a) <i>where a bay abuts a wall or other barrier the minimum width shall be not less than 2.8m;</i> b) <i>where a parallel parking bay is provided the minimum length shall not be less than 7.0m</i>	All car parking proposed on site will be marked to meet the required dimensions. These requirements can be enforced through a suitably worded condition of development approval.	✓
(3) <i>Car parking calculations shall be calculated by rounding up to the nearest whole number.</i>	Car parking is provided in relation to the number of company cars proposed to utilise the development.	✓
(4) <i>The minimum width of access drives shall be as described in Table 3</i>	All accessways measure a width greater than the 6m minimum stipulated in Table 3 of LPS2.	✓
<b>4.7 Construction and Maintenance</b>		
(1) <i>Parking areas shall be constructed, sealed and line marked in accordance with the plan approved by Council and thereafter maintained to the satisfaction of the Council</i> (2) <i>All car bays shall be marked to the satisfaction of the Council.</i>	All parking areas are proposed to be finished in compacted road base, and will be marked / sign posted to the Council's specifications.	✓
<b>4.9 Service Areas</b>		
(1) <i>Unless otherwise approved by Council, all development other than residential shall include a service area of not less than 9 square metres for the purposes of loading and unloading goods.</i>	A loading zone is indicated on the site plan, at the northern aspect of the subject site., measuring approximately 36m <sup>2</sup> in area.	✓
(3) <i>The accessway to any service area shall be so constructed that vehicles using it may return to the street in forward gear.</i>	The proposed development is located to the rear of the proposed development. A large turn around area enables service vehicles (and buses) to turn around if necessary, and egress the site in forward gear.	✓
(5) <i>All servicing areas and other parts of land or buildings which in the opinion of the Council detract from the amenity of the area shall be screened from public view and from view from adjoining properties, to the satisfaction of the Council.</i>	One delivery / service bays is proposed to the rear of the proposed development, adjacent to the office, maintenance and dining facilities. The service area will be screened by structures proposed on site, as well as Colorbond fencing proposed along the north-eastern boundary.	✓
<b>4.10 Access – Vehicular</b>		
(2) <i>Any part of the vehicular access to any lot shall not be within 9 metres of an intersection.</i>	The proposed access is not within 9 metres of an intersection.	✓
(6) <i>Each development lot shall have a constructed crossover from the primary or secondary street.</i>	The proposed development gains access from Great Eastern Highway being the primary street.	✓

<p>(7) in the case of non-residential uses:</p> <p>a) the minimum width of a crossing at property alignment shall be 2.75 metres and the minimum width at kerb line shall be 5.0 metres;</p> <p>b) the maximum width of a crossing at property alignment shall be 11.0 metres and the maximum width at kerb line shall be 13.0 metres.</p>	<p>The proposed crossover measures 9.8m in-width at the property alignment, which is between the 2.75m minimum and 11m maximum.</p>	<p>✓</p>
<p><b>4.11 Access – Pedestrian</b></p>		
<p>All building other than single houses and utility installations shall be provided with pedestrian access separate from or adjacent to vehicular access, unless otherwise approved by the Council.</p>	<p>A footpath runs along the western side of the Great Eastern Highway roadway. A pedestrian connection will be incorporated through the preparation of more detailed designs prior to the issuing of a building permit.</p>	<p>✓</p>
<p><b>4.13 Landscaping</b></p>		
<p>(1) The Council may require that some or all of the landscaping provision shall be in-ground.</p>	<p>As demonstrated on the development plans at <b>Attachment 2</b>, the proposed development involves substantial landscaping and grassed areas between the row of accommodation units. A detailed landscaping plan can be provided prior to building permit, through a suitably worded condition of development approval.</p>	<p>✓</p>
<p>(2) The Council may restrict the use of concrete, gravel, pebble and similar hard materials and require planting of lawns, trees or shrubs in lieu thereof or may encourage the use of hard materials and the planting of natural trees, shrubs and ground cover that require little maintenance. The planting of native species prevalent in the locality shall be promoted</p>	<p>Noted</p>	<p>✓</p>
<p>(3) Buildings forming part of an approved development shall not be occupied until the required landscaping has been constructed and planted unless the Council otherwise approves.</p>	<p>Noted</p>	<p>✓</p>
<p>(4) Failure to maintain approved landscaping is an offence under the Scheme.</p>		<p>✓</p>
<p>(5) The Council may, after giving due notice to the owner of the property, undertake remedial works at the expense of the owner</p>		<p>✓</p>
<p><b>4.15 Effluent Disposal</b></p>		
<p>(1) Where deep sewerage is available, all development and building approvals shall be conditional upon connection into the deep sewerage system.</p>	<p>The proposed development will connect to existing sewerage disposal infrastructure located within the Gatacre Drive roadway.</p>	<p>✓</p>
<p>(3) All on-site effluent disposal systems require the approval of the Health Department of Western Australia to the satisfaction of the Council.</p>	<p>Noted – the relevant Department of Health approval will be obtained following the grant of development approval.</p>	<p>✓</p>

#### 4.18 Development adjoining Major Road Reserves

*For the purpose of establishing an urban road hierarchy and minimising traffic conflict, access from lots adjoining the following major road reserves as indicated on the Scheme map shall be permitted subject to the following standards:*

- (a) *Major Highway – no direct access shall be permitted without the approval of Main Roads WA*  
[...]

It is understood that a referral to Main Roads WA will be required as part of this development application.

✓

Having regard to **Table 2** above, the proposed development demonstrates general compliance with the relevant provisions of LPS1, and warrants approval accordingly.

### 4.3 City of Kalgoorlie Boulder Local Planning Scheme No.2

The City is currently progressing its draft Local Planning Scheme No.2 (**LPS2**). We understand consultation of draft LPS2 concluded in December 2020, and the City has been considering submissions received during the consultation period. At the time of preparing this application, modifications to the draft scheme are still to occur, prior to referring the scheme to the WA Planning Commission for approval and endorsement by the minister.

Under the most recent and publicly available version of draft TPS2, the subject site is proposed to be zoned 'Urban Development'.

The intent of the Urban Development zone is:

- *to provide an intention of future land use and a basis for more detailed structure planning in accordance with the provisions of the Scheme;*
- *to provide for a range of residential densities to encourage a variety of residential accommodation;*
- *to provide for progressive and planned development of future urban areas for residential purposes and for commercial and other uses normally associated with residential development;*

Schedule No.07: Development Standards – Various Standards of Draft LPS2 outlines:

*“the local government may approve the development of the land within the Urban Development and Industrial Development zones prior to a structure plan prepared in accordance with clause 16 of Schedule 2 – Deemed provisions for local planning schemes of the Planning and Development (Local Planning Schemes) Regulations 2015 coming into effect in relation to the land, if the local government is satisfied that this will not prejudice future structure planning in the area.”*

As outlined at section 4.3 above, the proposal is considered suitable on the subject site. The proposal does not entail the placement of permanent structures which may otherwise impact the ultimate development potential of the site. Should the life of the proposed 'Workforce Accommodation' facility become redundant, then the transportable units can be removed from the subject site.

The proposed use and operations are also observed in the locality of the site along Great Eastern Highway. This facility has been carefully designed to ensure it does not create an impact on streetscape views.

The development is capable of approval under the provisions of drafts LPS2, a seriously entertained document, and warrants support accordingly.

#### Special Control Area 7 – State Planning Policy 5.4 Road Noise

The subject site is within the trigger distance of Special Control Area 7 (**SCA7**) pursuant to the provisions of draft LPS2. The SCA7 requires development to be assessed under the provisions of SPP5.4. This has been considered at section 4.1 of this submission above.

#### Special Control Area 9 – Explosives Reserve Safety Buffer

The subject site is covered partially by Special Control Area 9 – Explosives Reserve Safety Buffer (**SCA9**). The SCA9 requires a development application within the Special Control Area to be referred to the Department of Mine, Industry Regulation and Safety.

### **CONCLUSION**

As detailed throughout this submission, this application seeks approval for a 122-person workers accommodation facility.

The proposal has been carefully designed to provide a high-level of amenity for workers, whilst also ensuring the development does not negatively impact streetscape view or the ultimate development potential of the site.

The proposal is capable of approval under the City's current Local Planning Scheme No.1 and draft Local Planning Scheme No.2. The proposal is generally compliant with the relevant development requirements of LPS1.

It is considered the proposal should be favourably determined, on individual merit, recognising the proposal is consistent with the statutory planning framework for the subject site. We therefore respectfully request the application for development approval be approved by the Regional Joint Development Assessment Panel.

Should you have any queries or require further clarification in regard to the proposal, please do not hesitate to contact the writer.

Yours faithfully,



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**REECE HENDY**  
**SENIOR PLANNER**