

Waratah Coal Supplementary EIS

Appendix - Bowen Abbot Point Accommodation and Community Infrastructure Study – EIS Response

Bowen Point Accommodation and Community Infrastructure Study	
Principle	Our Response
<p>4.4 General Accommodation and Community Infrastructure Principles</p> <p>Economic Prosperity and Housing</p> <ul style="list-style-type: none"> • State Development Areas promote economic prosperity for all Queenslanders. The objectives for the APSDA must be maintained. • The critical role of adequate accommodation for economic prosperity should be facilitated for future development in the study area, as details of major development proposals are made known. • The critical role of housing in community well-being should be recognised by Federal and State government frameworks and strategies, and by Local Government. • The importance of well serviced settlement patterns, choice in mix and tenure, affordability and appropriate design should be facilitated to achieve optimal housing outcomes. • The State and Local Government and the private sector should facilitate sustainable communities through a diversity of housing for both residents and non-residents. • Sustainability will be achieved through the mitigation of the social, economic and environmental impacts of projects. • Corporate social responsibility will be demonstrated by all levels of governments and the private sector to ensure sustainable communities through the processes available to them. • Consideration should be given to ways in which the major project sponsors and workers can contribute to the community, such as skills and training for locals or shared use of facilities such as multi-purpose community centres. 	<p>Waratah Coal has recommended the establishment of a Bowen-Abbot Point Cumulative Social Impact Assessment (CSIA) Roundtable, similar to that proposed by the Coordinator General for the Galilee Basin. Waratah Coal recommends the Bowen-Abbot Point CSIA Roundtable supports the WRC to identify and fund infrastructure and services required in Bowen and surrounding areas. Waratah Coal recommends that the proponents of Abbot Point make financial contributions to an Infrastructure Fund and a Community Development Fund, both managed by the WRC. This would enable a coordinated and well-resourced approach to the provision of accommodation and other infrastructure in Bowen.</p> <p>Waratah Coal has stated its intention to accommodate all port and rail employees in Bowen on a permanent basis. Council has indicated that the private sector will be able to meet the needs of the 360+ employees. Council will have an important role to ensure the private sector includes a suitable range of housing in any development plans.</p> <p>The Bowen-Abbot Point CSIA Roundtable, and proposed funding model, would be able to support the provision of affordable housing in Bowen.</p>

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Housing	<ul style="list-style-type: none"> • Planning and development processes should be recognised as the appropriate mechanisms to advance housing outcomes. Efficient and appropriate housing outcomes are essential to community well being. To ensure the community is adequately provided for with regard to housing, the planning and development system should: <ul style="list-style-type: none"> • Enable a sufficient supply of land for a range of residential densities and opportunities; • Encourage housing types and diversity at different price points to meet different housing needs; • Facilitate development at locations with good access to infrastructure and services; and • Recognise the value of existing housing stock and need to replace over time. • The construction, amenity and level of infrastructure provision for permanent and temporary accommodation should be of an adequate quality, as determined through policy controls and the approvals process; 	<p>While accommodating all rail and port employees in Bowen on a permanent basis is regarded as the best approach to boost economic development in the Bowen area, Waratah Coal will contribute to the economic development of Bowen through a number of other initiatives, including:</p> <ul style="list-style-type: none"> • Giving preference to local employees, when possible; • Giving preference to local suppliers, when possible; and • Providing training to local people, and strengthening the link between local schools and the resource sector. <p>Waratah Coal has stated its intention to accommodate all port and rail employees in Bowen on a permanent basis. Council has indicated that the private sector will be able to meet the needs of the 360+ employees. Council will have an important role to ensure the private sector includes a suitable range of housing in any development plans, as articulated in the existing Bowen Abbot Point Accommodation and Community Infrastructure Study (SGS, April 2010).</p> <p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to meet additional infrastructure and service needs in the Bowen area (tailored to meet future population projections) in a coordinated manner. This includes affordable and social housing requirements.</p> <p>The construction workforce will utilise existing</p>

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<p>A diversity of housing options for residents and non-residents should be facilitated through the private housing market, by improving land supply of various zoning types, facilitating diverse housing through flexible planning controls, and improving development assessment efficiency.</p> <ul style="list-style-type: none"> Local government should recognise the importance of an overall residential strategy as the mechanism to implement the objective of maintaining and encouraging a diversity of housing options through the use of codes, PIPRICS and conditions of approval. Where there is a need for large scale temporary workers' accommodation, adequate land parcels that are able to accommodate temporary housing over a short period of time should be readily available, by identifying them now and providing basic infrastructure. 	<p>New development should be provided in a manner which corresponds with the timing of the need for adequate accommodation to meet future demand for permanent and temporary residents.</p> <ul style="list-style-type: none"> Adequate housing for non-residents, including temporary workers (predominantly construction based, but with potentially including some operational), must be provided in a manner which supports, enhances and maximises benefit to the existing communities. All new development must be evaluated for its impact on the existing and future supply of housing and be conditioned where necessary to ensure any negative impacts are mitigated. All new residential development should be located in or proximate to existing communities. Worker accommodation in other locations should also respect constraints arising from conflicts with adjacent uses and the potential for social impacts.
<p>Planning and Infrastructure</p>	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to meet additional infrastructure and service needs in the Bowen area (tailored to meet future population projections) in a coordinated manner. This includes:</p> <ul style="list-style-type: none"> The development of plans for the growth of Bowen; Guidelines for residential development; and The provision of other infrastructure and services, including emergency services and transportation. <p>The Roundtable could take a leading role in the monitoring of social impacts and the implementation of social impact management strategies in the Bowen area. In this case Waratah Coal would play a supporting role. If the Roundtable did not eventuate, or was not involved in monitoring, then Waratah Coal</p>

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	<ul style="list-style-type: none"> • All residential development should be located in a manner that can be served efficiently with the required infrastructure, and have adequate access to services, including emergency services. • Major project workforces are to be accommodated in good quality dwellings with adequate infrastructure and access to other essential services, while minimising the adverse impacts on the existing communities. • The development of accommodation for major projects must minimise impacts on the private ownership and rental market as well as the existing short-term accommodation for tourist and seasonal workers. This should be accomplished through appropriate planning scheme amendments (supported by planning policies). Until those amendments and policies are integrated into the local planning scheme this should be accomplished through an 'Accommodation Management Strategy' as a condition of development approval. The 'Accommodation Management Strategy' will provide policies and commitments for: <ul style="list-style-type: none"> • The provision of accommodation for the project's construction workforces that minimises impact of housing demand on existing residents, and provides the flexibility of reuse for other accommodation needs; • The provision of accommodation for the project's operational workforces that integrates housing provision into the existing communities; • The provision of necessary infrastructure and related services, including access to emergency services and key transport linkages; • Actions to manage and mitigate adverse impacts on the affordability and availability of the local and regional housing markets; and

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	<ul style="list-style-type: none"> • The provision of measures to monitor the effectiveness of the strategies' actions. • Potential locations for accommodation for temporary workers should be identified by State and Local Governments. These areas should be infrastructure ready, in time for when the need arises from major projects, which is becoming urgent. Infrastructure costs should be borne fairly by those who are likely to benefit from the accommodation being present. This would include the proponents of the major project and may also include State and Local Government. • Accommodation for non-residents associated with the operational and construction phase of major projects should be negotiated between the employer, and both State and Local Governments, and the results should be at acceptable community standards through the development of specific planning scheme code. An appropriate Social Impact Assessments policy should be present to assist this process. • Accommodation for non-residents associated with the construction phase of major projects (also allowing for a proportion of operational workers) should be provided for through a range of options, with the objective of minimising the concentration and scale of any temporary dwellings. The results should be based on acceptable community standards through planning scheme controls. An appropriate Social Impact Assessments policy should be present to assist this process.
	<p>Communication</p> <ul style="list-style-type: none"> • Collaboration between stakeholders leading to strong alliances, sharing of resources and providing for innovative responses to accommodation needs. • Communication among stakeholders should be transparent and the community should be informed and involved
	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to enhance communication between stakeholders and develop collaborative approaches to the management of social impacts in the Bowen area.</p>

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<p style="text-align: center;">Recommended Principles</p> <ul style="list-style-type: none"> through the use of appropriate mechanisms. Good quality examples (and bad quality examples to provide some context) of temporary accommodation should be communicated to all stakeholders. 	
<p style="text-align: center;">4.5 Summary of Accommodation Planning Recommendations for Bowen Abbot Point</p>	
<p>1. Accommodation provision in Bowen should ensure that permanent and temporary residents (including tourists, seasonal workers, construction workers, operational workers and residents) have access to the full range of community needs.</p>	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to address accommodation and other needs in a coordinated manner. This should include affordable housing needs, and the needs of tourists and seasonal workers.</p> <p>Placing all port and rail workers in Bowen on a permanent basis will clearly support the development of Bowen and stimulate town development. At the same time it will reduce the number of non-resident workers during the operating period.</p>
<p>2. Temporary workers' accommodation should be located in close proximity to the Bowen locality. This will ensure that good outcomes for economic prosperity, amenity considerations and the potential for community cohesion occur. However this must take account of land constraints and potential for land use conflict.</p>	<p>The construction workforce will utilise existing accommodation camps (eg. Merinda) when possible. When existing supply is exceeded, Waratah Coal will discuss the establishment of other, temporary camps with WRC prior to their finalisation, and will adopt the recommendations of the Bowen Abbot Point Accommodation and Community Infrastructure Study, to the extent possible.</p>
<p>3. The location of temporary workers' accommodation will need additional infrastructure to adequately service it, regardless of its location, given that Bowen locality is already at capacity. Locations that are most efficient regarding infrastructure provision should be encouraged, and infrastructure should not be seen as a major constraint in determining these locations.</p>	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to address accommodation and other infrastructure needs in a coordinated manner.</p>

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<p>Temporary workers' accommodation will be proposed in accordance with any GQAL framework to maintain and preserve viable and sustainable land holdings and support primary industries.</p>	<p>4. Given the importance of the agricultural industry to the region, Queensland and the rest of Australia, good quality agricultural land must be maintained and preserved wherever it is considered viable over the longer term. This should be informed by a framework established to quantify the viable and sustainable holding size(s) for the predominate agricultural systems of the Bowen region.</p>
<p>Temporary workers' accommodation will be proposed to meet the required standards for long term planning considerations and re-use of subject sites. Rehabilitation strategies are proposed for all sites once the need for temporary accommodation ceases.</p>	<p>5. The uncertainty of the progress and timing of the major projects requires that flexible solutions are determined. This should include that a number of sites are earmarked and development ready, to host worker accommodation in advance of the projects occurring. The lands that are identified should also be able to be reused for other purposes once their need to host workers accommodation has expired. That is, temporary workers' accommodation should also be developed in a way that could accommodate seasonal workers, tourists, or other permanent residents once the need for the construction population has dissipated.</p>
<p>Waratah Coal will base all port and rail employees in Bowen on a permanent basis and will provide incentives to attract workers with their families to live in Bowen.</p>	<p>6. Most operational workers and population associated with natural increase and migration should be accommodated within the existing residential and future residential areas.</p>
<p>Temporary workers' accommodation will be of good design quality and provide social and community benefits that are economically viable and sustainable. However, all operational staff will be located in Bowen on a permanent basis.</p>	<p>7. Worker accommodation in Bowen needs to set new standards of accommodation provision. Aside from the social benefits to workers and communities, higher quality worker accommodation can be justified economically given the longevity of the SDA, the anticipated ongoing need for worker accommodation, and the ability to adapt and reuse the facilities for other demand groups once the need for construction workers eases. Some examples of the good and the bad outcomes that can occur needs to be communicated early with the existing community.</p>

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	<p>8. The worker accommodation should have regard to and be compatible with adjacent land uses. Thus, it is likely that the worker accommodation will need to be proximate to, but not directly within existing townships. The exception to this would be where the amenity of the workers accommodation within the existing townships was on a par with the surrounding residential environment and where the scale of the accommodation was small or interspersed within the existing urban fabric.</p>	<p>The construction workforce will utilise existing accommodation camps (eg. Merinda) when possible. When existing supply is exceeded, Waratah Coal will discuss the establishment of other, temporary camps with WRC prior to their finalisation, and will adopt the recommendations of the Bowen Abbot Point Accommodation and Community Infrastructure Study, to the extent possible.</p>
	<p>9. Residential workers accommodation is incompatible with the industrial and major project intentions of the SDA. The inclusion of residential areas may be a health hazard and may also limit the economic potential of the SDA, which is contrary to the State's overall intent of the SDAs. Even in the early stages of development of the SDA, allowance of workers accommodation in the SDA would set unwanted precedents and is therefore not recommended.</p>	<p>No accommodation is proposed in the SDA.</p>
	<p>10. The location of workers accommodation in Collinsville for the SDA is not suitable due to the large distance (85kms) between the SDA and Collinsville. However, worker accommodation in Collinsville should be considered for any major project in close proximity to Collinsville.</p>	<p>Accommodation proposed in Collinsville is limited to that of construction workers.</p>
	<p>11. The location of worker accommodation for the SDA outside the Merinda township may be considered for temporary workers' accommodation provided a number of key issues are satisfactorily addressed. These include:</p> <ul style="list-style-type: none"> • valuable good quality agricultural land that surrounds Merinda is not unnecessarily impacted (as noted earlier GQAL is significant to the ongoing economic benefit of the region, Queensland and Australia); • access to essential services can be achieved (i.e. community, social, recreational, health, etc); 	<p>Waratah Coal will discuss the establishment of other, temporary camps with WRC prior to their finalisation, and will adopt the recommendations of the Bowen Abbot Point Accommodation and Community Infrastructure Study, to the extent possible.</p>

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<ul style="list-style-type: none"> • potential social impacts on Merinda are acceptable; • land use conflicts do not result (e.g. health hazards associated with pesticide and herbicide application and use, noise and light spill); and • potential flooding impacts are addressed. 	
8.2.1 Recommendations for Temporary Workers' Accommodation Requirements	
1. Adopt the Higher Order and Bowen Specific Planning Principles recommended in this report as the basis of a Permanent and Temporary Residential Needs and Solutions Strategy.	Higher Order and Bowen Specific Planning Principles are supported by the proposed accommodation.
2. Complete the proposed investigations for the sites identified as having potential for fulfilling the needs of temporary workers' accommodation.	Temporary worker's accommodation will be proposed for locations suitable to need.
3. Should the investigations in 2. Not identify sufficient land to meet identified needs, reconvene stakeholders to assess any other potential sites.	The proposed approximately 150 persons workers' camp at Merinda, and approximately 150 persons workers' at Collinsville will be applied for in accordance with strategic reporting for construction workers' accommodation supply and demand.
4. Develop a planning scheme code (with supporting planning scheme policy as required) dedicated to ensuring that temporary workers' accommodation is developed at acceptable standards of amenity and service (this is explained in further detail below).	Temporary worker's accommodation will be proposed in accordance with any statutory planning requirements. Approvals will most likely be sought under section 242 of the Sustainable Planning Act 2009.
5. Host discussions with potential providers of temporary workers' accommodation to ensure that the standards align with Council's requirements, and reflect best practise in terms of sustainability, efficiency and facilities/services offered to residents.	Temporary worker's accommodation will be proposed in accordance with Council's standards. Waratah Coal is committed to identifying and communicating anticipated resident and non-resident population growth and associated infrastructure requirements.
6. Commence a communication and consultation strategy to ensure that the Bowen Community are clear about the likely housing solutions for the region. Ensure that good examples of	The proposed Bowen-Abbot Point CSIA Roundtable provides an opportunity to: (i) Assess the cumulative impacts of multiple

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the types of developments that would be required within the community are clearly communicated and examples of the impacts if poor approaches are adopted.	<p>resource projects on Bowen's housing market;</p> <p>(ii) Prepare strategies for the provision of housing (including guidelines for housing development); and</p> <p>(iii) Initiate a communication and consultation strategy to ensure the Bowen community is clear about housing impacts and proposed solutions.</p>
7. Update the Draft PIPRICS to ensure that the sites that are suitable for hosting temporary workers' accommodation are included in the PLA, and that appropriate plans for trunk infrastructure are in place. This is only possible if the land is zoned for urban purposes and if this is the case it could either be rezoned or subject to conditioning requiring the provision of necessary trunk infrastructure.	<p>A coordinated approach will be far more effective than a series of messages by each proponent.</p> <p>Temporary worker's accommodation will be proposed in accordance with appropriate infrastructure access. Waratah Coal will negotiate with relevant government authorities, appropriate contributions for social and economic infrastructure developments required as a direct result of activities of the project.</p>
8. Develop a Social Impact Assessment policy within Council to ensure that social infrastructure and housing impacts associated major projects are adequately accounted for. The planning scheme would be amended to require development of a certain scale or type to address this policy.	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to effectively identify and address social infrastructure and housing needs in the Bowen area.</p>
9. Ensure recommendations from this report for dealing with social impacts are taken into account in any required social impact assessments. Formulation of Social Impact Assessment policy should be informed by Community Infrastructure Study (completed by Anita Eggington).	<p>Recommendations from this report have been considered in the Social Impact Management Plan.</p>
8.3.1 Recommendations for Residents and Permanent Resident Operational Worker Accommodation Requirements	
1. Complete broad market feasibility assessments to determine the likelihood of the market responding to the future demand	<p>Waratah Coal will monitor the housing market, and address adverse housing impacts through the proposed</p>

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<p>for permanent accommodation within the region;</p> <p>2. If the market feasibility indicates a non-viable result for some development types within the region, review the planning requirements for these development types to see if these can be adjusted to improve costs;</p> <p>3. As part of the recommended Permanent and Temporary Residential Needs and Solutions Strategy, focus on how affordability can be maintained and enhanced;</p>	<p>Bowen-Abbot Point CSIA Roundtable.</p> <p>Waratah Coal will monitor the housing market, and address adverse housing impacts through the proposed Bowen-Abbot Point CSIA Roundtable.</p> <p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to address accommodation and other infrastructure needs in a coordinated manner. This includes housing affordability.</p>
<p>4. Commence discussions with the Whitsunday Housing Company regarding affordable housing opportunities - this should include a broad group of stakeholders including Council and the State, at a minimum.</p>	<p>Waratah Coal has stated its intention to accommodate all port and rail employees in Bowen on a permanent basis. Council has indicated that the private sector will be able to meet the needs of the 360+ employees. Council will have an important role to ensure the private sector includes a suitable range of housing in any development plans, as articulated in the existing Bowen Abbot Point Accommodation and Community Infrastructure Study. Housing affordability issues will be addressed through the proposed Bowen-Abbot Point CSIA Roundtable.</p>
<p>5. Engage with the community (e.g. through the BAPCCG) to ensure that there is a clear understanding of the likely development outcomes within the region with the onset of the expected major projects;</p>	<p>Waratah Coal will engage with the community through a range of mechanisms, including participation in the BAPCCG (if it is active) or an equivalent group, such as the proposed Bowen-Abbot Point CSIA Roundtable.</p>
<p>6. Update the PIPRICS and ensure that adequate infrastructure solutions are present. Council should consider the costs and potential increased revenue of an Infrastructure Charges Schedule (ICS – based on actual infrastructure costs) versus the current Regulated Infrastructure Charges Schedule (RICS – “off the shelf” charges). A RICS allows low growth Councils to apply minimal infrastructure charges without the expense of</p>	<p>Waratah Coal has proposed that Abbot Point proponents provide funds to an Infrastructure Fund and a Community Development Fund, both managed by the WRC. These contributions would be used to improve infrastructure and services in the Bowen area during the construction and operating phases of projects associated with Abbot Point.</p>

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<p>more extensive infrastructure planning, but this is likely to recoup a much smaller proportion of trunk infrastructure costs unless minimal new infrastructure is required. Given that the Bowen Abbot Point study area is expected to experience high growth in the short to medium term, and the fact that current infrastructure has little “spare” capacity, the cost of an ICS may be justified. This should be examined further by Council’s infrastructure planning consultants. However it should be noted that development outside of the Priority Infrastructure Area can be charged on the basis of actual cost of new trunk infrastructure.</p> <p>Council should explore options for funding infrastructure through user pays systems coupled with those entities that are likely to benefit from the additional development being attracted to the region.</p>	
12 Potential Responses and Recommendations to Address Community Infrastructure Gaps	
DEO	<p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to improve infrastructure and services in the Bowen area.</p> <p>The proposed Bowen-Abbot Point CSIA Roundtable, and funding model, provides an opportunity to improve infrastructure and services in the Bowen area. It is envisaged that the Roundtable would be led by the WRC and involve Abbot Point proponents and any relevant government agency. This would help ensure a fully coordinated and integrated approach to planning and development. It would also provide a single point of entry for any stakeholder (proponents, government agencies or individuals).</p>
	<p>Local and District level infrastructure will be provided that supports the future growth of communities within the Bowen District (including Bowen, Merinda and Collinsville) as ‘sustainable regional communities’.</p> <p>In order to achieve this desired outcome it will be necessary to ensure community infrastructure addresses the needs of resident and non-resident populations, maximising integration and positive relationships between different population groups and locations, while recognising local distinctions. It will be necessary to:</p> <ul style="list-style-type: none"> • Utilise and build on existing networks to create partnerships for planning and providing required and desired community infrastructure (includes government, private and community sector interests); and • Ensure all new development adds value to community

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	<p>infrastructure outcomes for existing and incoming residents and businesses; and</p> <ul style="list-style-type: none"> • Ensure central agency planning and development functions (e.g. Health, Education, Police) are informed by local level knowledge of need and most effective approach to service delivery. 	

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