



ORDINARY MEETING OF COUNCIL

SUPPLEMENTARY AGENDA

14 JUNE 2017

TABLE OF CONTENTS

Item	Subject	Page No.
	Table of Contents	2
11.	Organisational Development and Planning Reports	3
11.2	Application for Development Permit for Material Change of Use for Short Term Accommodation and Relocatable Home Park on Lot 1 SP270097 and Lot 2 RP204243 located at 75 Philps Road, Grantham.....	3
15.	Confidential Items	33
15.4	Expressions of Interest Submission to Racing Queensland	33

11. ORGANISATIONAL DEVELOPMENT AND PLANNING REPORTS

11.2 Application for Development Permit for Material Change of Use for Short Term Accommodation and Relocatable Home Park on Lot 1 SP270097 and Lot 2 RP204243 located at 75 Philps Road, Grantham

Date: 12 June 2017

Author: Trevor Boheim, Manager Planning and Environment

Responsible Officer: Dan McPherson, Executive Manager Organisational Development & Planning

Summary:

The application has been assessed in accordance with the requirements of the *Sustainable Planning Act 2009* (SPA) and is recommended for approval subject to the conditions stated in the Officer's Recommendation.

Officer's Recommendation:

THAT the application for Development Permit for Material Change of Use for Short Term Accommodation and Relocatable Home Park on Lot 1 SP270097 and Lot 2 RP204243 located at 75 Philps Road, Grantham be approved subject to the following conditions:

1. The development shall be undertaken generally in accordance with the following plans and drawings:
 - (a) Drawing No. 001 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (b) Drawing No. 002 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (c) Drawing No. 003 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (d) Drawing No. 004 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (e) Drawing No. 005 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (f) Drawing No. 006 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (g) Drawing No. 007 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (h) Drawing No. 008 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (i) Drawing No. 009 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (j) Drawing No. 010 Revision DA01 prepared by wallacebrice architecture and dated April 2017;
 - (k) Drawing No. 011 Revision DA01 prepared by wallacebrice architecture and dated April 2017; and
 - (l) Drawing No. 012 Revision DA01 prepared by wallacebrice architecture and dated April 2017.

This condition shall be met at all times.
2. The Relevant Period for this Development Permit is four years.
3. The development is to occur in accordance with the Concurrence Agency Response from the State Assessment and Referral Agency dated 22 May 2017. This condition shall be met at all times.

4. Infrastructure charges shall be paid in accordance with Council's Adopted Infrastructure Charges Resolution and as indicated the Infrastructure Charges Notice issued by Council. This condition shall be met prior to the commencement of the use and payment may be staged provided payment is made prior to the commencement of each stage.
5. Lot 1 SP270097 and Lot 2 RP204243 are to be amalgamated. This condition shall be met prior to the commencement of the use of Stage 1.
6. The Communal Facilities, being Building B – Bar/Cafe/Social Space, Building C – Dining/Self Cook and Building D – Communal Recreation shall be provided as part of Stage 1. This condition shall be met prior to the commencement of the use of any of the accommodation buildings comprising Stage 1.

Bar/cafe/social space

7. The proposed bar, cafe and social space that incorporates a function/ dance area (Building B) shall be soundproofed. This condition shall be met prior to the commencement of the use of the building and thereafter at all times.

External Roadworks

8. Widen Philps Road to an 8m wide asphalt sealed width (2 x 3.5m wide carriageway + 2 x 0.5m wide sealed shoulder) from the existing 8m wide sealed section to 20m past the proposed access driveway for the development. This condition shall be met prior to the commencement of the use of Stage 2.
9. Where the 8m wide asphalt sealed width joins the existing pavement east of the proposed access driveway for the development the pavement shall be tapered to transition to the narrower pavement width. This condition shall be met prior to the commencement of the use of Stage 2.
10. Move the existing 80km/h speed zone sign on Philps Road to a location east of the proposed entrance to the development. This condition shall be met prior to the commencement of the use of Stage 1.
11. Move the existing 50km/h speed zone sign on Philps Road to a location 200m west of the proposed entrance to the development. This condition shall be met prior to the commencement of the use of Stage 1.
12. Signage shall be provided at Philps Road east of the existing roundabout and west of the entrance to the property to indicate that horses use the road. This condition shall be met prior to the commencement of the use of Stage 1.
13. Provide a vehicle crossover from Philps Road to the proposed development generally in accordance with Council's Property Access & Access Crossings: Design, Construction & Maintenance policy and Drawing No. SD224 "Commercial Driveway Slab Type A". This condition shall be met prior to the commencement of the use of Stage 1.
14. Only one access point is permitted from the development to the local road network (Philps Road). This condition shall be met at all times after the use has commenced.
15. Implement the proposed School Zone Treatment shown in the PTT submission Figure 1 fronting Grantham State School on Victor Street subject to the following

amendment: The proposed R4-Q01 shall be replaced by an Enhanced School Zone Speed Limit Sign – TC1783 with flashing lights only and installed as per the relevant MRTS. This condition shall be met prior to the commencement of any works on the site.

16. All road works must be designed and constructed:

- (a) In accordance with Council's standards outlined in the Lockyer Valley Regional Council Road Hierarchy Table unless specifically detailed otherwise in other conditions of this approval;
- (b) In general compliance with the Gatton Shire Planning Scheme, Austroads publications and Institute of Public Works Engineering Association Queensland Standard Drawings; and
- (c) To ensure the speed environment, geometry, sight distances, carriageway widths, lighting, bus stops, vehicle movements, on street parking other physical attributes are consistent with the function and role of the road or street in the transport network.

17. All traffic signs and delineation must be installed in accordance with the Manual of Uniform Traffic Control Devices (MUTCD).

18. No on-site works or works external to the site shall commence until approval for operational works has been obtained from Council. This condition shall be met at all times.

Internal Driveways and Car Parking

19. Provide car parking spaces for the short term accommodation development at the following rates for each building type:

- (a) Type 1: 7 car parking spaces per each building
- (b) Type 2: 6 car parking spaces per each building
- (c) Type 3: 8 car parking spaces per each building or 4 car parking spaces for proposed half-sized building

(d) Type 4: 6 car parking spaces per each building

(e) Type 5: 8 car parking spaces per each building

A total of 118 standard car parking spaces, including 4 disability parking spaces are required to effectively service the proposed short term accommodation development and in accordance with the requirements of Australian Standards AS2890 series and generally in accordance with the Gatton Shire Planning Scheme. The condition shall be met for each stage prior to the commencement of the use of development for the stage.

20. Provide a total of six bus parking spaces with sufficient amenity for safe set down of passengers. This condition shall be met prior to the commencement of the use of Stage 1.

21. All driveways, car parking spaces and manoeuvring areas must be imperviously sealed and line marked in accordance with the requirements of Australian Standard AS2890 .1:2004 (off-street car parking), AS2890.2:2002 (off-street commercial vehicle facilities) and AS2890.6 (off-street parking for people with disabilities). This condition shall be met prior to the commencement of the use of Stage 1.

Impact of Works on Council and Other Assets

22. All works, services, facilities and/or public utility alterations required by this approval or stated condition/s whether carried out by Council or otherwise, shall be at no cost to Council unless otherwise specified in subsequent development

approvals or contractual arrangements between the developer and Council. This condition shall be met during the construction phase of the development and subsequent defect liability period.

23. Replace existing Council infrastructure to a standard which is consistent with Council's standards should this infrastructure be damaged as part of construction works. This condition shall be met during the construction phase of the development and subsequent defect liability period.
24. Any alteration or relocation in connection with or arising from the development to any service, installation, plant, equipment or other item belonging to or under the control of the telecommunications authority, electricity authority or Council or other person engaged in the provision of public utility services is to be carried out with the development and at no cost to Council. This condition shall be met during the construction phase of the development and subsequent defect liability period.
25. If the road or drainage network requires cleaning due to erosion or sediment discharge from the development, then such works will be at the expense of the developer. These works must be undertaken immediately if there is a potential hazard to pedestrians or passing traffic. This condition shall be met during all construction phases of the development and subsequent defect liability period.
26. Any cost from repairs due to damage caused to Council assets as a result of proposed works undertaken will be met by the developer. Where pedestrian and vehicular traffic safety is exposed to hazards created from damage, the damage must be repaired immediately upon associated works being completed. This condition shall be met during the construction phase of the development and subsequent defect liability period.

Water Supply and Wastewater

27. The development shall be provided with an adequate potable water supply to meet the needs of the development. This condition shall be met prior to the commencement of the use and thereafter shall be met at all times.
28. Where water supply is provided by Queensland Urban Utilities:
 - (a) Obtain a water approval for the provision of water supply to the development in accordance with the relevant distributor retailer's design and construction methods; and
 - (b) Construct water supply services in accordance with the water approval and obtain a connection certificate from the relevant distributor retailer.This condition shall be met prior to the commencement of the use.
29. The development shall be provided with a water supply or water storage capable of meeting fire-fighting purposes. The scale of the water supply or water storage may be staged to service the development at each stage. This condition shall be met prior to the commencement of the use of each stage and thereafter shall be met at all times.
30. The development shall be provided with an adequate wastewater treatment plant to meet the needs of the development. This condition shall be met prior to the commencement of the use and thereafter shall be met at all times.

Landscaping

31. Landscaping shall be provided throughout the development in accordance with the

requirements of the Landscaping Code and Planning Scheme Policy No.11 contained in the Gatton Shire Planning Scheme and as approved by Council as operational works. In particular landscaping should be provided to screen the view of the development from the residential areas to the west. This condition shall be met prior to the commencement of the use.

32. An operational works approval shall be obtained for the landscaping works prior to the commencement of any landscaping works and the works shall be provided in accordance with the development permit for operational works. This condition shall be met prior to and during the construction of the works.
33. All landscaping provided in accordance with the operational works approval shall be maintained while the development continues to operate under this development permit. This condition shall be met at all times.

Stormwater Drainage

34. Provide all necessary internal and external stormwater drainage to service the development. Such drainage works must be designed and constructed in accordance with Queensland Urban Drainage Manual 2013 (QUDM) and the Gatton Shire Planning Scheme such that the overall drainage system caters for a storm event with a 1% AEP. This condition shall be met prior to the commencement of the use.
35. Stormwater from roof and sealed areas must be collected within the boundaries of the subject land and discharged to Council's stormwater drainage network or other approved drainage point. This condition shall be met prior to the commencement of the use.
36. The developer will be responsible for obtaining approval and bearing all costs associated with registering in favour of Council all necessary stormwater drainage easements within and external to the subject land in order for drainage paths to reach a satisfactory point of legal discharge. This condition shall be met prior to the commencement of the use.
37. Proposed drainage easements must:
- (a) If related to piped drainage, be centrally located over the underground piped system and not be less than 4m wide; and
 - (b) Be of a suitable width to contain the predicted overland flow from a storm event of 1% AEP in that location.
- This condition shall be met prior to the commencement of the use.
38. No ponding or redirection of stormwater must occur onto adjoining land. This condition shall be met at all times.

Lighting

39. Lighting for the proposed development must be designed and installed in accordance with the requirements of Australian Standard AS1158:2005 for road lighting and Australian Standard AS4282 Control of the obtrusive effects of outdoor lighting for internal areas. The lighting design must be certified by an RPEQ competent in electrical reticulation design. This condition shall be met prior to the commencement of the use. This condition shall be met prior to the commencement

of the use.

40. Provide a system of internal lighting along the length of all internal roads and pathways and in all communal areas of the property in accordance with AS 1158.3.1 or its equivalent. The lighting shall include:

- (a) Flag lighting at the access entrance on Philips Road;
- (b) Car parking area adjacent to Building A; and
- (c) At turnaround at end of internal access road.

This condition shall be met for each stage prior to the commencement of the use of that stage and thereafter at all times.

41. Lighting must be provided for the following areas:

This condition shall be met prior to the commencement of the use.

42. An operational works approval shall be obtained for the lighting works prior to the construction of any works and the works shall be constructed in accordance with the development permit for operational works. This condition shall be met prior to and during the construction of the works.

Electricity and Telecommunications Services

43. Each individual accommodation building or dwelling unit must be connected to the relevant electricity and telecommunication service and the developer must provide the necessary infrastructure to support the development and connect to the networks. This condition shall be met for each stage prior to the commencement of the use of that stage.

Environmental Health

44. All 'Regulated Devices', 'Pumps', 'Air-conditioning equipment' and 'Refrigeration equipment' as defined by the Environmental Protection Act 1994 must be designed, installed, operated and maintained in order to comply with the noise standards as specified within the Environmental Protection Act 1994 and Environmental Protection (Noise) Policy 2008. This condition shall be met at all times.

45. All plant and equipment does not result in a level greater than LA90 39 dB(A) when measured at 4m from the most exposed façade of the nearest residential uses. This condition shall be met at all times.

46. The contribution from all varying noise sources associated with the development during night-time hours (10pm-7am) does not exceed a level of LAMAX 50 dB(A), adjusted for tonality and impulsiveness, when measured at 4m from the most exposed façade of the nearest residential uses. This condition shall be met at all times.

47. All mechanical plant and equipment, including but not limited to, air conditioning/refrigeration plant and ventilation exhausts/extracts shall be screened/shielded. This condition shall be met at all times.

48. The provision of security and flood lighting shall be designed, constructed, located and maintained in accordance with Australian Standard 4282 – 1997 (Control of the obtrusive effects of outdoor lighting) and so as not to cause nuisance to the occupants of nearby properties or passing traffic. This condition shall be met at all times.

49. A suitable number and type of waste and recycling container/s shall be provided

and serviced not less than once per week or as approved by Council. All waste and recycling services must take into consideration the Queensland Waste Strategy particularly the objectives, principles and waste hierarchy and Council's Waste Reduction and Recycling Plan. This condition shall be met at all times.

50. Waste and recyclable materials produced on site shall be collected into designated bins and stored in a location that ensures:

- (a) All waste and recyclable material containers stand on an imperviously paved area; and
- (b) There is a suitable form of enclosure to conceal and secure the waste and recyclable material disposal area.

This condition shall be met at all times.

51. Putrescible waste must be collected at least every seven days and disposed of at an approved/authorised disposal site. This condition shall be met at all times.

52. Waste & Recycle containers are to be kept in a clean state and in good repair. Waste containers are to be provided with a tight fitting lid assembly designed to prevent ingress of pests and water. This condition shall be met at all times.

Requirements for Operational Works Applications

53. Submit operational works documentation in the form of detailed plans, drawings and calculations for Council review for compliance with the approval conditions and Council's general requirements. Submission of operational works documentation will include, but is not limited to:

- (a) All drawings must be checked, approved and signed by a current RPEQ with their registration number;
- (b) Two full sets of the engineering drawings in A3 size;
- (c) Calculations supporting stormwater management proposals (quantity and quality) are to be included; and
- (d) Details of extents of cut / fill of any earth works.

54. All road works shall be designed and constructed:

- (a) In general compliance with the Gatton Shire Planning Scheme, Austroads publications and Institute of Public Works Engineering Association Queensland Standard Drawings; and
- (b) To ensure the speed environment, geometry, sight distances, carriageway widths, lighting, bus stops, vehicle movements, on street parking other physical attributes are consistent with the function and role of the road or street in the transport network.

55. All driveways, car parking spaces and manoeuvring areas must be imperviously sealed and line marked in accordance with the requirements of Australian Standard AS2890 – Parking facilities.

56. All traffic signs and delineation shall be designed in accordance with the Manual of Uniform Traffic Control Devices (MUTCD).

57. All works on or near traffic shall be signed as per MUTCD Part 3 - Works on Roads.

A traffic management plan shall be submitted to Council for approval prior to any works being undertaken.

58. All above and below ground services potentially affected by the proposed works shall have alignment and level determined prior to any detailed design work or construction works being undertaken. Any conflicts associated with proposed and existing services shall be forwarded to the appropriate controlling authority by the developer for decision.
59. All silt management facilities including diversion drains, sediment basins and energy dissipation structures as necessary shall be designed, constructed and maintained in accordance with 'Best Practice Erosion and Sediment Control' published by International Erosion Control Association Australasia.
60. Should the road and/or the drainage network require cleaning up due to erosion and/or sediment from the development, then such works shall be at the expense of the developer. Such works shall be undertaken immediately where there is potential hazard to pedestrians and/ or passing traffic.
61. On completion of the works, a certificate must be submitted to Council by a RPEQ certifying that the works have been constructed in accordance with Council's construction standards and in compliance with the approved plans and specification. It is expected that the RPEQ will undertake the necessary inspections to make this certification. This condition is required to be met prior to acceptance of works as on maintenance.
62. Submit satisfactory evidence to Council of construction costs associated with the provision of municipal infrastructure subject to an 'on maintenance' defect liability period for approval as a basis for determining the necessary security bonds. This condition is required to be met prior to acceptance of works as on maintenance.
63. Payment of security bonds to be held by Council for the duration of the defect liability period must be paid prior to acceptance of works as 'on maintenance'. This condition is required to be met prior to acceptance of works as on maintenance.
64. Municipal works must be accepted on maintenance prior to commencement of use. A maintenance bond equal to 5% of the construction cost (minimum of \$1,000.00) will be retained by Council for a minimum period of twelve months, or until such time as the works are accepted off maintenance by Council.
65. For designs prepared by a private consultant, a Design Checking Fee (approval of engineering drawings) based on Council's estimated cost of the works shall be payable. The fee is to be paid prior to design approval being given. Refer to Lockyer Valley Regional Council current Fees and Charges for calculation of the fee.
66. Should any works associated with the development be carried out by agencies other than Council an Inspection Fee based on Council's estimated cost of the municipal works shall be payable. This fee is valid for six months from the date of this approval. Refer to Lockyer Valley Regional Council current Fees and Charges for calculation.

ADVICE

1. In carrying out the construction activity all reasonable and practicable measures must be taken to ensure that it does not harm Aboriginal Cultural Heritage (the

“cultural heritage duty of care”). Compliance with the cultural heritage duty of care will occur if the contractor is acting in accordance with gazetted cultural heritage duty of care guidelines and the Cultural Heritage Act 2003.

2. The Workplace Health and Safety Act 1995 and Australian Standard - AS 1742 Manual of Uniform Traffic Control Devices must be complied with in carrying out any construction works, and to ensure safe traffic control and safe public access in respect of works being constructed on a road
3. In accordance with the Plant Protection Act 1989 and the Plant Protection Regulation 1990, a quarantine notice has been issued for the State of Queensland to prevent the spread of the Red Imported Fire Ant (ant species *Solenopsis invicta*) and to eradicate it from the State.

Under Queensland legislation, fire ants are a notifiable pest and suspected sightings must be reported to Biosecurity Queensland. To report suspect fire ants please complete the online form or contact Biosecurity Queensland on 13 25 23.

It should be noted that the movement of Fire Ants is prohibited, unless under the conditions of an Inspectors Approval. More information can be obtained from the Department of Agriculture, Fisheries & Forestry

4. Hours of construction work shall be strictly in accordance with all relevant State legislation and policies in force at the time of the construction work.
5. Any noise or air pollution during construction shall be strictly in accordance with all relevant State legislation and policies in force at the time of the construction work.
6. Provision of suitable waste removal services and suitable number and type of waste containers, in accordance with the Environmental Protection Regulation 2008 and to the satisfaction of Council's Waste Reduction and Recycling Plan, for the storage of papers, plastics, cardboard, food scraps, used food containers and like wastes generated by workers on the site and Building construction and/or demolition wastes.
7. All waste collected/stored on site during construction shall be taken to an approved Waste Disposal Facility for disposal in accordance with current acceptance criteria and relevant fees and charges. Note: In Lockyer Valley Regional Council Local Government area, Gatton Landfill and Laidley Transfer Station are approved to accept building construction and demolition waste.

Report

1. Introduction

The development application, which was lodged on 7 April 2017, seeks a Development Permit for Material Change of Use for Short Term Accommodation and Relocatable Home Park.

2. Background

The application that was lodged on 7 April 2017 represents the culmination of almost 18 months of investigations by the developer and Council and negotiations between the developer and Council to secure investment in the delivery of quality accommodation for farm workers who are an essential element of the agricultural productivity of the Lockyer Valley. Further information on traffic impacts was provided by Pekol Traffic & Transport (PTT) on 19

May 2017 and 12 June 2017. The proposal plans were amended on 9 June 2017 pursuant to s.351 of SPA. The change is considered to be a minor change under s.353 of SPA and so the IDAS process does not stop.

3.0 Assessment

3.1 Subject Land

The subject land comprises Lot 1 SP270097 and Lot 2 RP204243. The lots are respectively 16.31ha and 19.94ha in area and together total 36.25ha.

3.2 Proposed Development

The application seeks Development Permit for Material Change of Use for Short Term Accommodation and Relocatable Home Park as defined by the Queensland Planning Provisions Version 2.0.

The development comprises backpacker accommodation for 288 persons, communal facilities for the patrons of the backpacker accommodation and 1 site for a relocatable home as Stage 1 and additional backpacker accommodation for 256 persons and 53 sites for relocatable homes as Stage 2 of the development. The amended proposal plans and drawings supplied on 9 June 2017 are provided as Attachment 1.

The backpacker accommodation element of the development for Stage 1 comprises the following:

- Four Type 1 buildings each being a single storey building containing 28 beds.
- Three Type 2 buildings each being a single storey building containing 24 beds.
- Four Type 3 buildings each being a single storey building, three of which contain 16 beds and one of which contains 8 beds.
- Two Type 4 buildings each being a single storey building containing 24 beds.

The total number of beds provided for Stage 1 is 288 beds, being $(4 \times 28) + (3 \times 24) + (3 \times 16) + (1 \times 8) + (2 \times 24)$. Stage 1 comprises all Type 1, Type 2, Type 3, and Type 4 buildings.

The communal facilities for the patrons of the backpacker accommodation, which are all to be provided as Stage 1 of the development, comprise the following:

- Building A being a 465m² existing hay shed that will continue to be used for this purpose.
- Building B being a 586m² bar, cafe and social space that incorporates a function/ dance area.
- Building C being a 556m² dining area, self-cook kitchens and two laundry rooms.
- Building D being a 317m² office administration and communal recreation facility being the reuse of an existing residence on the property.

The backpacker accommodation element of the development for Stage 2 comprises the following:

- Four Type 5 buildings – each being a single storey building containing 64 beds in a bunk bed configuration.

The total number of beds provided for Stage 2 is 256 beds, being (4×64) . Stage 2 comprises all Type 5 buildings.

In response to concerns raised during the public notification period, the location of Building B was amended to be on the eastern side of the internal driveway which is further from the existing residences in the Grantham estate.

The relocatable home park comprises 54 sites arranged along two internal cul-de-sacs. The application material indicates that each site is to accommodate a single detached two-bedroom residence with an attached carport. Of the 54 sites, one site is to be provided as Stage 1 and 53 sites are to be provided as Stage 2.

Access to all elements of the development will be by means of a single internal road leading into the land from Philips Road. The location of this road is indicated on the site plan in Attachment 1.

The planning report submitted with the application states that:

“... the Bar/Café/Social space will not be for the exclusive use of guests and members of the public will be welcome to visit and enjoy the communal facilities, which this development will offer.”

The development application however only seeks approval for the defined uses of Short Term Accommodation and Relocatable Home Park and has not sought approval for a Hotel which would be necessary for the bar, cafe and social space that incorporates a function/ dance area to be open to persons other than patrons of the backpacker accommodation. If these facilities are to be open to members of the public who are not being accommodated on-site a further development application for material change of use will need to be made and an approval for this use obtained.

3.3 Referral Agencies

As required by the *Sustainable Planning Regulation 2009* the application was referred by the applicant to the State Assessment and Referral Agency (SARA) as a result of the development having an impact on a State Controlled Road. The application was referred to SARA and SARA provided its response on 22 May 2017, which indicated that it has no requirements.

3.4 Public Notification

The application was publically notified from 11 May 2017 to 1 June 2017. A total of nine properly made submissions were received during the public notification period. In addition a further four submissions that were not properly made were received. These four submissions were not properly made because they did not contain the residential or business address of the person who made the submission. Section 305(3) of SPA provides that the assessment manager may accept a written submission even if the submission is not a properly made submission. Given the minor nature of the deficiency in the four submissions the issues raised have been considered however as the submissions are not properly made they will not confer rights of third-party appeal.

The matters raised in the 13 submissions together with a response to the matters raised are provided below.

Issue Raised	Response
The planning report submitted with the application contains errors and anomalies that should be rectified. For example at 3.1.7 it states that the site has direct access to Connors Road, which provides direct access to Grantham, but Connors Road is not near the site. Concern that the company proposing this development cannot pay attention to details.	There are a number of errors in the report including references on p.3 to the zonings under the Gattton Shire Planning Scheme, which are not applicable in the Grantham Development Scheme Area, and a reference on p. 7 to the site being adjacent to Western Drive. Council officers are aware of the planning instruments that are applicable and where the development is located and these errors and anomalies do not impact on the ability to assess the application.
Increased traffic on Victor Street during the construction of the development and when it is operational will reduce safety for children in the vicinity of the Grantham State School.	The traffic impact assessment prepared on behalf of the applicant by PTT and submitted with the application concludes that the proposed development is not expected to have a major adverse impact on the safety and efficiency of the local road network and does not recommend any works to improve safety in the vicinity of the Grantham State School for Stage 2 of the development. Council officers are not of this view and consider that larger 40km/hr school zone

	signs with flashing lights should be installed prior to the commencement of construction and a condition to this effect has been included in the recommendation.
Impacts on the safety and efficiency of the operation of Gatton-Helidon Road.	This road is a state-controlled road and the application was referred to the State Assessment and Referral Agency, which advised that it has no requirements.
The traffic impact assessment prepared by Pekol Traffic & Transport is completely null and void. The data is irrelevant and outdated (2014). The formula used to calculate parking demand is from 1995. Council should undertake an independent traffic impact assessment and extend the public notification period.	Council's technical officers have reviewed the traffic impact assessment and do not wholly agree with its conclusions. The conditions provided in the recommendation reflect the officer's professional assessment having regard to the traffic impact assessment prepared by PTT and the further information provided on 19 May 2017 and 12 June 2017. There is no legal ability to require the notification period to be extended.
There is no bus parking around grocery stores in Gatton, which will result in traffic congestion at these stores.	The responsibility for finding appropriate parking in Gatton will rest with the operator of the facility.
Visual amenity of high-density housing in what is a rural area. Landscaping should be required to be provided on the western side of the development.	The development comprises buildings of one storey only. Landscaping will be required to be provided, specifically with the intention of screening the buildings from the existing residential areas of Grantham.
The quality of the proposed buildings. No elements of the facility are in keeping with the current character of homes in Grantham.	The design of the buildings is of a high standard and finish. All buildings are of a single storey. The bulk of the buildings will be softened by landscaping.
The impact of noise on residences in the Grantham estate. Recourse if the entertainment aspect of the facility proves to be noisy.	The noise impacts should be no greater than the development of the land for houses as envisaged in the Grantham Reconstruction Area Development Scheme. The communal facility containing the cafe and bar, which will be the likely source of noise, will be conditioned to be soundproofed and air conditioned. The proposal has also been amended in response to concerns raised during notification to locate this facility further away from residences.
There should be restrictions on the hours of operation of the proposed cafe/bar/restaurant. Hours should be restricted to 6am to 10pm weekdays and 6am to midnight on weekends. Restrictions on partying and behavioural standards should be set for other parts of the development.	The proposed cafe/bar/social space will only be able to be used by patrons of the backpacker establishment. As a provider of workers for farms there will be a strong motivation to self-regulate behaviour.
Impact of traffic means that Philps Road should be upgraded from the Grantham township through to the Warrego Highway.	The traffic impact assessment prepared on behalf of the applicant by PTT and submitted with the application and the further information provided on 19 May 2017 and 12 June 2017 concludes that the proposed development is not expected to have a major adverse impact on the safety and efficiency of the local road network and does not recommend any works to improve Philps Road for Stage 1,
Horses and carts use Philps Road on a regular basis. There needs to be signage to warn road users of this.	Drivers of vehicles who encounter horses and carts are required to comply with the road rules. A condition has been recommended where advisory signs indicating horses ahead are installed on Philps Road.
Lack of facilities for the increased	The development includes facilities that will

community that will not have access to public transport and social infrastructure.	provide for the social and recreational needs and buses will be provided to enable patrons to access retail and other services in Gatton.
Other similar facilities in the vicinity have created enormous social disruption, drugs, criminality, domestic problems and other issues.	There are no similar facilities in the Lockyer Valley that provide high quality accommodation for farm workers.
Labour hire companies will not find work for backpackers unless they reside in accommodation they provide.	This will be a matter for the developer of the facility to resolve to ensure the success of the development.
Increased crime such as theft and anti-social behaviour from having a largely unknown populace with no permanent ties to the community.	The local rural economy already relies to a large degree on overseas backpackers for labour who are already present in the community. The accommodation of these workers in a quality facility with on-site management means the facility will have a low risk of being a source of criminal behaviour.
Backpackers will go directly from farms where they have been working to town for shopping without cleaning themselves up. The smell and look of dirty farmworkers can be considered offensive.	There proposed development will incorporate adequate laundry and bathroom facilities for patrons. As a rural community there is a reasonable acceptance in Gatton of farmworkers as an essential part of the community.
There is no environmental study of the land where the development will occur in respect of impacts on wildlife.	The land has previously been used for grazing and has been significantly modified to allow this use to occur
There is no information on the proposed on-site effluent disposal system. This needs to be addressed before the use commences.	An approval for the on-site effluent disposal system will need to be obtained before the use commences. The impacts of the system will be considered and addressed when an application for this facility is assessed. The location of the system is indicated on plans submitted with the application. It is noted it is on the eastern side of the development away from the existing residential areas.
Adequacy and quality of the water supply for the development. The bore water may not be suitable for drinking.	A condition has been recommended for inclusion in the approval requiring an adequate supply of potable water to be provided.
There need to be conditions in place to ensure the relocatable home park element is for the accommodation of over 55s only.	The application indicates that this element is designed to provide long-term retirement village style housing. It is likely that this will be the demographic that will be accommodated. Any condition on the planning approval that sought to restrict the ages of occupants would be expected to be unlawful.
Grantham is not centrally located to the Lockyer Valley's vegetable growing areas. is puzzling that Council is trying to isolate a large group of people visiting the area in a village with very few facilities.	The development provides accommodation for farm workers in a location that is accessible to farms where they will be working. The development is self-contained and buses will be provided to enable patrons to access retail and other services in Gatton.
Infrastructure charges have been discounted by Council.	Council provides discounts in infrastructure charges for development that is short-term accommodation and which provides accommodation for farm workers under its Development Incentives Infrastructure Charges Policy adopted on 10 February 2016.
Impact of the development on the ability of landlords to secure tenants to rent their houses in Gatton and Laidley.	The proposed backpacker accommodation will meet only part of the demand for accommodation across the Lockyer Valley.
The land should be retained for residential use to provide a safe haven out of the flood zone for the Grantham community.	The existing estate has achieved this purpose and the land swap program has concluded.

The backpacker and the over 55s development have merit but are incompatible uses and so the project may not be a success.	The developer is of the view that the two uses are compatible and is taking the financial risk in committing money to both elements.
Is there evidence that there is demand for this amount of backpacker and over 55s accommodation.	The developer is of the view that there is a demand and is taking the financial risk in committing money to the project.
Capacity to require only owner-occupiers in the over 55s element of the proposal.	Any condition that on the planning approval that sought to restrict residency to owner occupiers would be expected to be unlawful.
Consistency with the land use plan in the Grantham Development Scheme.	It is considered that the development is generally consistent with the Grantham Development Scheme.
The proposal will isolate backpackers from the community that has the potential to reinforce negative attitudes towards people from other cultures. It will also make the backpackers captive to the facilities at the development.	The application seeks approval for a backpacker establishment on the land at Grantham. Council cannot approve the proposal subject to it being in another location.
Capacity to restrict occupancy of the backpacker accommodation to farm workers only.	The application is for backpacker accommodation and the vast majority of backpackers that come to the Lockyer Valley come to work on farms.
If the development proceeds there is a concern there will be a detrimental impact on property values.	This is not a valid planning consideration.

3.5 Assessment – Grantham Reconstruction Area Development Scheme

The land subject of the application is located within that part of the Lockyer Valley where the Grantham Reconstruction Area Development Scheme is the relevant local planning instrument. The Development Scheme was brought into effect on 4 August 2011 under the provisions of the *Queensland Reconstruction Authority Act 2011*.

The Development Scheme, by means of a Land Use Plan and a Precinct Plan includes the land subject of the application in the Community Purposes, Recreation and Open Space, Residential Living – 1000-2000sqm Lots, and Rural Residential – 3000-10000sqm Lots land use zones and within the Residential Living 1, Rural Residential 1 and Parkside precincts.

The proposed development, while not strictly in accordance with the Land Use Plan and a Precinct Plan (which could be easily argued are far too prescriptive), is generally consistent with these elements of the Development Scheme in that it comprises a residential use over land that is largely, but not entirely, identified for residential development.

The Development Scheme utilises the definitions contained in the Queensland Planning Provisions Version 2.0 and as a result the proposed development falls within the use definitions of “short-term accommodation” and “relocatable home park”. The Tables of Assessment for the Community Purposes, Recreation and Open Space, Residential Living – 1000-2000sqm Lots, and Rural Residential – 3000-10000sqm Lots land use zones provide that these uses are impact assessable development in these zones.

3.6 Queensland Reconstruction Authority Act 2011

The *Queensland Reconstruction Authority Act 2011* requires at s.83(1) that:

“The assessment manager cannot grant a development approval for the development application if the development would be inconsistent with the land use plan for the development scheme unless –

(a) a preliminary approval under the Sustainable Planning Act is in force for the land; and

(b) the development would be consistent with the preliminary approval.”

As indicated above, the proposed development is considered to be generally consistent with the land use plan contained in the Development Scheme and so cannot be “inconsistent” with the land use plan. As a result the assessment manager is not prevented from granting a development approval by s.83(1).

3.7 Assessment – Adopted Infrastructure Charges Resolution

The proposed development will be serviced by a water supply that utilises QUU infrastructure but will not be serviced by QUU wastewater infrastructure. As a result QUU infrastructure charges for water will be applicable to the development.

Council’s Adopted Infrastructure Charges Resolution No.1 provides that infrastructure charges for the proposed uses are applicable as follows:

- Short-term accommodation Short Term Non-Permanent Accommodation
- Relocatable home park Short Term Non-Permanent Accommodation
- Short Term Non-Permanent Accommodation Charge Category
 - LVRC Charge \$5,400.00 per 1 or 2 bedroom unit
 - LVRC Charge \$6,250.00 per 3 or more bedroom unit
 - QUU Charge \$1,828.00 per 1 or 2 bedroom unit
 - QUU Charge \$2,116.00 per 3 or more bedroom unit

In relation to the above parameters the proposed development comprises:

- Backpacker accommodation comprising:
 - 4 x Type 1 buildings (each with 1 x 14 bedroom units) = 4 units
 - 3 x Type 2 buildings (each with 1 x 12 bedroom units) = 3 units
 - 3 x Type 3 buildings (each with 1 x 16 bedroom units) = 3 units
 - 1 x Type 3 building (each with 1 x 8 bedroom units) = 1 units
 - 2 x Type 4 buildings (each with 1 x 12 bedroom units) = 2 units
 - 4 x Type 5 buildings (each with 1 x 12 bedroom units) = 4 units
 - TOTAL = 17 x 3 or more bedroom units.
- Relocatable home park comprising 54 sites.

LOCKYER VALLEY REGIONAL COUNCIL CHARGES				
Charge Type	Description	Units	Rate	TOTAL
PROPOSED DEMAND – Stage 1		unit	\$/unit	
Charge	Short-term accommodation (3 or +)	13	\$6,250.00	\$81,250.00
Charge	Relocatable home park (1 or 2)	1	\$5,400.00	\$5,400.00
PROPOSED DEMAND – Stage 2		sites	\$/site	
Charge	Short-term accommodation (3 or +)	4	\$6,250.00	\$25,000.00
Charge	Relocatable home park (1 or 2)	53	\$5,400.00	\$286,200.00
TOTAL PROPOSED DEMAND				\$397,850.00
EXISTING DEMAND		lots	lot	
Credit	Vacant lots	2	\$12,500.00	\$25,000.00
TOTAL EXISTING DEMAND CREDIT				\$25,000.00
TOTAL PAYABLE				\$372,850.00

The development will, provided it satisfies the timing requirements of the policy, be able to benefit from the discounts for Council infrastructure charges provided in the Development Incentives – Infrastructure Charges Policy that was adopted by Council on 10 February 2016.

The total infrastructure charges payable with to Council the 50% discount is \$186,425.00. The Development Incentives – Infrastructure Charges Policy also provides that Council may by resolution provide a discount greater than those specified above where in the opinion of Council a particular development provides a substantial economic and/or community benefit to the Lockyer Valley.

In this instance the development will make a substantial contribution toward resolving serious social and safety issues related to the accommodation of workers for the region's farms. The economic benefits of securing appropriate accommodation for a workforce that is of vital to the operation of the region's major economic driver cannot be underestimated. Given that the impact of the development on trunk infrastructure networks for which Council levies infrastructure charges (roads, stormwater and open space) will be minimal and works on the road network have been recommended for inclusion as conditions it would be appropriate to waive the infrastructure charge of \$186,425.00.

3.7 Assessment – Engineering and Infrastructure Matters

Water and Wastewater

The land is not serviced by the QUU wastewater network but is serviced by the water supply network. Wastewater will need to be treated by an on-site wastewater treatment plant of an appropriate capacity.

External Roadworks – Philps Road

The traffic impact statement prepared by Pekol Traffic & Transport (PTT) and submitted with the application and the letter from PTT dated 19 May 2017 and 12 June 2017 providing further information on traffic issues indicate that widening of Philps Road to allow two- way vehicle movements on a sealed carriageway is not necessary for Stage 1 (i.e. up to 300 beds) as the traffic volumes generated by this stage of the development (124 vehicles per day) do not exceed 150 vehicles per day, which is the threshold for requiring a pavement that allows two-way vehicle movements on a sealed carriageway.

The initial assessment by PTT did not consider the fact that Philps Road continues under the highway and provides the only road access to 13 properties in Grantham and Ringwood located to the north of the highway. Further advice was provided by PTT on 12 June 2017, which indicates that even when allowing for the traffic generated by the 13 properties the additional traffic on Philps Road generated by the development does not require widening for Stage 1 of the development.

While road widening is not required for Stage 1, it is considered that a reduction in the speed limit to 50km/hr should be applied.

Widening of Philps Road to an 8m wide seal is necessary as part of Stage 2 due to:

- the additional traffic impacts caused by the development;
- adjoins onto an existing 8m sealed section of Philps Road; and
- it provides for two carriageways of 3.5m wide and seals 0.5m of shoulder.

Council's LVRC Road Hierarchy Table requirements for a Rural Access Street is for a minimum 6m wide seal 2 x 3m wide carriageways, catering for a maximum catchment of 400 vehicles/ day and a design speed of 50km/h.

External Roadworks – Victor Street

The impact of increased traffic on the safety of children attending the Grantham State School was raised in a number of submissions. The PTT traffic impact statement did not indicate that any works were required in Victor Street however the further information provided on 19 May 2017 indicates that school zone treatment should be provided when Stage 2 is built. For the reasons outlined above in the discussion on Philps Road it is considered that the school zone treatment should be provided for Stage 1 and that given the additional traffic generated during construction of the development it should be provided before construction commences. It is

also considered that enhanced school zone speed limit signs (with yellow flashing lights) should be provided instead of the standard school zone speed limit signs.

Internal Works

The internal roadways, car parking areas and manoeuvring areas are to be constructed to a sealed standard. This will be assessed through a future operational works application.

The existing access driveway from Philps Road cannot be used for access to the development after commencement of use for the following reasons:

- it is not identified as being retained in the plans or reports submitted with the application as an access to the proposed development;
- its current alignment crosses a separate lot (Lot 2 SP270095) which is not subject of the development application; and
- both the planning report prepared by Murray & Associates and the traffic impact statement prepared by Pekol Traffic & Transport submitted with the application states that the access on the plans is the only access for the development.

Stormwater Management

The development will be required to manage stormwater so that impacts on downstream properties and Philps Road are not worsened. This will be assessed through a future operational works application.

3.8 Further Approvals Required

Building works

Plumbing and drainage works

Operational works – external roadworks

Operational works – internal driveways, manoeuvring and vehicle parking areas

Operational works – stormwater drainage

Operational works – lighting

Operational works – landscaping

DERM approval for Sewage Treatment Plant

QUU Water approval

4. Policy and Legal Implications

There are no policy or legal implications that arise from the recommendation provided in this report.

5. Financial and Resource Implications

There are no financial or resource implications that arise from the recommendation provided in this report. The waiving of infrastructure charges will have minimal implications on Council's finances given there are no impacts on the road, parks or stormwater networks that have not been covered by conditions included in the Officer's Recommendation.

6. Delegations/Authorisations

There are no implications for either delegations or authorisations arising from the recommendation provided in this report.

7. Communication and Engagement

The decision of Council will be formally communicated to the applicant and all persons who lodged a properly made submission in accordance with the requirements of SPA.

8. Conclusion

The proposed development is recommended for approval subject to the conditions provided in the Officer's Recommendation.

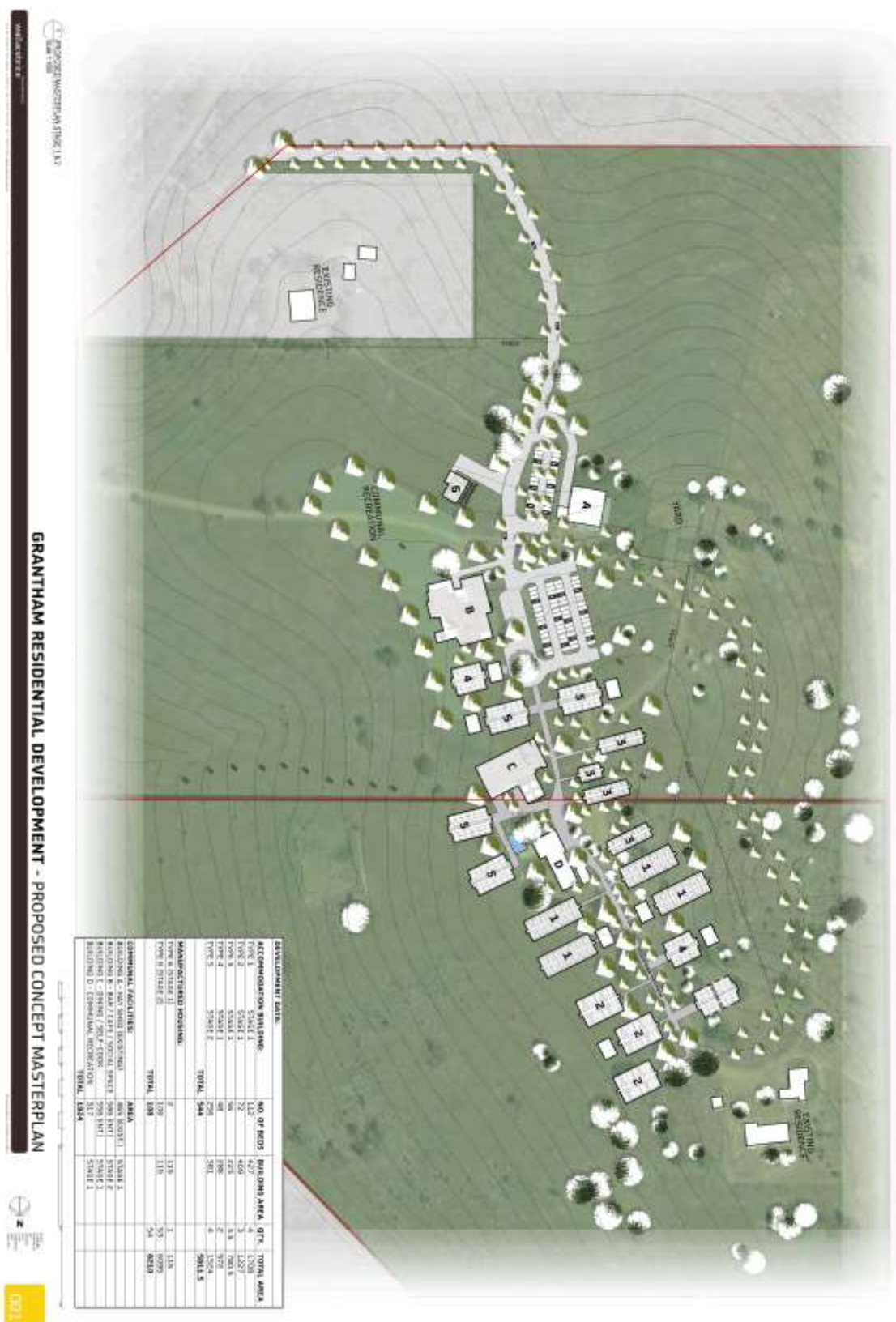
9. Action/s

That the application be approved subject to the conditions provided in the Officer's Recommendation.

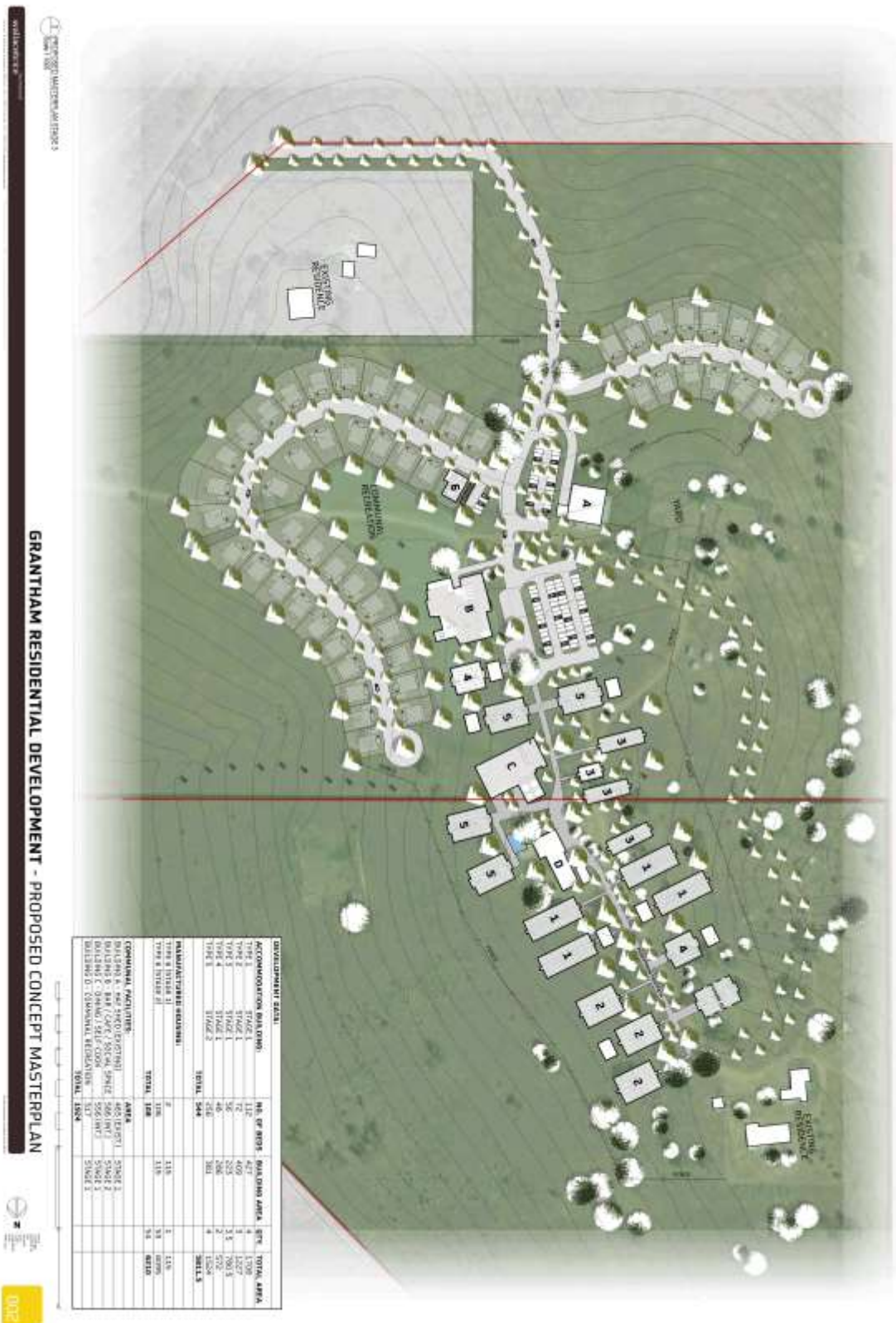
Attachments

1 [View](#) Attach 1 12 Pages

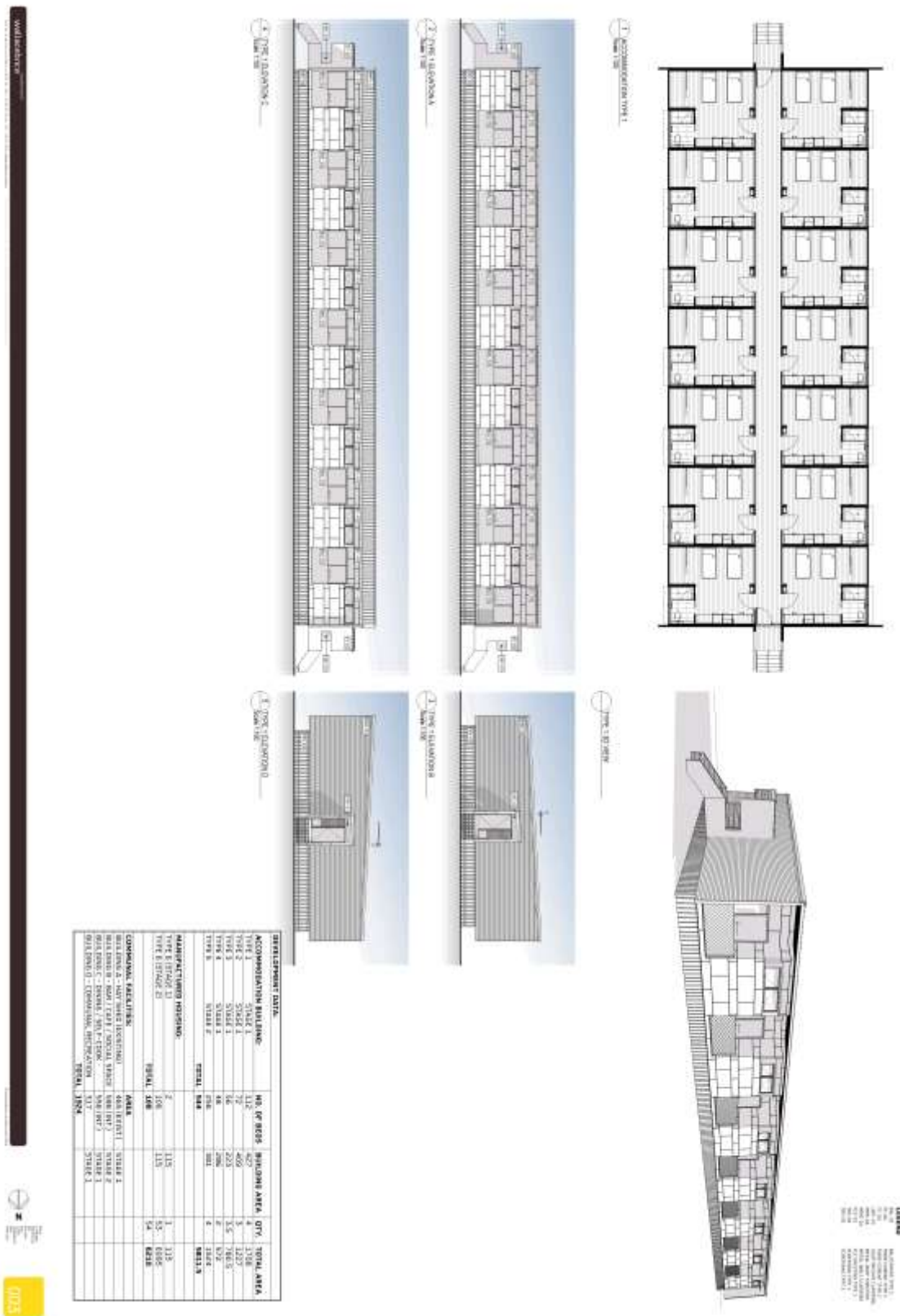
**ORDINARY MEETING OF
COUNCIL SUPPLEMENTARY
AGENDA
14 JUNE 2017**



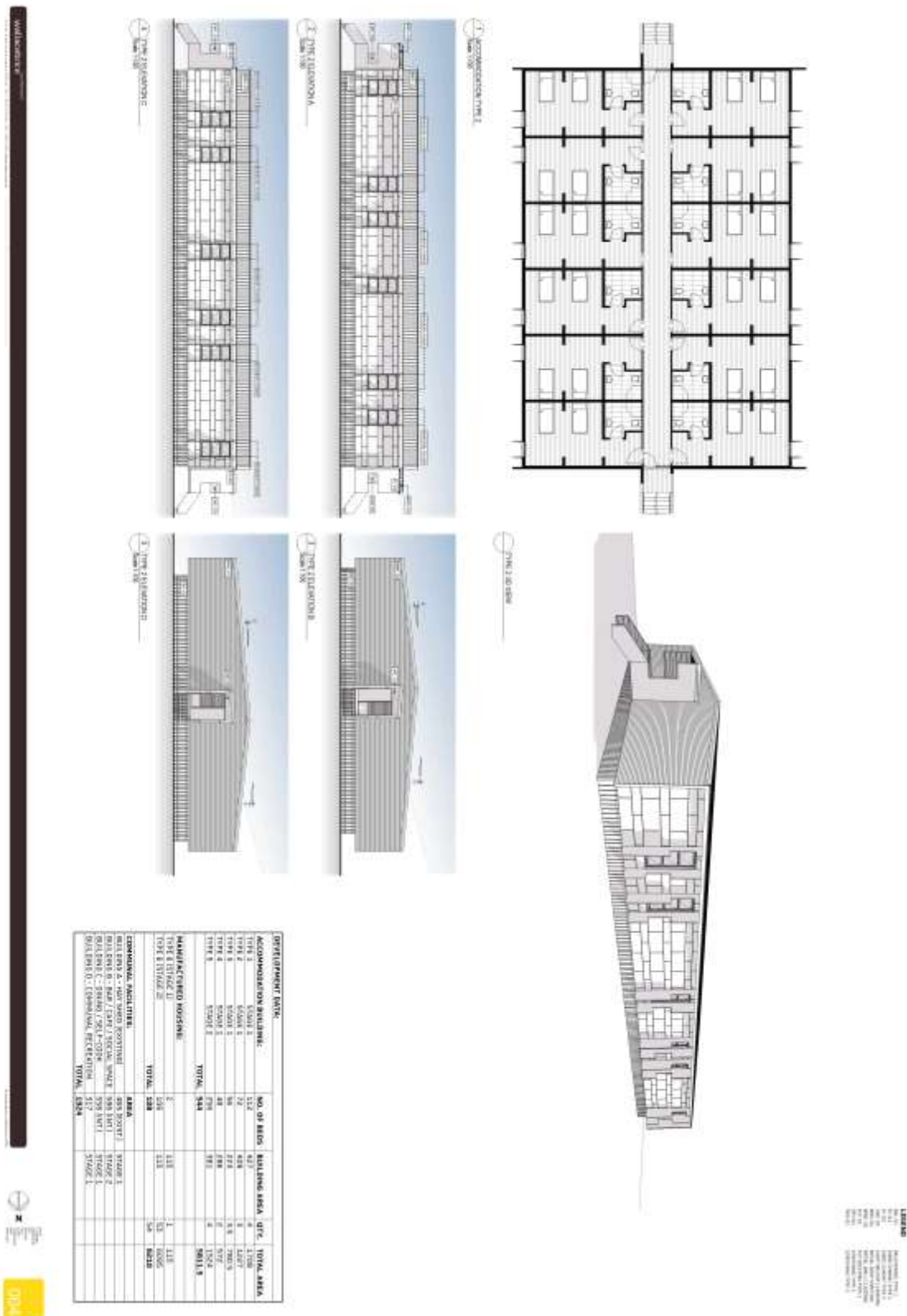
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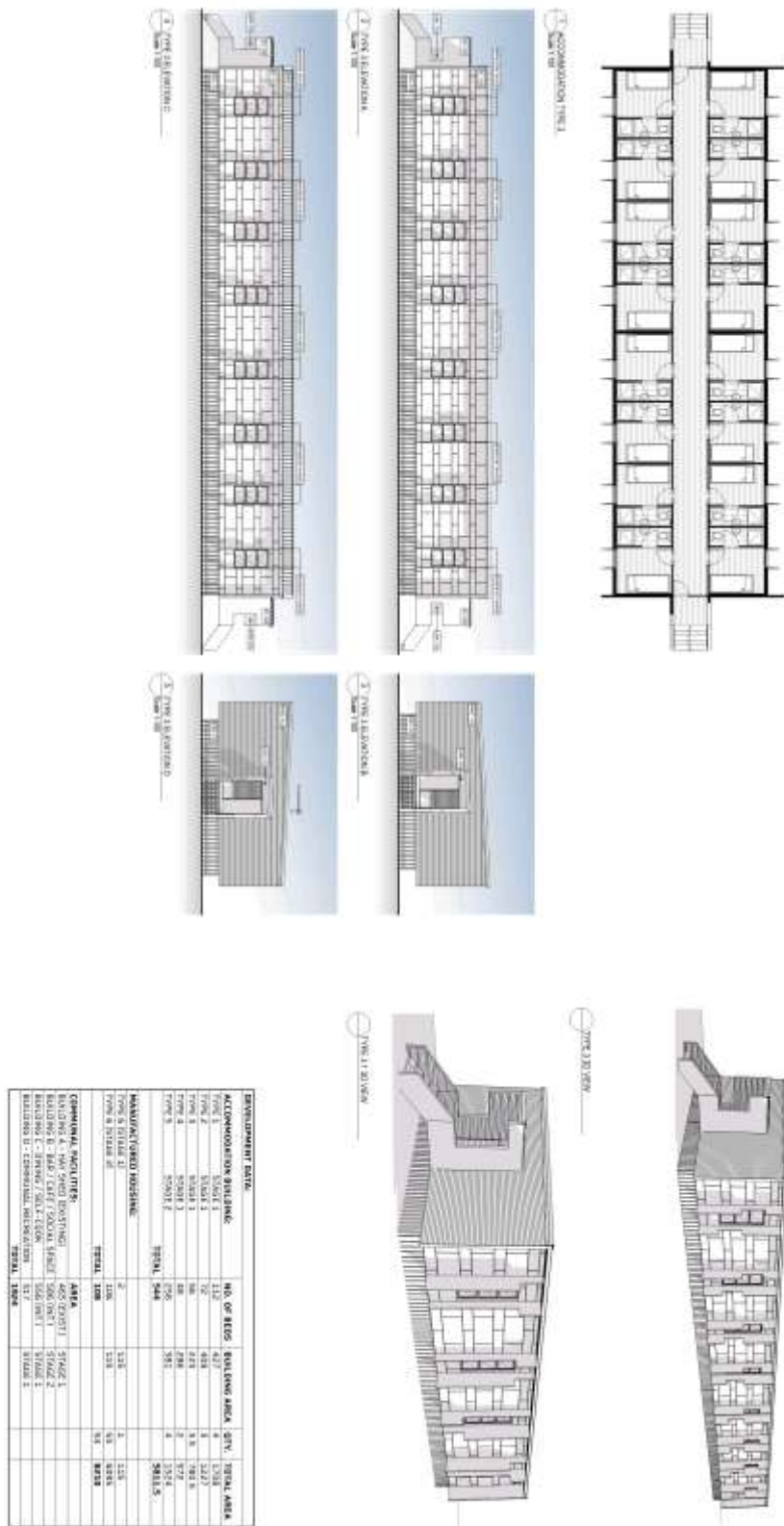


ORDINARY MEETING OF COUNCIL SUPPLEMENTARY AGENDA 14 JUNE 2017

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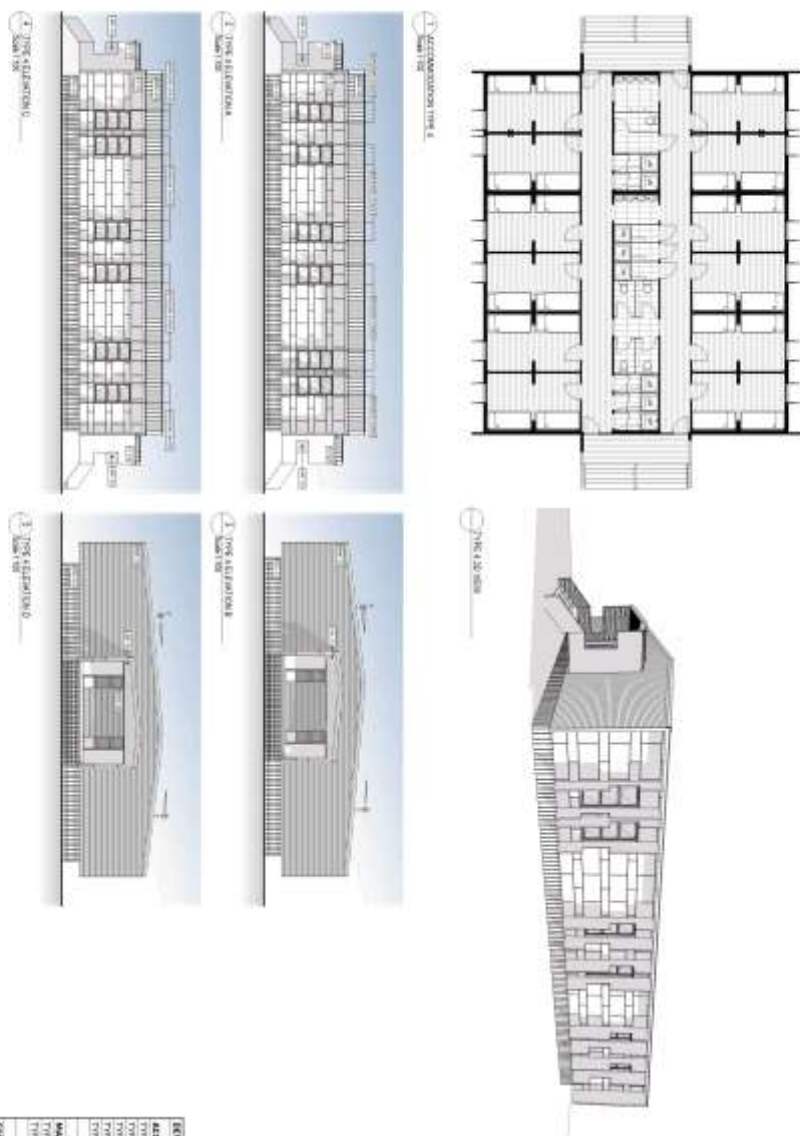


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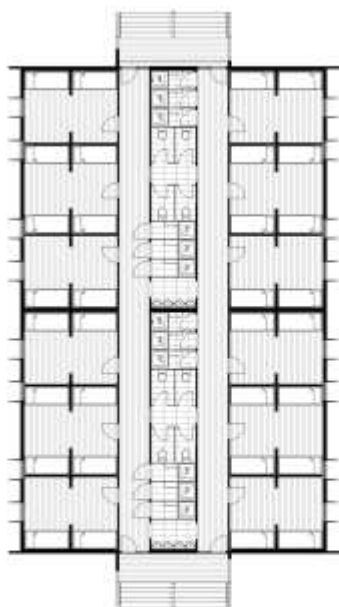
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TYPICAL 3	112	4,17	4,17
TYPICAL 4	112	4,17	4,17
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TYPICAL 100	112	4,17	4,17

**ORDINARY MEETING OF
COUNCIL SUPPLEMENTARY
AGENDA
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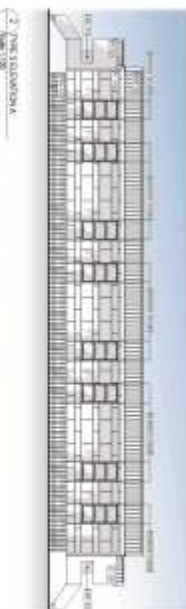


DEVELOPMENTAL DATA					
ACQUISITION OF VERBAL SKILLS		NO. OF BARS	REPEATING AREA	QTY.	TOTAL AREA
TYPE 1	0.0184 8	11.2	4.27	8	2.0112
TYPE 2	0.0184 8	11.2	4.27	8	2.0112
TYPE 3	0.0184 2	3.6	2.75	4	1.1004
TYPE 4	0.0184 2	3.6	2.75	4	1.1004
TYPE 5	0.0184 2	3.6	2.75	4	1.1004
TOTAL		36.8	17.09	28	5.9136
MAINTENANCE ACTIVITY REQUIREMENTS					
TYPE 6 (50000 2)		2	1.15	4	1.15
TYPE 6 (50000 2)		2	1.15	4	1.15
TOTAL		4.08	2.30	8	2.30
COMBINED TOTALS					
TOTAL		40.88	19.39	36	8.2136
REMARKS: 1 - 100% OF TOTAL AREA					
REMARKS: 2 - 100% OF TOTAL AREA					
REMARKS: 3 - 100% OF TOTAL AREA					
REMARKS: 4 - 100% OF TOTAL AREA					
REMARKS: 5 - 100% OF TOTAL AREA					
TOTAL		40.88	19.39	36	8.2136

**ORDINARY MEETING OF
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AGENDA
14 JUNE 2017**

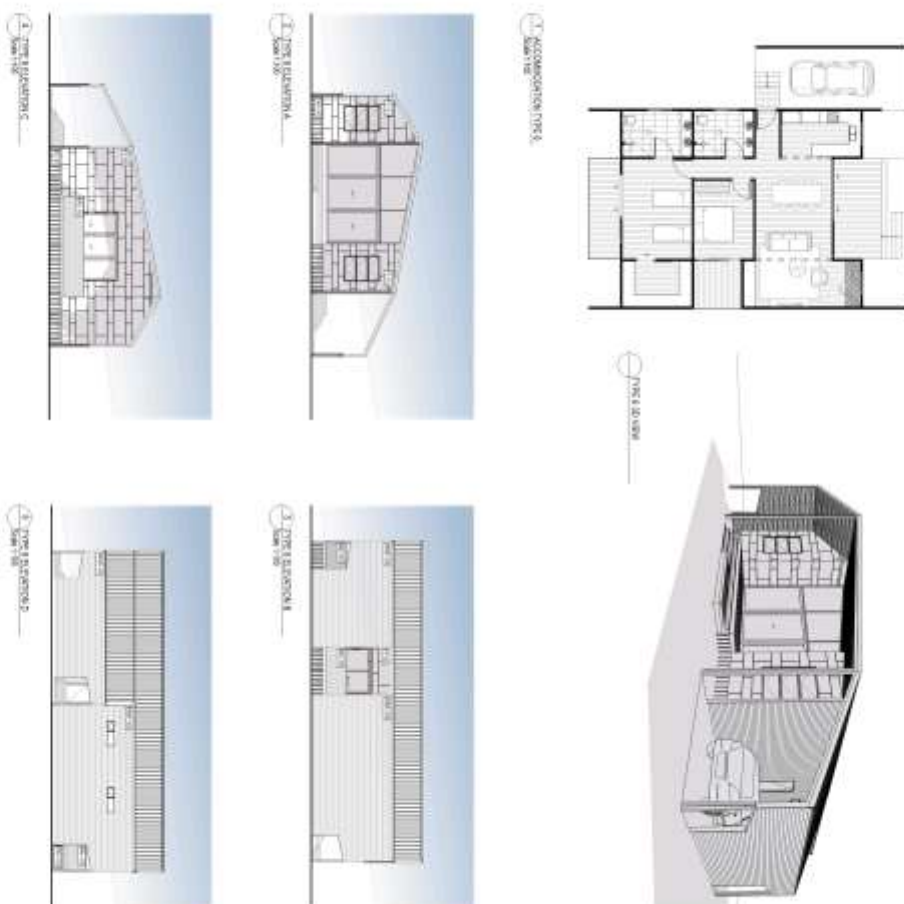


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COMPLETION DATE			
CONSTRUCTION OF BUILDING			
TYPE 1	NO. OF BIDS	BUILDING AREA	TOTAL AREA
TYPE 2	112	477	4
TYPE 3	22	484	8
TYPE 4	20	476	10
TYPE 5	40	480	2
TYPE 6	205	381	4
TOTAL		344	5041.5
MANUFACTURING FACILITIES			
TYPE 1 (BUILDING 2)			
TYPE 2 (BUILDING 3)			
TYPE 3 (BUILDING 4)			
TYPE 4 (BUILDING 5)			
TYPE 5 (BUILDING 6)			
TOTAL	206	238	1.5
TOTAL		550	5043
COMMUNITY FACILITIES			
BUILDING 1 - DAY-CARE CENTER	45	2057	1
BUILDING 2 - DAY-CARE CENTER	45	2057	1
BUILDING 3 - DAY-CARE CENTER	45	2057	1
BUILDING 4 - DAY-CARE CENTER	45	2057	1
BUILDING 5 - DAY-CARE CENTER	45	2057	1
BUILDING 6 - DAY-CARE CENTER	45	2057	1
TOTAL	270	12284	6

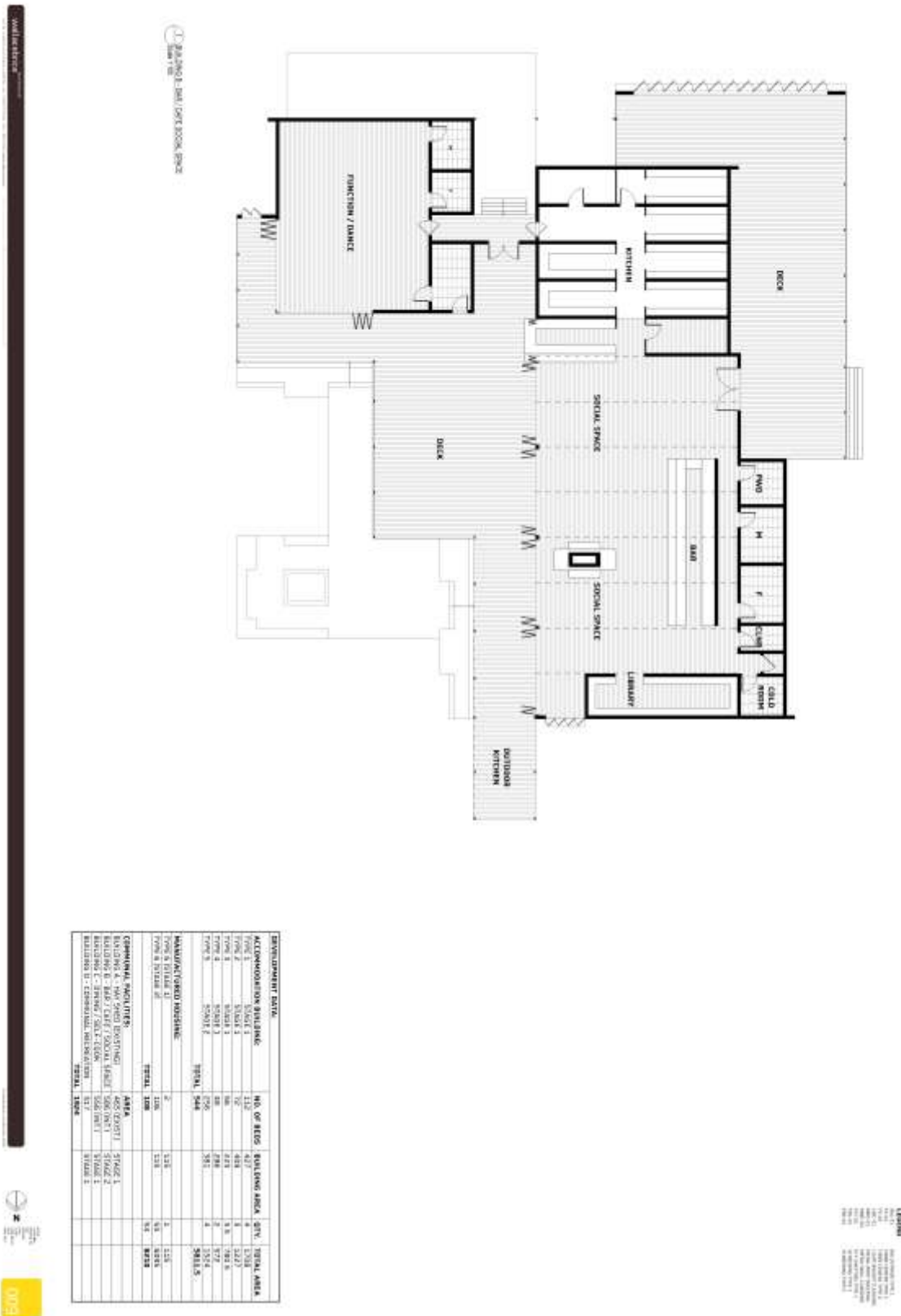
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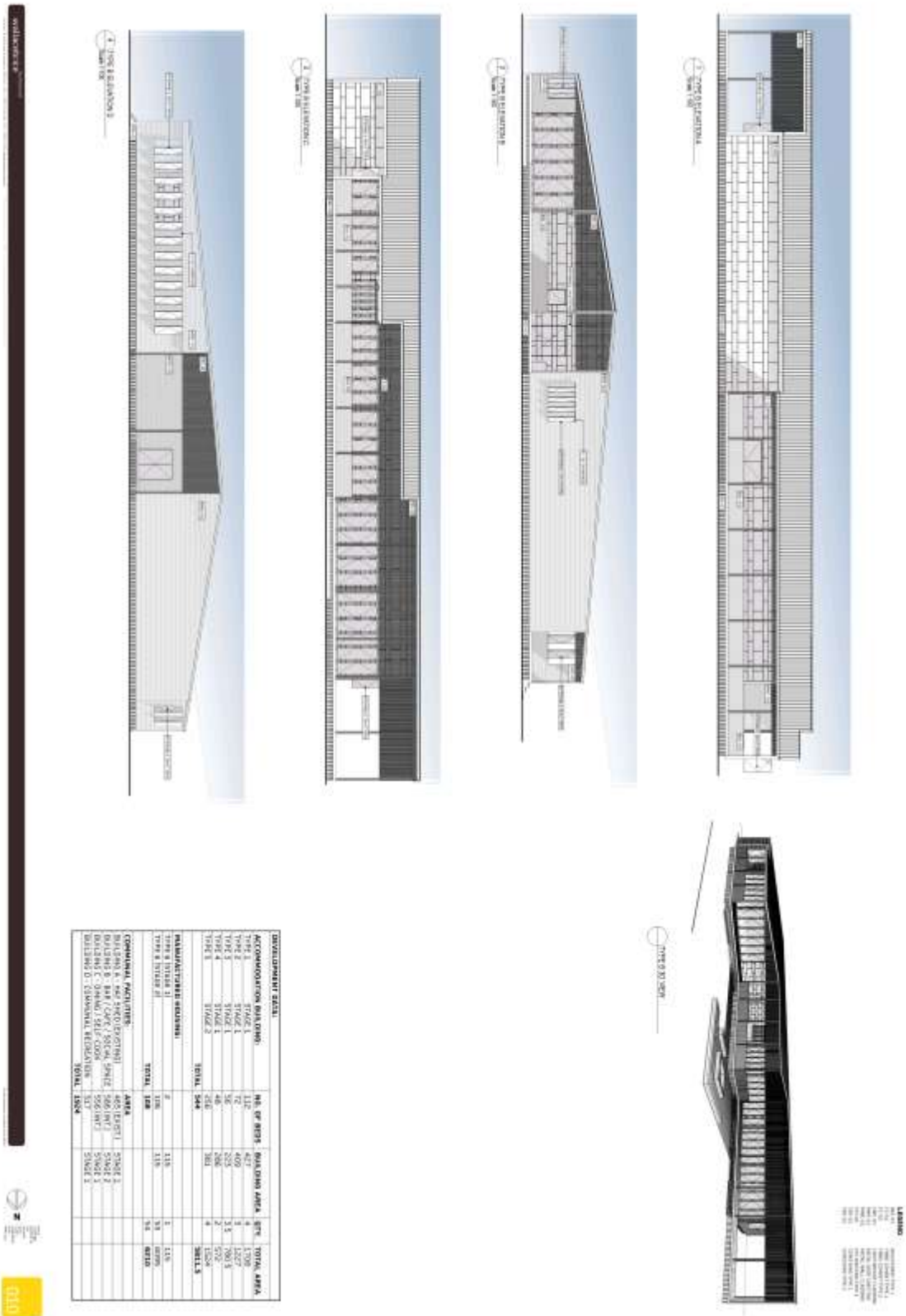
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ACQUISITION DATE:			
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TYPE 4	STAGE 1	406	8.47
TYPE 5	STAGE 1	10	0.21
TYPE 6	STAGE 1	5	0.10
TYPE 7	STAGE 1	48	1.00
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TYPE 76	STAGE 2	1	0.02
TYPE 77	STAGE 2	1	0.02
TYPE 78	STAGE 2	1	0.02
TYPE 79	STAGE 2	1	0.02
TYPE 80	STAGE 2	1	0.02
TYPE 81	STAGE 2	1	0.02
TYPE 82	STAGE 2	1	0.02
TYPE 83	STAGE 2	1	0.02
TYPE 84	STAGE 2	1	0.02
TYPE 85	STAGE 2	1	0.02
TYPE 86	STAGE 2	1	0.02
TYPE 87	STAGE 2	1	0.02
TYPE 88	STAGE 2	1	0.02
TYPE 89	STAGE 2	1	0.02
TYPE 90	STAGE 2	1	0.02
TYPE 91	STAGE 2	1	0.02
TYPE 92	STAGE 2	1	0.02
TYPE 93	STAGE 2	1	0.02
TYPE 94	STAGE 2	1	0.02
TYPE 95	STAGE 2	1	0.02
TYPE 96	STAGE 2	1	0.02
TYPE 97	STAGE 2	1	0.02
TYPE 98	STAGE 2	1	0.02
TYPE 99	STAGE 2	1	0.02
TYPE 100	STAGE 2	1	0.02
TOTAL		344	583.5

GENERAL NOTES:				
1. ALL WORK IS TO BE DONE IN ACCORDANCE WITH THE LATEST EDITIONS OF THE AIAA STANDARD SPECIFICATIONS FOR THE CONSTRUCTION OF AIRCRAFT.				
2. ALL WORK IS TO BE DONE IN ACCORDANCE WITH THE LATEST EDITIONS OF THE AIAA STANDARD SPECIFICATIONS FOR THE CONSTRUCTION OF AIRCRAFT.				
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TOTAL				344

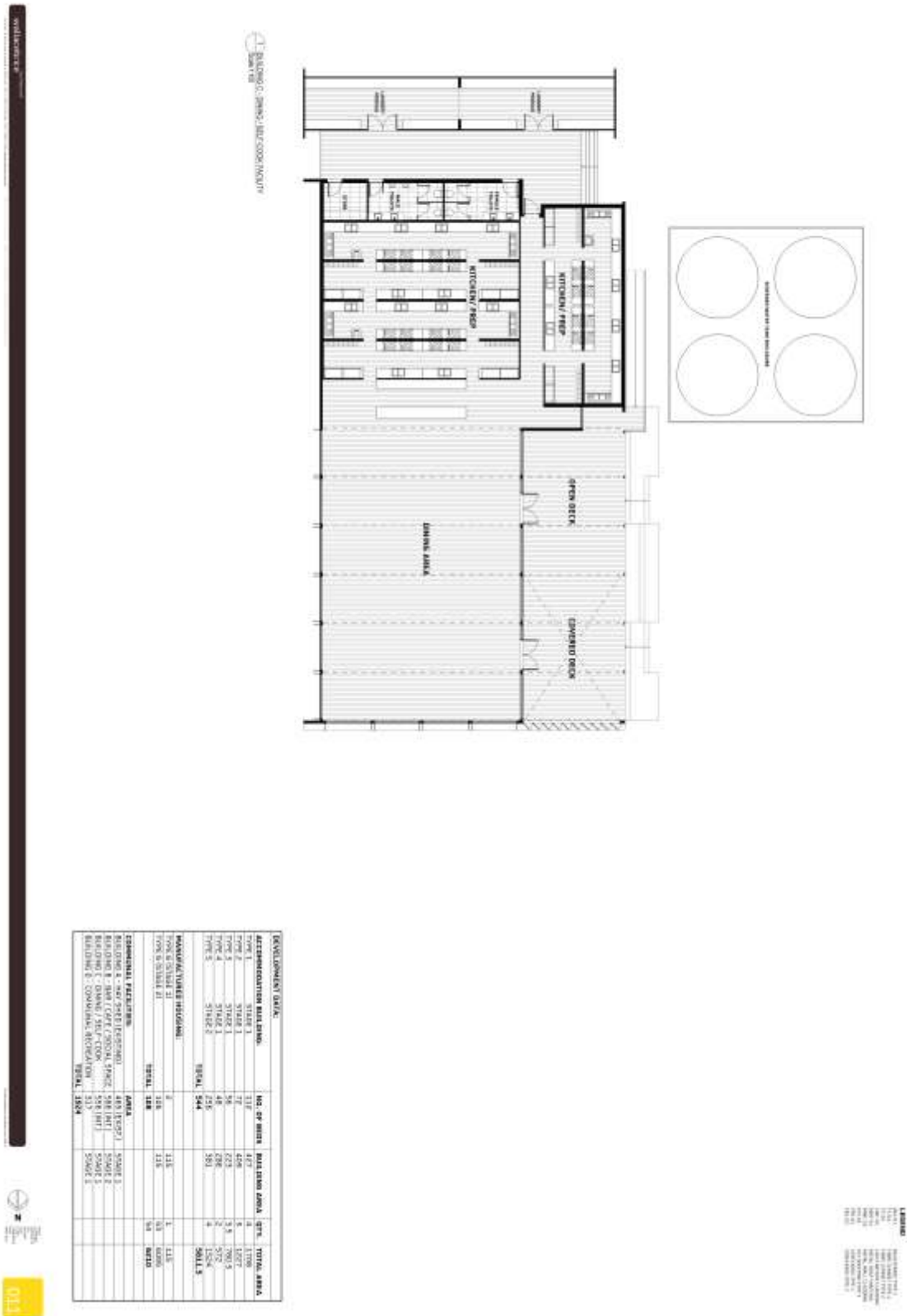
ORDINARY MEETING OF COUNCIL SUPPLEMENTARY AGENDA 14 JUNE 2017



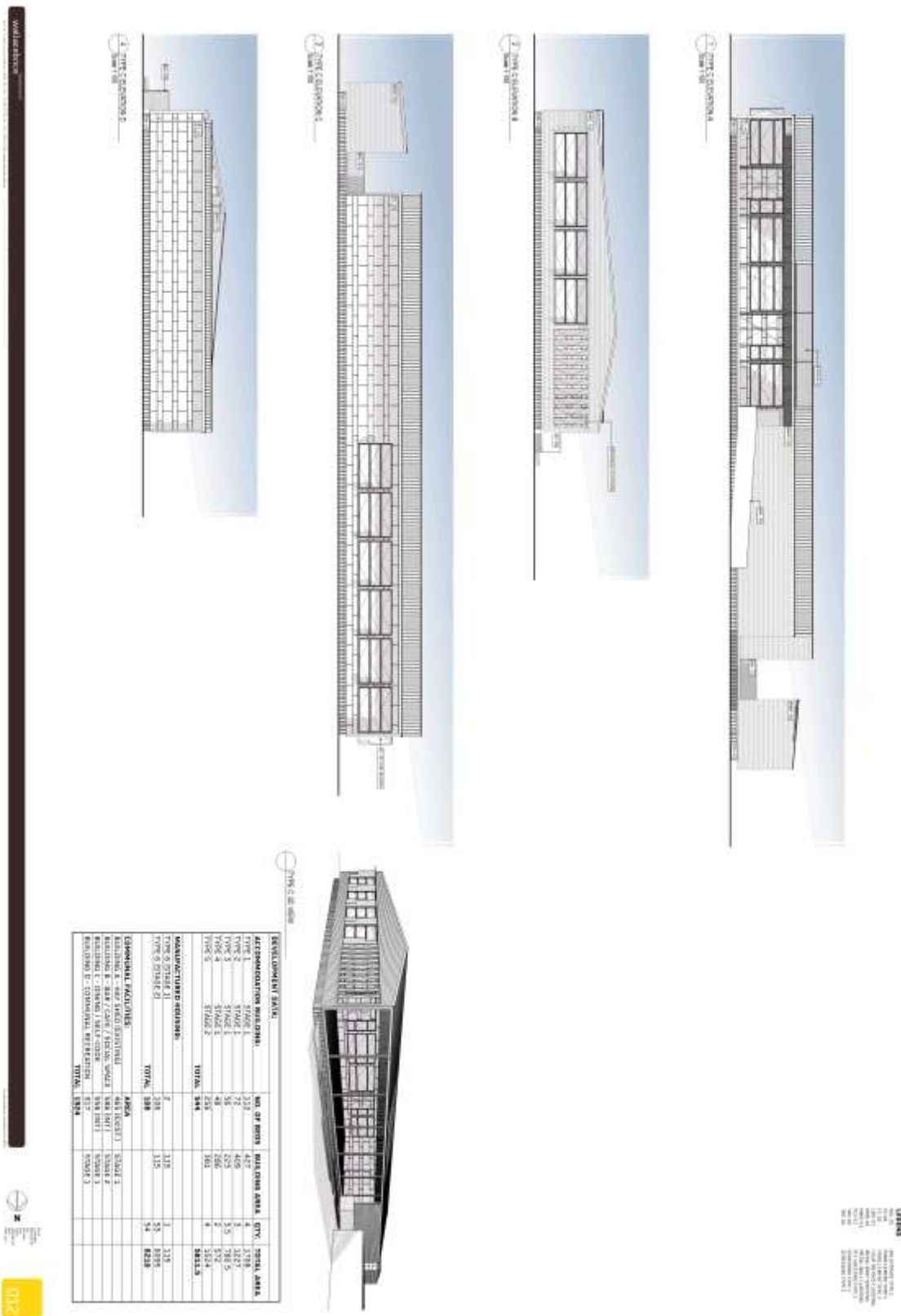
ORDINARY MEETING OF COUNCIL SUPPLEMENTARY AGENDA 14 JUNE 2017



**ORDINARY MEETING OF
COUNCIL SUPPLEMENTARY
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ORDINARY MEETING OF COUNCIL SUPPLEMENTARY AGENDA 14 JUNE 2017



**ORDINARY MEETING OF
COUNCIL SUPPLEMENTARY
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14 JUNE 2017**

15. CONFIDENTIAL ITEMS

15.4 Expressions of Interest Submission to Racing Queensland

Date: 12 June 2017
Author: Jason Harm, Manager Regional Development
Responsible Officer: Ian Church, Chief Executive Officer

That the above item be considered in Closed Session to the exclusion of the press and public in accordance with Section 275 (1) (e) of the Local Government Regulation, 2012, as the matter involves contracts proposed to be made by it.

Summary:

The purpose of this report is for Council to consider the Expressions of Interest process being undertaken by Queensland Racing seeking the development of harness and/or greyhound racing facilities in the South East Queensland region.