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**SHIRE OF
CARPENTARIA**

Housing Strategy

Carpentaria Shire Council
www.carpentaria.qld.gov.au

October 2023

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Strategy adopted by Council at the Ordinary General Meeting held in Karumba on 11 September 2023.





Introduction

The development of a Carpentaria Shire Council Housing Strategy was identified in the Local Housing Action Plan (LHAP) and this Strategy has been developed to capture and monitor the outcomes and actions needed from the Carpentaria Shire Council to address the housing issues that face the Carpentaria Region.

Introduction

Like many Councils in Western Queensland, and to a larger extent across the Nation, Carpentaria Shire Council is greatly concerned by the housing crisis. The housing crisis is having a significant impact on the social and economic fabric of the community and requires action by all levels of government as well as the broader community. The Carpentaria Shire has a finite supply of developable urban land and housing supply is almost non-existent with evidence of overcrowding within the community.

Council understands that it has a role in engaging with others to work towards a housing solution before these social and economic impacts worsen. In December 2022 Carpentaria Shire Council (the first of the Western Queensland Alliance of Council (WQAC) member Councils) endorsed the Local Housing Action Plan (LHAP), a comprehensive plan that identified key focus areas and response opportunities in relation to housing in the Shire. The LHAP identified the need for a Carpentaria Shire Council Housing Strategy and the development of this strategy sets the focus for Council as it related to its role in the housing crisis.

This Housing Strategy seeks to set a clear plan for Councils involvement in relation to housing in Carpentaria Shire and provides for regular monitoring and review to ensure our outcomes and actions as set out in this strategy are achieved, to enable investment, housing choice (there must be other options to single dwellings on large lots), diversity, and affordability to meet the current and future needs of the community and we provide for our own needs for housing in the process.

Critical to the success of this strategy will be ongoing partnerships and frank and open conversations with the State and Federal Government, with other community housing providers, (all of whom are members of the LHAP Advisory Committee) and with the Carpentaria community. In essence this can be summarized as ensuring there is the right amount of housing, of the right type and size, in the right place and with the right tenure for our community and is affordable.

As we have mentioned the Carpentaria Shire Council is not alone in the struggle to assist its residents with the availability of basic housing needs and acknowledges the challenges other surrounding Councils are also facing. Council recognises it is going to take commitment and partnerships at all levels of Government as well as industry and community groups to address the housing challenges.

If tourism can continue to grow, mining sector further develop, and agriculture diversify further than those sectors would bring additional population growth and demand for housing. If the economy doesn't continue its current growth path or diversify, then housing demand may soften in future. But the balance of probabilities would suggest demand for housing will remain robust into the foreseeable future. For further information on the economic impacts and future economic development please reference the Council's Economic Development Strategy available on the Website

All the documents in relation to the Housing Challenges and what the Council is doing are available on the Council website at <https://www.carpentaria.qld.gov.au/advocacy>

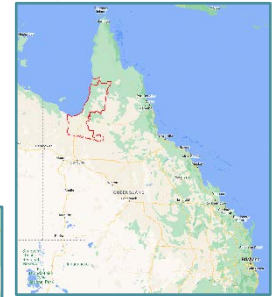
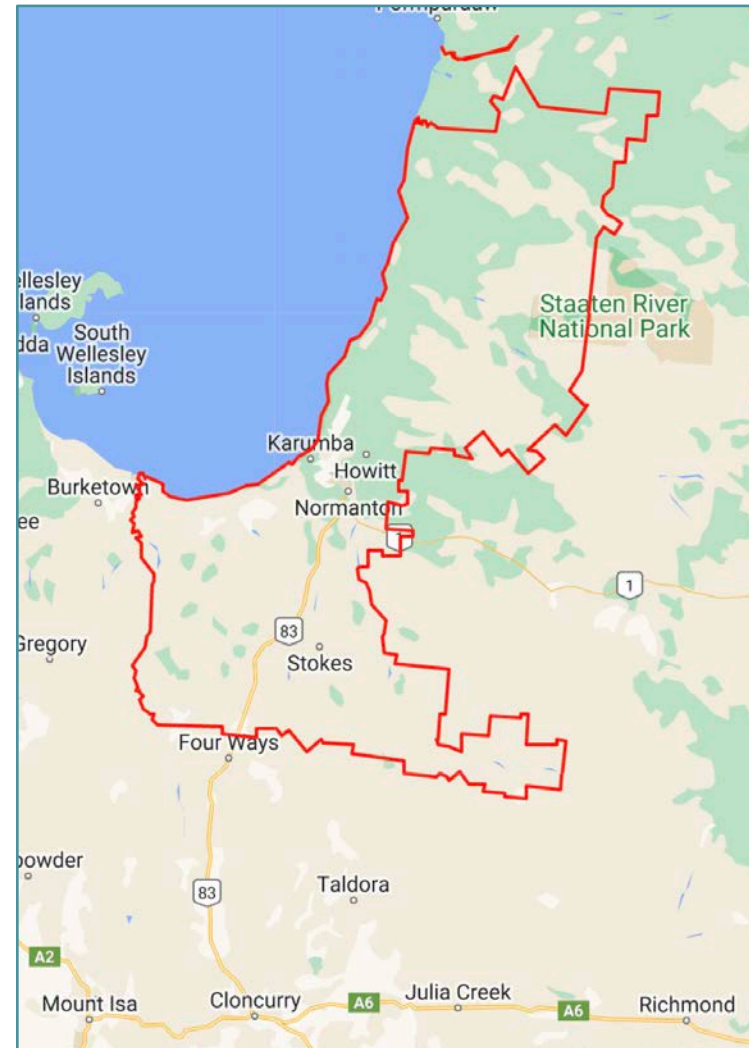
Carpentaria Shire Council key details

- Carpentaria Local Government Area (LGA) has a total land area of 64,121 km².
- Normanton is the main population centre and is located approximately 2,066km, or 22.5-hours' drive, north-west of Brisbane. Cairns is 678km to the east, an 8-hour drive.
- Karumba is the shire's other centre north of Normanton located at the mouth of the Norman River on the Gulf of Carpentaria.
- The community supports a mix of industries with agriculture, being a primary focus through beef production and commercial fishing.
- The region also has a growing tourism sector, with visitors drawn to coastal areas, scenic landscapes, cultural experiences, recreational fishing, and spectacular sunsets.

Why have a Housing Strategy

The purpose of this strategy is to set a clear vision and establish key outcomes and an action plan for Carpentaria Shire Council, about accommodating residents now and into the future. It is a statement to the community of how committed Council is to being part of the housing solution, including housing solutions for visitors and contractors.

The strategy will guide Council decision making, inform planning policy and Council actions and investment regarding planning for and achieving the necessary housing across the Shire, to ensure we cater for all housing needs and particularly those of the most vulnerable in our community. An increased level of commitment, resourcing and investment is necessary if Council is to have some impact on addressing the housing challenges.



Clarifying Housing Terminology

It is important to be clear about terminology and what is meant by each type of housing, there is often confusion or misunderstanding of these terms. Some are defined through State legislation and for clarity, throughout this document have the meaning outlined below.

Terminology	Clarification
Affordable Housing	Housing that is appropriate to the needs of households with low to moderate incomes, if the members of the households will spend no more than 30% of gross income on housing costs. (Defined in the Planning Regulation 2017) As an example, housing subsidised through the National Rental Affordability Scheme (NRAS) Households spending greater than 30% of gross income on housing costs are living in housing stress
Affordable Living	Affordable living means the total cost of living, including the dwelling cost or cost of renting a dwelling in addition to, the costs of living, including accessing employment, services, open space, family, and friends. (Defined in the Qld State Planning Policy 2017) Transport costs are a significant component of living costs, especially for residents further from established centres.
Social Housing	Housing for a residential use, other than crisis accommodation, that is either provided by: <ul style="list-style-type: none"> • the state as public housing, as defined in the Planning Regulation 2017; or • an entity other than the state (e.g., a not-for-profit organisation or local government) as community housing. (Defined in the Qld State Planning Policy 2017)
Public Housing	Housing provided by, or for, the State or a statutory body representing the State: - <ul style="list-style-type: none"> • for short- or long-term residential use; and • totally or partly subsidised by the State or a statutory body representing the State. It includes services provided mainly for residents of the housing. (Defined in the Planning Regulation 2017)
Accessible Housing	Dwelling/s designed to Liveable Housing Australia - Liveable Housing Design Guidelines Platinum level or National Disability Insurance Scheme (NDIS) Specialist Disability Accommodation Design Standard of fully accessible or high physical support.
Crisis Housing	Provision of short-term accommodation to people who are homeless or at risk of homelessness, individuals or families escaping domestic violence or in crisis, to assist them to move towards independent living. It is not a replacement or duplication of other forms of social housing.



Terminology	Clarification
Build-to-Rent	Residential developments focussed on providing secure, long-term rental tenancies rather than upfront sales. Build-to-rent provides an opportunity for discounted rental housing this can be achieved by the private sector or through partnering with government.
Key Worker	Any employees in services that are essential to the functioning of Carpentaria Shire but who earn low to moderate incomes, and whose work role requires them being physically present at a place of work rather than being able to work from home. This includes health workers, teachers, emergency services, personal support workers, transport workers, hospitality and accommodation workers, retail workers, tradespeople, and many others.





Community Snapshot

The information to follow provides a snapshot of the demographic characteristics and housing characteristics that have been obtained from the Census and other sources. Some of this needs to be further reviewed for accuracy and will be undertaken as part of the Local Housing Action Plan (LHAP) Advisory Committee's work.

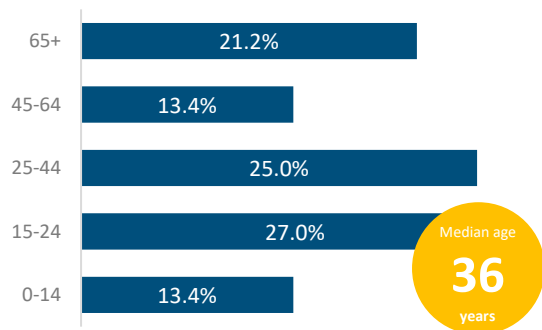


Key Demographic Characteristics

Estimated resident population is **2090** and is projected to reduce to **2078** by 2041 (-0.57 %)

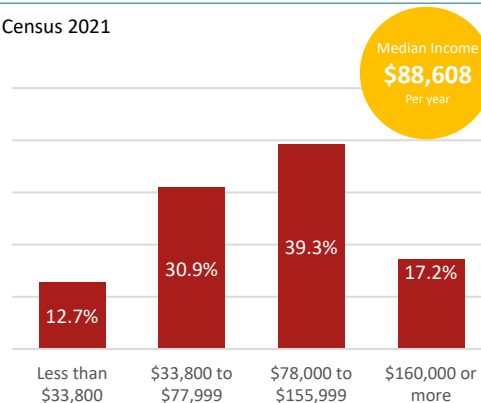
Age

Census 2021



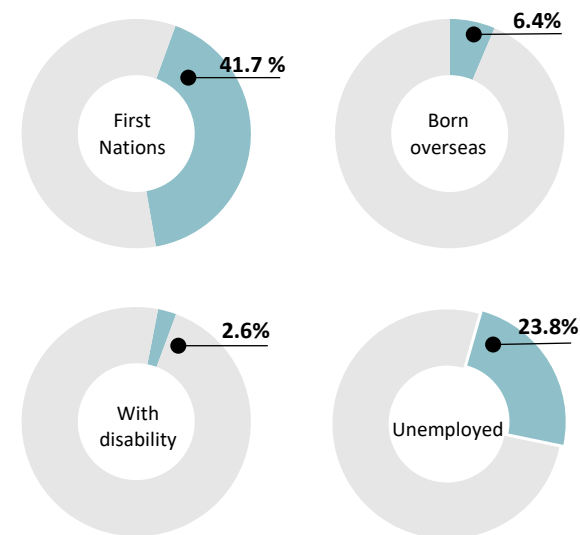
Family Income

Census 2021



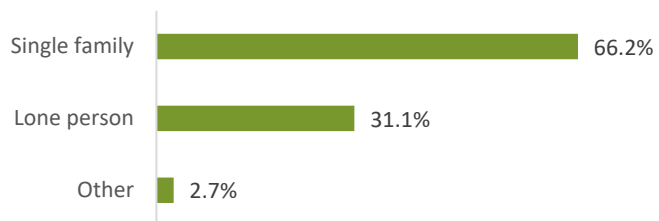
Other characteristics

Census 2021



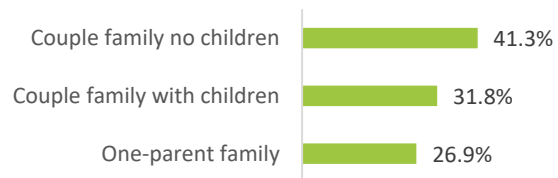
Household composition

Census 2021



Family composition

Census 2021



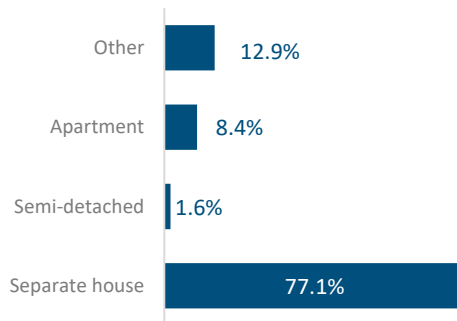


Key Housing Characteristics

Total Occupied dwellings (2021) **759**

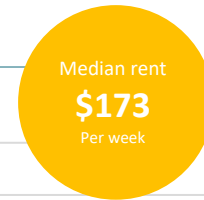
Dwellings by Structure

Census 2021



Median rent

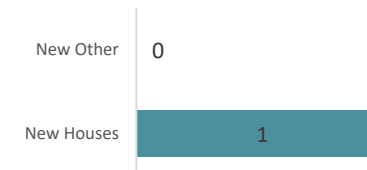
Census 2021



N/A	N/A	N/A	N/A
1 bedroom flat/unit	2 bedroom flat/unit	3 bedroom house	4 bedroom house

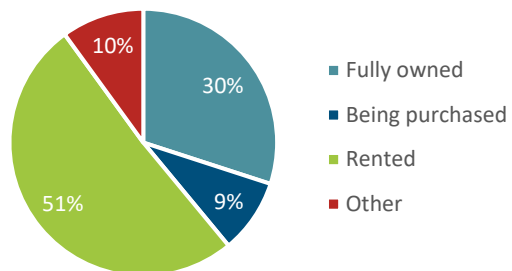
Building approvals

12 months to 30/06/22 - ABS



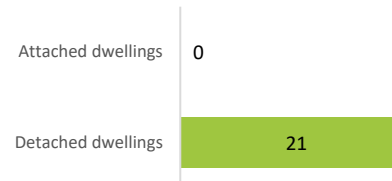
Dwellings by Tenure

Census 2021



Number of sales

12 months to 30/06/22



Median Sales Price

12 months to 30/06/22





Councils Role

Council has a variety of roles when it comes to housing, some of which are undertaken as a provider of last resort. Council sees its role as the following, Advocacy, Planning / Regulation, Partnering and Delivering in relation to the Housing Issue facing the Nation. Council will continue to work with the Local Housing Action Plan Advisory Committee to address the actions identified in the Response Opportunities section of the Plan.

1. Advocacy

The Council, as a member of the North West Queensland Regional Organisation of Council (NWQROC) and Western Queensland Alliance of Councils (WQAC), participated in the development of the Local Housing Action Plan (LHAP), Carpentaria Shire Council was the first of the member Councils to adopt the Local Housing Action Plan, establish Terms of Reference for the Committee and hold the inaugural meeting.

Carpentaria Shire Council will advocate to other levels of government for increased investment in and the supply of affordable housing in Carpentaria Shire. Council will advocate for other levels of government to review their land holdings and make suitable land available for the provision of social and community housing. Council will also advocate for changes to policy and planning regulations to assist in the implementation of the outcomes and action identified in this Housing Strategy. Council together with the stakeholder reference group, will raise awareness about the need for social and community housing to meet the needs of our community.

2. Planning / Regulation

The Council is in the process of developing a new planning scheme as the current planning scheme is dated. The timelines for the new planning scheme should have it completed by April 2024, given the election year it may be held over until the conclusion of the local government elections in 2024 and formally adopted before June 2024.

3. Partnering

Carpentaria Shire Council's LHAP Advisory Committee includes representatives from the State Government, Q-Build and Bynoe CACS, who are also a large local housing providers within the Region. Council will proactively partner with State and Commonwealth governments in the increased provision of social and community housing within Carpentaria Shire Council area. Council will partner with community housing providers, the not-for-profit sector, and the private sector to collectively address the housing challenges our Shire faces.

4. Delivering

Council will not become a direct housing provider, except for its own needs, however Council will partner with Housing Providers and other levels of government in the delivery of housing by reviewing and making available suitable land holdings and other resources to facilitate delivery of social and affordable housing.

Land availability - Subdivision

Lilyvale Rural Residential Estate

The Lilyvale Rural Residential Subdivision is now complete, and work is progressing on the marketing of the lots to members of the public. A potential buyers guide has been produced and an entry statement has been erected at the entrance to the Estate.

The twenty-eight lots will be sold through a public auction and tender process over two or three stages. With the first four to six lots being sold via auction.

Colliers have been engaged by Council to progress the marketing and sale of lots. This was delayed due to the extended wet season and road closures. The internal roads are currently of a gravel construction and may be sealed at some time in the future when additional funds are available to allow for the increased level of service for the lots.

Crossovers will be constructed by Council when the building locations have been sorted to allow for direct access onto the parcels from the road in locations that suit the buyer's residential development.

Ellis Street Residential Subdivision

The last remaining land for residential development is available within the Normanton Township. As indicated on the plan below it is envisaged that the development will be done in four stages with stage one being developed quite quickly due to services in the vicinity of the proposed stage one, this may facilitate the construction of housing as required by State Government.

The proposed development will provide an additional 60 residential lots in the Normanton community.

Water, Sewer, and the streets will need to be planned and developed as the project is completed in stages and then released to the community through an auction or tender process.

Goal Reserve

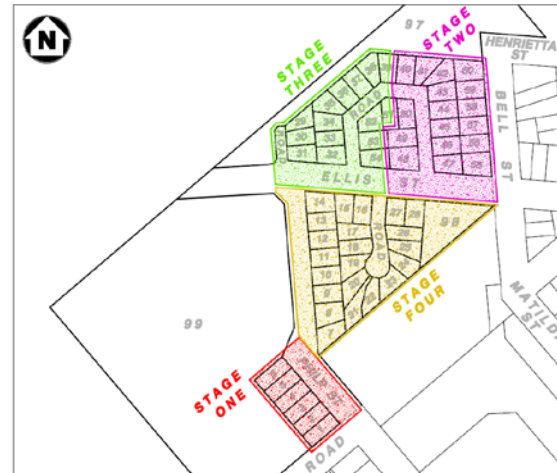
Council purchased the Goal Reserve as freehold land from the State Government following the announcement that it was surplus to the requirements of Queensland Police. The former Goal Reserve is an area of 3.892ha and described as Lot 87 on CP N14855.

The area is in the vicinity of the hospital and would allow for larger residential lots on higher ground off Old Hospital Road.

Planning and an assessment of the availability of services (water and Sewer) would need to be undertaken.



Lilyvale Rural Residential Estate



Ellis Street Residential Sub-Division



Goal Reserve (Near Hospital)

Industrial Land - subdivision

Requests have been received by Council from members of the public for the further development of industrial land in the vicinity of the airport and current industrial estate.

Council is looking at options available to the Council for land in this vicinity and these will be progressed and presented to Council for further consideration. There are a couple of options that could be developed in the future.

Aged Accommodation

Council provides aged pensioner housing in the area. A total of 8 units are provided in Normanton and 8 in Karumba. With the aged population increasing there is likely to be a need for additional accommodation. More research is needed in this area.

Employee Housing (Council and State Government)

To employ appropriately skilled and suitable employees, employers are required to prioritise attraction and retention incentives such as housing when housing stock is limited, and the standards do not match accommodation expectations.

Relocating an employee's family away from more populated areas creates stress, therefore, availability of good standard housing assists in the transition and performance. Council provides houses for 33 staff including 3 contractors and 4 childcare staff – these are leased with a variety of subsidy levels, generally depending on the negotiations to attract the right staff at a reasonable cost. Increasingly, the need is to provide free or heavily subsidised rental arrangements.

The State Government supplies housing for its employees under 2 systems. GEH provides a range of housing types for government employees in government owned dwellings. The majority are provided for Police, Health, and Education. In addition, these departments provide “operational housing” for staff where located on operational sites e.g., police stations, hospitals and schools. They also rent housing in the private market.

Recent advice from GEH indicates their intention to provide a further 14 residences in Normanton (3 houses and 11 units) to provide accommodation for health, education, and ambulance staff over the next 5 years to 2028. Six of these have been handed over to Q-Build for delivery by January 2024. Also, GEH is currently in discussion with Council about any future land available for the balance of their needs over the 4 vacant lots plus underutilised land they currently hold.

Private rentals for employee housing are also in use throughout the towns.

Council Housing

The Carpentaria Shire Council has a variety of housing currently available for rental to staff. The housing is broken up into the following units of accommodation:

-

Normanton

3 x 4 Bedroom houses

18 x 3 Bedroom houses

11 x 2 Bedroom houses

4 x 1 Bedroom single quarters (Norman Street)

1 x 1 Bedroom Caretakers Unit

Karumba

- 3 x 3 Bedroom houses
- 5 x 1 Bedroom single quarters (Karumba Depot)
- 2 x 1 Bedroom units

Council Housing – Rent to Buy Scheme

Council has resolved to commence investigating a scheme where long term staff can take out an option to rent to buy the residence they are occupying. Council Officers have met with Officers from the Department to progress this as an option for staff.

To progress this Council will need to develop a range of policies and guidelines and seek ministerial and treasury approval before progressing further in offering to staff.

As Council receives funds from this initiative the funds will be re-invested into producing new housing stock to assist with the attraction and retention of staff to the Region.

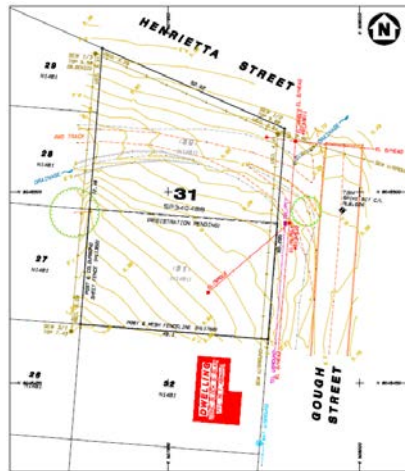
Unit Development – 1 and 2 bedroom – Gough Street Normanton

Council has a parcel of land located at 5 Gough Street and has acquired the neighbouring lot from a private landowner and will amalgamate the two lots to form a single parcel of 3,111 m²

The intention is to build up to 10 units of accommodation (or more) in 1- and 2-bedroom formats to rent to staff.

The amalgamation of the lots is proceeding with plans about to be registered, and two Cairns architects have responded to the EOI to undertake works to progress.

Part of the parcel is in a low area, maybe car parking could be placed in this area.





Outcomes and Actions

A local housing action plan enables engagement across all levels of government, and benefits from partnerships between private and not-for-profit organisations.

An initial set of tactical actions has been developed, enabling refinement through an ongoing iterative process. These actions provide for a targeted response and outcomes that will seek to either create immediate benefit or establish a foundation for the next phase of actions. More specific responses then can be determined that provide flexibility in delivery and support each of the broad areas identified.

Outcomes and Actions

The Carpentaria Shire Council with the support of the Queensland Government through the Queensland Housing and Homelessness Action Plan 2021-2025 is committed to engage in the delivery of its initial Local Housing Action Plan through a set of actions, developed to target immediate to longer term housing responses. One of those actions, was the development of a Carpentaria Shire Council Housing Strategy, the outcomes and actions listed below are what the Carpentaria Shire Council will deliver on behalf of the community.

1.0 Advocacy			
	Action	Timing	Comments
1.1 LHAP Advisory Committee	Establish the LHAP Advisory Committee and commence works to address and progress the actions identified in the LHAP and provide regular reports to Council	Last Quarter 2022-2023 financial year	2 committee meetings have been conducted in June and early August. CEO has provided comments on the Action Items identified in the LHAP and distributed to Committee
	Provide an update of the progress against actions identified in the LHAP and include in the Carpentaria Shire Council Annual Report	Commencing with the 2022-2023 Annual Report.	Little to report in the first financial year but will provide a commencement to the process of providing annual report to the community

2.0 Planning / Regulation			
	Action	Timing	Comments
2.1 Carpentaria Shire Planning Scheme	Continue the process to develop a new planning scheme for the Carpentaria Shire Council to assist in facilitation of development within the Carpentaria Shire Communities	Finalise Planning Scheme by June 2024	First State Interest Check has been conducted.
	Provide regular updated to the Councillors, through the Planning Consultant, regarding the progress of the new scheme	On-Going	Consultant provides a regular update on progress against the timelines for the development of the new Planning Scheme

3.0 Partnering			
	Action	Timing	Comments
3.1 State Government	Ascertain housing numbers to be constructed for social /community housing and government employee housing (GEH), also whether the individual departments have any housing stock plans	On-Going	State government is represented on the LHAP Advisory Committee and Q-Build are also members
	Maintain a watching brief in relation to the Modified Method of Constructions (MMC) proposed by Q-Build and the development of a centre in Cairns	On-Going	Continue to liaise with Q-Build in relation to this initiative
3.2 Federal Government	Ascertain if funding is available for the development of residential land for subdivision	On-Going	Ascertain if Council is eligible for funding that may be available from the Federal Government to progress subdivisions
3.3 Investors	Some investors have been identified as part of the work being undertaken by the Western Queensland Alliance of Councils (WQAC)	On-Going	Maintain a watching brief on the progress of the WQAC in relation to this initiative
3.4 Financial Institutions	Lending institutions acceptance to lend to potential investors in the Carpentaria Postcodes of 4890 and 4891	On-Going	Further advocacy will be required within this area as we progress through the actions identified in the LHAP. Lending institutions in the Region have a requirement for a higher deposit (up to 40%) than in other major metropolitan and regional centres.



4.0 Delivery			
4.1 Land Development	Action	Timing	Comments
4.1.1 Lilyvale Rural Residential Estate	Engage the services of a real estate agency to market the available lots via a call for expressions of interest from the public	January 2023	Colliers in Cairns have been engaged to market the lots. Stage one to sell 14 lots
	Commence the works necessary to bring the second stage of the development to market	2024-2025 first quarter	Engineering to prepare a program of works and ensure budget funds are allocated to undertake the necessary works
4.1.2 Ellis Street	Commence discussions with the Department of Resources to purchase the land identified for future urban expansion	Commenced	CEO has made contact with the Department and commenced discussions and lodge the necessary application to purchase the parcel of land to subdivide for urban expansion
	Work with surveyor to prepare plans for lodgement for development application to affect the new parcels required within the proposed development	Commenced	Ausnorth Consultants have provided options for the proposed subdivision
4.1.3 Goal Reserve	Ascertain the intention of the Councillors in relation to the Lots and the potential lot sizes desired for the development	First quarter 2023-2024 financial year	These could be developed as lifestyle lots closer to the CBD for those members of the public seeking larger lot sizes close to town
	Engage the services of surveyor to provide indicative lots for the proposed development	January 2024	Initial discussions have been held between CEO and Ausnorth Consultants regarding this and potential for future development
4.1.4 Industrial Land	Engage surveyor to provide options for parcels of land in the vicinity of the airport to open more land for industrial purposes	Commenced	Ausnorth Consultants have been requested to provide two options for land within the vicinity of the aerodrome near the current industrial estate

4.0 Delivery (Con't)			
4.2 Aged Accommodation	Action	Timing	Comments
	Investigate the need for additional units of accommodation as the public continues to age in place.	Second quarter of the 2024-2025 financial year	Undertake a community survey of demand for unit accommodation for our aged citizens.
4.3 Employee Housing	Action	Timing	Comments
4.3.1 Council Housing	Ensure a program of regular maintenance and upgrades are undertaken on the current stocks of Council houses to ensure they are well maintained and provide	On-going	Condition assessment have been carried out on all the Council houses and facilities. Asset management plans are currently in development and programs will be established to ensure priority is applied where needed
4.3.2 Rent to buy	Commence discussions with the Department of State Development, Infrastructure, Local Government and Planning on possibility of implementing such a scheme and if there is sufficient support for Council to submit to Minister and Treasurer	A.S.A.P.	CEO has had preliminary discussions with the Department, and this is supported as it has been used by Councils previously. Council has endorsed actions to progress.
	Commence the development of policies for the establishment of the Rent to Buys scheme for Council employees	First quarter 2023-2024 financial year	CEO to approach other Council's that have provided similar initiatives to draft policies that will suit the Carpentaria Shire Council
	Call for expressions of interest from current employees renting accommodation from Council		



4.0 Delivery (Con't)			
4.3.3 Unit Development	Call for expressions of interest from interested architects based in Cairns to provide indicative drawing of possible layouts	July 2023	EOI released via Vendor Panel in July to firms based in Cairns and two EOI's were received. These have been assessed and will be presented to the August Council Meeting for consideration.
	Engage architects to provide options to allow for the development of a scope of works for the calling of tenders for design and construct when funding becomes available to progress this initiative.	Second quarter 2023-2024 financial year	Architects engaged and design options provided to Council for consideration.
	As funds are identified – call Tender for design and construct of units for staff accommodation	2025 possibly – depending on funding	This may be progressed earlier than indicated of funds are identified and this project realised.

Some closing remarks concerning not acting on the Housing requirements for our community from all levels of Government.

Without investment in accommodation, there are several economic risks to the economy including:

1. Significant projects will not be invested in because workers and families cannot be accommodated.
2. There is potential for increased worker camps, which add little value to social fabric of community or the economy as workers fly in and out without becoming involved in community or purchasing goods within town.
3. If the infrastructure projects are successful without investment in accommodation, this will significantly increase the number of FIFO workers in the region. This impacts on the ability to grow the tourism industry as FIFO workers book out visitor accommodation. It also puts pressure on rental market with prices increasing exacerbating social housing issues e.g.: Karratha.
4. Type of accommodation - there is a standard of accommodation expected by workers from outside of regional/remote areas that can impact on their decision to move to these areas.
5. The consequence of not expanding housing means population cannot expand, which impacts on Government investment in services and grant funding.



CARPENTARIA SHIRE
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live and play*

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