

University of Southern Queensland
Faculty of Engineering and Surveying

**HOUSING AFFORDABILITY IN ROMA;
CAN PROGRESS BE MADE WITHIN THE
REGULATORY AND POLICY
FRAMEWORK?**

A Dissertation Submitted by

Wayne Anthony Wilson

In fulfilment of the requirements of

Courses ENG4111 and ENG4112 Research Project

Towards the Degree of

Bachelor of Spatial Science (Surveying)

Submitted: October 2011

Abstract

Housing affordability is a complex issue that relates the supply and consumption costs of housing to the ability of the household to pay for housing costs. The regulation and policy framework sets the direction for mitigating the negative impacts of housing affordability. This dissertation investigates whether the future direction created by current regulation and policy is appropriate, and whether it will ultimately lead to progress in housing affordability in Roma, as well as in the wider context.

Roma is a regional town within Queensland's Surat Basin resource province. Significant growth of the Coal Seam Gas industry in the region is predicted, which will have ramifications on future availability and affordability of appropriate housing. A detailed analysis of the relevant literature, regulation and policy governing housing provision in Roma has yielded gaps and areas of conflict within the regulation and policy framework. Using Roma as a case study, the disparities in regulation and policy have been examined in depth to gauge what impact the conflicting elements will have on housing affordability. The significance of the areas of conflict within the framework has wider regional and state wide implications that will need to be addressed by regulators.

This dissertation has shown that the volume, complexity and lack of coordination between the various elements of regulation and policy detract from the execution of the regulation and policy framework. As a consequence, regulation and policy roadmaps have been produced to enable the relationships between components within the regulation and policy framework to be visualised. The roadmaps assist with the interpretation of the future direction of regulation and policy, and show where changes can be incorporated into the framework to achieve the desired outcome.

The major recommendation resulting from this dissertation is to ensure the principles of supply and demand in the housing market are balanced. This will involve the provision of additional residential land to be developed at higher density than currently exist in Roma. In conjunction, the methods of measuring housing affordability must be amended, along with accurate and realistic predictions of housing demand to constantly ensure that the regulation and policy framework is relevant, and the supply of land is sufficient.

University of Southern Queensland
Faculty of Engineering and Surveying

ENG4111 Research Project Part 1 & ENG4112 Research Project Part 2
--

Limitations of Use

The Council of the University of Southern Queensland, its Faculty of Engineering and Surveying, and the staff of the University of Southern Queensland, so not accept any responsibility for the truth, accuracy or completeness of material contained within or associated with this dissertation.

Persons using all or any part of this material do so at their own risk, and not at the risk of the Council of the University of Southern Queensland, its Faculty of Engineering and Surveying or the staff of the University of Southern Queensland.

This dissertation reports an educational exercise and has no purpose or validity beyond this exercise. The sole purpose of the course pair entitled “Research Project” is to contribute to the overall education within the student’s chosen degree program. This document, the associated hardware, software, drawings, and other material set out in the associated appendices should not be used for any other purpose: if they are so used, it is entirely at the risk of the user.



Prof Frank Bullen

Dean

Faculty of Engineering and Surveying

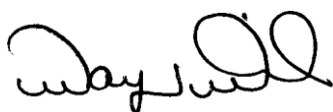
Certification

I certify that the ideas, designs and experimental work, results, analyses and conclusions set out in this dissertation are entirely my own effort, except where otherwise indicated and acknowledged.

I further certify that the work is original and has not been previously submitted for assessment in any other course or institution, except where specifically stated.

Wayne Anthony Wilson

Student Number: 0019321478



Signature

24th October 2011

Date

Acknowledgements

This research project was carried out under the supervision of Ms Marita Basson, Lecturer in Urban Design and Planning, Faculty of Engineering and Surveying, University of Southern Queensland. I would like to thank Marita for her guidance, enthusiasm, objectivity and attention to detail for the entirety of this project. Marita's assistance has been greatly appreciated.

Appreciation is also due to Mr Peter Stewart and Mr Dave Wood from Downes Survey Group for their assistance in the presentation of the Developable Land Constraints Plan. Further, I would like to thank Greg, Simon and fellow workers at Downes Survey Group for their encouragement throughout the year.

Finally, I would like to acknowledge the support of my family. To my wife Lindy, and three children William, Johanna and Brady, thank you for your patience and understanding for the last five years whilst I have attempted to balance work, study and family commitments. I look forward to spending time with you all and helping you to achieve your goals in return.

Table of Contents

ABSTRACT	I
LIMITATIONS OF USE	II
CERTIFICATION	III
ACKNOWLEDGEMENTS	IV
LIST OF FIGURES	VIII
LIST OF TABLES	IX
GLOSSARY	X
1. INTRODUCTION	1
2. BACKGROUND	3
3. METHODOLOGY	6
3.1. LITERATURE REVIEW	6
3.2. ASSESSMENT OF THE REGULATORY FRAMEWORK IN ROMA	8
3.3. ASSESSMENT OF THE POLICY AND STRATEGY FRAMEWORK	8
3.4. DETERMINATION OF REGULATION AND POLICY OPTIONS	8
3.5. COMPARISON OF HOUSING AFFORDABILITY FUNDAMENTALS WITH MORANBAH (AS TIME PERMITS)	9
3.6. CONCLUSION AND RECOMMENDATIONS	9
4. LITERATURE REVIEW	11
4.1. HOUSING AFFORDABILITY DEFINITION	11
4.2. AFFORDABLE HOUSING DEFINITION	13
4.3. PROGRESS IN HOUSING AFFORDABILITY	14
4.4. THE IMPACT OF HOUSING AFFORDABILITY ISSUES	17
4.5. FACTORS DRIVING AND CONSTRAINING HOUSING AFFORDABILITY IN ROMA ..	20
5. REGULATION FRAMEWORK	23
5.1. TOWARDS Q2 STATEWIDE PLAN	23
5.2. QPLAN	24
5.3. SUSTAINABLE PLANNING ACT 2009 (SPA)	24
5.4. STATE PLANNING INSTRUMENTS	25
5.4.1. <i>State Planning Regulatory Provisions (SPRP)</i>	25
5.4.2. <i>Statutory Regional Plans (SRP)</i>	25
5.4.3. <i>State Planning Policies (SPP)</i>	26
5.4.4. <i>Queensland Planning Provisions (QPP)</i>	27
5.5. LOCAL AREA PLANNING	28
5.5.1. <i>Roma Town Planning Scheme</i>	28
5.5.2. <i>Temporary Local Planning Instruments (TLPI)</i>	29
5.5.3. <i>Planning Scheme Policies (PSP)</i>	29
5.6. ENVIRONMENTAL IMPACT STATEMENT (EIS)	29

5.6.1. <i>Social Impact Assessment (SIA)</i>	30
5.7. URBAN LAND DEVELOPMENT AUTHORITY (ULDA)	31
6. POLICY AND STRATEGY FRAMEWORK	34
6.1. FEDERAL GOVERNMENT POLICY AND STRATEGY	34
6.1.1. <i>National Building Economic Stimulus Plan</i>	34
6.1.2. <i>National Rental Affordability Scheme (NRAS)</i>	34
6.1.3. <i>Housing Affordability Fund (HAF)</i>	35
6.1.4. <i>Sustainable Australia- Sustainable Communities (SC)</i>	35
6.1.5. <i>Nation Building Program</i>	38
6.1.6. <i>Regional Development Australia (RDA)</i>	38
6.2. STATE GOVERNMENT POLICY AND STRATEGY	40
6.2.1. <i>Blueprint for the Bush</i>	40
6.2.2. <i>Rural Economic Development and Infrastructure Plan (REDIP)</i>	41
6.2.3. <i>Sustainable Futures Framework for Queensland Mining Towns (SFF)</i> ..	42
6.2.4. <i>Surat Basin Future Direction Statement (SBFDS)</i>	45
6.2.5. <i>Sustainable Resource Communities Policy (SRC)</i>	49
6.2.6. <i>Draft Major Resource Projects Housing Policy (MRPHP)</i>	50
6.2.7. <i>Draft Resource Town Housing Affordability Strategy (RTHAS)</i>	50
6.2.8. <i>Surat Basin Regional Planning Framework (SBRPF) (Incorporating Surat Basin Preferred Settlement Pattern)</i>	58
6.2.9. <i>Housing Affordability Programme Queensland</i>	59
6.2.10. <i>Queensland Regionalisation Strategy (QRS)</i>	60
6.2.11. <i>Queensland Infrastructure Plan (QIP)</i>	61
6.2.12. <i>Queensland Housing Affordability Strategy (QHAS)</i>	61
6.2.13. <i>Surat Basin Economic Development Strategy (SBEDS)</i>	62
6.2.14. <i>Urban Land Development Authority Affordable Housing Strategy</i>	68
6.3. LOCAL GOVERNMENT POLICY AND STRATEGY	71
6.3.1. <i>Maranoa Regional Council Corporate Plan 2009-2013</i>	71
6.3.2. <i>Maranoa Regional Economic Development Strategy 2010-2015</i>	72
6.3.3. <i>Maranoa Community Plan 2020- Pathways to our future</i>	72
6.3.4. <i>Maranoa Regional Council Planning Scheme Statement of Proposals</i> ...	73
7. RESULTS AND DISCUSSION	75
7.1. MEASURING HOUSING AFFORDABILITY	75
7.2. MEASURING PROGRESS IN HOUSING AFFORDABILITY	78
7.3. CONFLICT WITHIN THE REGULATION FRAMEWORK	79
7.3.1. <i>Regional Planning</i>	79
7.3.2. <i>State Planning Policies</i>	81
7.3.3. <i>Local Government Planning Schemes</i>	83
7.3.4. <i>Social Impact Assessment</i>	86
7.3.5. <i>Regulation Enhancement</i>	88
7.4. CONFLICT WITHIN THE POLICY FRAMEWORK	90
7.4.1. <i>Divergence of Policy Direction</i>	90
7.4.2. <i>Policy Coordination and the Regulatory and Policy Roadmaps</i>	92

7.4.3. <i>Policy Enhancement</i>	92
7.5. DEVELOPABLE LAND AVAILABILITY	95
7.5.1. <i>The Extent of Developable Land</i>	96
7.5.2. <i>Population Growth Rate Projection</i>	102
7.5.3. <i>The Extent of Developable Land Demand To 2026</i>	104
7.5.4. <i>Social Impact Assessment Housing Demand</i>	105
7.5.5. <i>Short-Term Accommodation</i>	106
7.6. RESIDENTIAL DENSITY AND DIVERSITY	108
7.7. URBAN LAND DEVELOPMENT AUTHORITY	109
8. CONCLUSION	113
9. RECOMMENDATIONS	117
10. FURTHER RESEARCH	124
11. LIST OF REFERENCES	128
APPENDIX A	139
PROJECT SPECIFICATION	
APPENDIX B	141
REGULATORY AND POLICY FRAMEWORK ROADMAPS	
APPENDIX C	146
ROMA TOWN COUNCIL PLANNING SCHEME (2006) MAPS	
APPENDIX D	152
ADAPTIVE COMMUNITIES CONCEPT MAP	
APPENDIX E	159
CONSEQUENTIAL EFFECTS	

List of Figures

Figure 2.1 Map Showing Extents of the Surat Basin, Maranoa-Balonne Region and the Maranoa Region	5
Figure 4.1 Median Property Trends for Houses and Units in Roma to March 2011	16
Figure 5.1 Regulation Framework Roadmap	33
Figure 6.1 Federal Government Policy Framework Roadmap.....	39
Figure 6.2 Surat Basin Economic Modelling Approach	65
Figure 6.3 State Government Policy Framework Roadmap	70
Figure 6.4 Local Government Policy Framework Roadmap	74
Figure 7.1 Roma Town Centre Developable Land Constraints Plan.....	98
Figure 7.2 Roma Town Extents Developable Land Constraints Plan	99
Figure 7.3 Available Land Parcels for Development in Roma	101
Figure 7.4 Maranoa Population Projections	103

List of Tables

Table 6.1 House and Land Prices, YE March Quarter 2010..... 66

Table 6.2 New Residential Building Approvals, YE June 2009 to June 2010..... 67

Table 6.3 Residential Rental market, YE March Quarter 2010 67

Table 7.1 GLNG Roma Accommodation Requirements 86

Table 7.2 Developable Land Shortfall using Proposed ULDA Dwelling Densities .. 111

Glossary

ABS Australian Bureau of Statistics

AHURI Australian Housing and Urban Research Institute

CSIRO Commonwealth Scientific and Industrial Research Organisation

CSG Coal Seam Gas

DCDB Digital Cadastral Database

DIDO Drive-In, Drive-Out

eDA Electronic Development Assessment

EDS Maranoa Regional Economic Development Strategy

EIS Environmental Impact Statement

ERP Estimate of Residential Population

FIFO Fly-In, Fly-Out

FTE Full-Time Equivalent

GFC Global Financial Crisis

GLNG Gladstone Liquefied Natural Gas

GQAL Good Quality Agricultural Land

GRP Gross Regional Product

HAF Housing Affordability Fund

IDAS Integrated Development Assessment System

IPA Integrated Planning Act 1997

LNG Liquid Natural Gas

MRPHP Major Resource Projects Housing Policy

NGP Next Generation Planning

NHSC National Housing Supply Council

NRAS National Rental Affordability Scheme

OECD Organisation for Economic Cooperation and Development

OESR Office of Economic and Statistical Research

PIP Priority Infrastructure Plan

PSP Planning Scheme Policy

QHAS Queensland Housing Affordability Strategy

QIP Queensland Infrastructure Plan

QPP Queensland Planning Provision

QRP Queensland Regionalisation Plan

RDA Regional Development Australia

REDIP Rural Economic Development and Infrastructure Plan

RSMS Regional Sponsored Migration Scheme

RTHAS Resource Town Housing Affordability Strategy

SBEDS Surat Basin Economic Development Strategy

SBFDS Surat Basin Future Direction Statement

SC Sustainable Australia- Sustainable Communities

SEQ South East Queensland

SEQRP South East Queensland Regional Plan 2009-2031

SFF Sustainable Futures Framework for Queensland Mining Towns

SIA Social Impact Assessment

SPA2009 Sustainable Planning Act 2009

SPP State Planning Policy

SPRP State Planning Regulatory Provision

SRC Sustainable Resource Communities Policy

SRP Statutory Regional Plan

T5 Target Five Days

TLPI Temporary Local Planning Instrument

TRC Toowoomba Regional Council

UDA Urban Development Area

ULDA Urban Land Development Authority

1. Introduction

The term ‘Housing Affordability’ refers to the relationship between the supply costs of housing, the consumption price of housing, and the subsequent impact on the household’s capacity to meet and maintain consumption costs (Growth Management Queensland 2011). In a broad sense this definition refers to the ability of a household to pay for their housing costs, such as mortgage costs, ancillary costs, service costs or rental costs. Housing affordability is a complex issue impacted by economic, environmental and social factors, and is subject to numerous factors including land supply provisions, labour force factors, general cost of living expenses and housing market conditions.

Housing is often described as affordable or unaffordable according to whether the occupants have the ability to live within their financial means. Therefore, the concept of affordability is constantly in a state of flux as household situations change. For example, should a worker be made redundant or the cost of living rise significantly, the household may no longer be able meet their housing obligations and may be considered to be in ‘Housing Stress’, where they are not deemed to be living within their financial means. Conversely, should a worker receive a higher level of income, the household may move out of housing stress, or choose to upgrade to a higher standard of housing and remain in housing stress. Accordingly, affordability is relevant to every household and existing measures used to gauge affordability do not accurately reflect individual situations.

It is beyond the scope of this dissertation to examine all aspects influencing housing affordability. This research project will consider the drivers and constraints for the township of Roma in the Surat Basin resource province, due to the numerous and various factors that influence affordability in Roma. There is no assumption that housing affordability issues are more or less acute in Roma, more a recognition of fundamental principles and how progress can be made using those principles using Roma as a case study.

The critical determinant in achieving progress in housing affordability is to create favourable market conditions using regulation and policy settings. The regulation and policy framework sets the direction for addressing the impacts of housing affordability.

The *Surat Basin Future Direction Statement*, along with associated policy and strategy documents, provides recognition of the impacts of the resource sector on the communities within the Surat Basin, including Roma, and provides the intention for coordinating regulation and policy development (Department of Employment, Economic Development and Innovation 2010). This dissertation will test whether the future direction created by regulation and policy can be understood and embraced, and whether the regulation and policy direction will ultimately lead to improved housing affordability in Roma and elsewhere?

2. Background

Roma is a town of 6,500 residents located in the Local Government area of Maranoa (Australian Bureau of Statistics 2007). The town is the principal residential and business centre for the Maranoa region and falls within the Surat Basin resource province, as shown in Figure 2.1. The Maranoa region has a diverse economic base, producing 13 percent of Queensland's beef production and 11 percent of Queensland's grain production. However, it is the emergence of the Coal Seam Gas (CSG) industry that is the primary economic driver, complimenting Roma's history as the birthplace of the oil and gas industry in Australia (Visit Maranoa 2011).

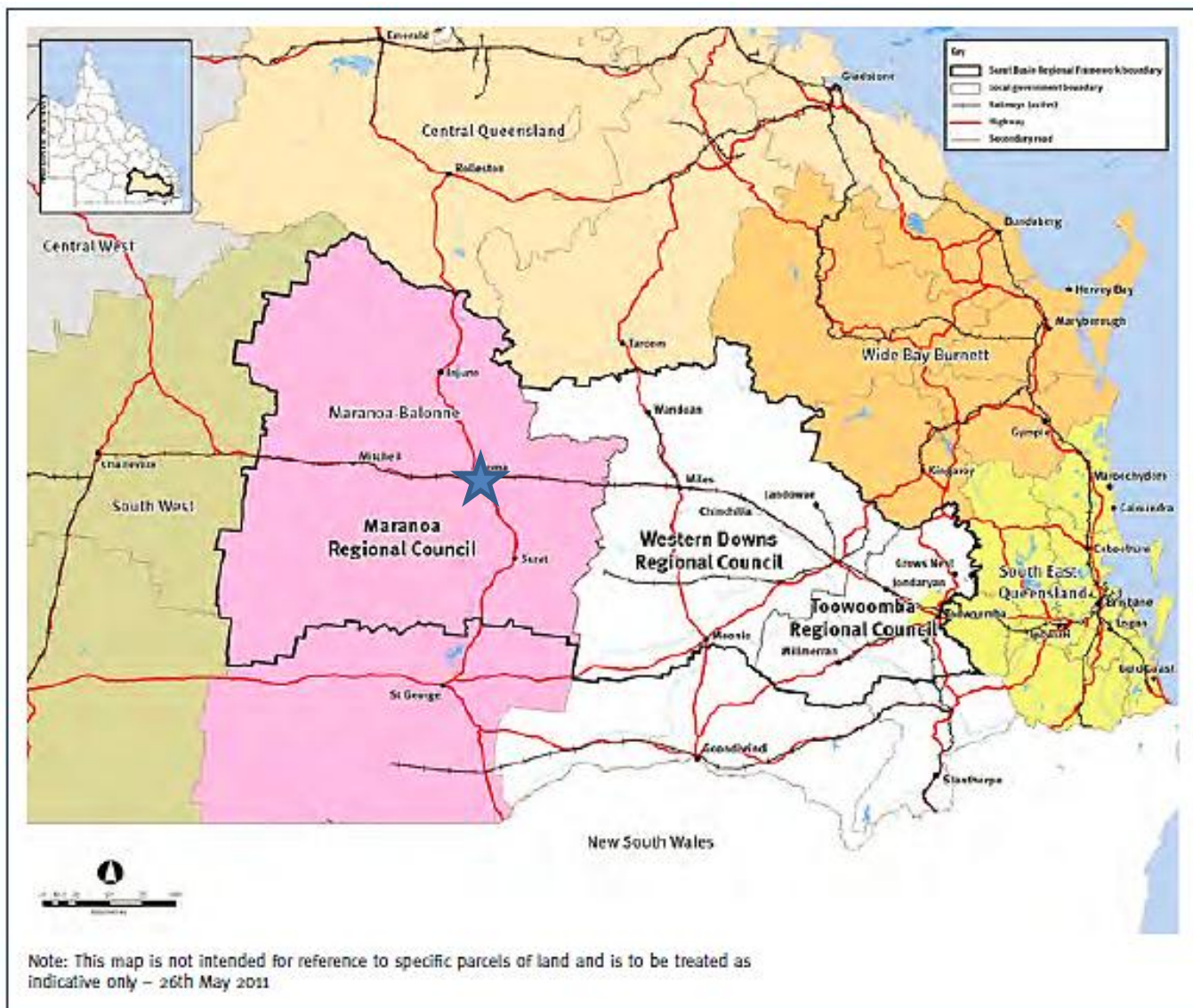
The Surat Basin is one of Australia's largest and most underutilised resource provinces. It occupies an area of approximately 300,000 square kilometres across three Local Government areas, being Maranoa, Western Downs and Toowoomba Regional Councils. There is no regional planning document spanning the entire Surat Basin region under the *Sustainable Planning Act 2009*, however the *Maranoa-Balonne Regional Plan 2009* and the *South East Queensland Regional Plan 2009-2031* coordinate development activities in the western and eastern areas of the region respectively (Growth Management Queensland 2011). As a consequence, the Surat Basin area has lacked consistent and coordinated responses to significant resource driven economic and population growth.

Growth predictions for the Surat Basin present significant challenges for the future. In the resource sector alone, medium level predictions have the production of coal and CSG increasing ten-fold by 2031, whilst Gross Regional Product (GRP) is expected to double by 2031. The most rapid increases are expected to occur between 2014 and 2018 (Department of Employment, Economic Development and Innovation 2010). The changing economic landscape has been recognised by policy makers in the last few years, and there is corresponding recognition of the critical need for housing affordability strategies to respond to the significant economic growth anticipated. The timeframe for response has been established, and the response must be tangible.

The statutory *Maranoa-Balonne Regional Plan* was gazetted in 2009 and deals with how the Maranoa region sustainably accommodates population growth. Since that time, there has been a great deal of policy and strategy development that coordinates

responses to growth in the region. Logically, strategies that coordinate growth should have preceded the adoption of the Maranoa-Balonne Regional Plan. Whereas policy and strategy statements have the ability to be innovative and flexible, this is not the case with rigid regulatory settings. For this reason, policy and strategy will theoretically be more responsive to the demands of resource driven growth in the Surat Basin. The regulatory settings must incorporate the ability to respond to the policy framework intention before tangible policy benefits can be realised.

In assessing the framework that encapsulates housing affordability in Roma, the volume of material is significant. Whilst most documents purport to include community and/or stakeholder involvement, a roadmap of the numerous documents is required so that the community can understand the process, their involvement and subsequently embrace positive outcomes. Any changes to the framework or additional policy should be incorporated and visualised with a greater level of acceptance of the overall outcomes by the community. Progress should be identified by the community so that it can be valued and embraced as a positive change, and must be viable within the constraints of the regulation and policy framework.



Denotes Roma

- ❖ The Surat Basin region is indicated by the extent of bold linework.
- ❖ The Maranoa-Balonne region is indicated by the extent of purple shading.
- ❖ The Maranoa region is indicated by the extent of purple shading within bold linework.

Figure 2.1 Map Showing Extents of the Surat Basin, Maranoa-Balonne Region and the Maranoa Region

(Department of Local Government and Planning 2011d).

3. Methodology

The methodology of this dissertation was based upon the assessment of relevant literature, the assessment of relevant regulation and policy, and subsequent application of the conclusions of the literature to the perceived gaps and areas of conflict within the regulation and policy framework. The data that was yielded was the conclusion of this process.

In consideration of whether housing affordability progress can be made within the regulatory and policy framework in Roma, the following evaluation process was utilised:

- Literature Review.
- Assessment of the regulation framework in Roma.
- Assessment of the policy and strategy framework for tangible affordability outcomes.
- Create a roadmap of the regulation framework in Roma.
- Create a roadmap of the Federal, State and Local Government policy and strategy framework in Roma.
- Determine regulation and policy options to improve housing affordability in Roma.
- The comparison of housing market regulation, supply constraints, density and product diversity between Roma and Moranbah to establish fundamentals that can be incorporated into the framework in Roma to improve affordability (should time permit).
- Provision of conclusions and recommendations.

3.1. Literature Review

The initial review of literature necessary for this dissertation centres on defining what constitutes housing affordability, affordable housing and how progress can be measured. Regulators use discreet definitions of housing affordability, such as the

‘*Ratio Method*’ that categorise households as to whether they are living within their means, or are in housing stress or housing crises. By using a static, discreet measure, progress or regress can be measured by policy makers. This approach is rather generalised and does not account for numerous variations within the household, or measure the level of comfort or general wellbeing of the household. The review of existing literature incorporates alternative approaches that concentrate on the household perspective, and general recognition of principles rather than discreet measures.

In establishing the background information relating to the state of housing affordability in Roma, recognition of the fundamental underlying principles and drivers are considered. As such, this dissertation does not advocate that the affordability issues in Roma are more or less pronounced than any other region driven by the resource sector. Tangible progress is the aim, and fundamental market conditions must be considered to establish the background of the development industry in Roma.

There has been a great deal of peer reviewed research performed in the field of housing affordability, affordable housing and policy recommendations by the *Australian Housing and Urban Research Institute* (AHURI). Numerous position papers and reports have been compiled over many years that are applicable to establishing alternative regulatory and policy options, based on extensive research of literature. This is an active and dynamic area of research that is applicable in the context of this dissertation, and as such this material will be used to establish policy options and opportunities for progress within the Roma region.

The assessment of regulation and policy that encompasses housing affordability in Roma will be considered under individual sections. The complexity of the regulatory and policy framework is significant, and one of the challenges in achieving progress in affordability is to perceive where viable changes can be incorporated within the framework. As such the ‘*Roadmap*’ provided at the conclusion of the regulation and policy chapters, and additionally in Appendix B, is intended as a visual aid to better understand where changes can be made within the system regulating affordability.

The roadmap of the regulation framework and Federal, State and Local Government policy and strategy frameworks is one of the key deliverables of this research project. The frameworks are required for the community and stakeholders to understand the process and embrace the outcomes. Any changes to the framework can be incorporated,

coordinated and readily visualised. The community should understand the complexity of the process and the opportunity for input into the process.

3.2. Assessment of the Regulatory Framework in Roma

Following the review of literature, an assessment of the applicable regulation is required to establish the regulation framework in Roma. Progress can only be measured within the constraints of what is achievable within the framework. Therefore, the ability to amend the framework to incorporate change must be considered.

3.3. Assessment of the Policy and Strategy Framework

An assessment of policy and strategy in the context of housing affordability is required to establish the policy and strategy framework in Roma. The complexity and coordination of policy and strategy must be considered, as this complexity has the ability to detract from the execution and coordination of the framework. The ability for the community and stakeholders to engage and understand the process must be considered for the community to accept the outcomes.

3.4. Determination of Regulation and Policy Options

Alternative housing affordability regulatory and policy options will be determined from the points of conflict within the regulation and policy framework and the available literature. The merit of alternative options will be discussed and compared with the existing framework. The alternative regulatory and policy options will be specific to Roma, but may have wider implications in other housing markets.

3.5. Comparison of Housing Affordability Fundamentals with Moranbah (As Time Permits)

Should time permit, a relative comparison will be used to evaluate the merit of the existing framework and alternative options by using an example of a community with similar dynamics. The housing affordability issues in Moranbah are far more acute and advanced than in the Surat Basin, and represent what the future landscape may look like in Roma (Haslam et al. 2009). The comparison will include variations in regulation, supply constraints, densities and product diversity. The comparison with Moranbah is a logical step in refining regulatory settings.

Unlike Roma, Moranbah is a purpose built mining community that is constrained within mining tenure boundaries and vegetation boundaries. Moranbah has a proposed *Urban Land Development Authority* (ULDA) development, as does Roma, which seeks to address the housing affordability issue. The regulation framework in Moranbah is moving from a non-statutory regional plan to a statutory regional plan, due to growth management issues (Draft Mackay, Isaac and Whitsunday Regional Plan 2011). In comparison, Roma is incorporating a non-statutory regional plan following the previous adoption of a statutory regional plan.

Moranbah has an ‘*Adaptive Communities*’ initiative that engages the Local Authority and community to establish their shared vision as a blueprint for development (Isaac Regional Council 2011). Roma has a significant transient workforce with a reliance on fly-in, fly-out and drive-in, drive-out work shift practices. The Adaptive Communities process is an inclusive and innovative way to drive change in the development market to accommodate non-resident workers, that is meaningful, that is accepted by the community, and worthy of consideration in Roma.

3.6. Conclusion and Recommendations

The outcomes from this dissertation will be:-

- To simplify the regulation and policy frameworks by providing regulatory and policy roadmaps.

- To determine viable regulatory and policy options to improve housing affordability in Roma.
- As time permits, to investigate the implementation of regulatory and policy options by incorporation into the regulation and policy framework.

4. Literature Review

4.1. Housing Affordability Definition

The majority of literature concerning housing affordability is concentrated on discreet criteria, with little specific detail supplied. The benchmark rule used by regulators to measure when housing is no longer affordable is the *30/40* ratio method, referring to households spending more than 30 percent of their gross income on housing related expenses, and where that household is in the lowest 40 percent of the income distribution range. A household that spends more than 30 percent of their gross income on housing expenses is said to be in '*housing stress*', and a household that spends more than 50 percent is said to be in '*housing crises*' (Yates et al. 2007).

The *Urban Land Development Authority* definition refers to households spending 30 percent of their income on rental expenses or 35 percent of their income on home purchasing expenses (Urban Land Development Authority 2009). The ULDA variation places more emphasis on rental affordability, as generally households in rental accommodation are perceived to have fewer accommodation alternatives. By increasing the income percentage to 35 percent for home purchasers, there is a corresponding statistical decrease in housing stress levels using the ULDA definition.

There is a considerable amount of detail that can be dismissed in adopting such discreet measures to measure affordability, such as the variation in establishing the income portion of the ratio. The ratio method uses gross, equivalised income as is the historical and current practice of lending institutions. The use of gross or disposable income is particularly relevant where there is more than one income earner in a household, in which case a sole income earner is likely to be taxed at a higher rate than multiple income earners. In this instance, whilst statistically the gross income may be similar, the disposable income of the multiple income household will be far greater due to reduced taxation levels (Yates & Gabriel 2006).

Equivalisation adjusts income to account for different demands as a result of household size and structure. Current equivalisation practice uses an *Organisation for Economic Cooperation and Development* (OECD) scale that assigns a value of 1 point to the first adult in a household, 0.5 points to additional persons over the age of 15, and 0.3 points

to each child less than 15 years of age. The net result is that the gross income is divided by the sum of the equivalence points to standardise the measure to a single person as the benchmark. The variations in gross and equivalised income measures tend to polarise various groups within the lower income demographic, affecting some groups more than others whilst statistically, the groups may appear the same (Yates & Gabriel 2006).

Should the ratio method be extended to 30/60, for households spending in excess of 30 percent of gross equivalised income on housing expenses, and the household is in the lowest 60 percent of the income range, then the affordability problem is increased again (Yates et al. 2007). This variation will include middle income earners, who are consistently being placed under more financial pressure as the cost of living rises. Housing affordability is not confined to low income earners, however higher income earners have more housing choices and options available to reduce their levels of housing stress (Yates et al. 2007).

Housing affordability is a subjective consideration. Statistically there are many ways to justify and categorise the prevalence of housing stress and housing crisis, but none of them can truly aggregate all factors or account for individual circumstances. Yates and Gabriel (2006) suggest that the 30/40 ratio method is a useful and consistent tool for monitoring variations in levels of housing affordability, but state that this method is a conservative measure that underestimates the prevalence of housing stress.

There are numerous alternative measures of housing affordability. The most useful viable alternative to the ratio method is the residual income method. The residual income method focuses on the household income available after housing costs have been removed, that is, the residual income available to meet the non-housing needs (Stone, Burke & Ralston 2011). This is a measure more in line with measuring household standard of living. Whilst the ratio method represents 28 percent of lower income households in housing stress, the residual income method represents 44 percent of lower income households not being able to maintain basic living standards (Yates & Gabriel 2006, p. viii). The disparity shows the cost to additional households that regulators do not account for, and is reflective of progress that is valued by the consumer.

Beer et al. (2011) suggests that a more effective way to measure housing affordability in regions of variable income levels, referring predominantly to regions dominated by the

resource sector, is the '*Housing Price to Income Ratio*'. Whilst the aforementioned issues in establishing income measures should be considered, this method will highlight the section of the workforce that is affected by bifurcation. Bifurcation, in the context of the housing market, is where the higher portion of the market is focused on high income consumers, and the lower portion of the market is focused on low income consumers (Beer et al. 2011). Bifurcation is particularly relevant in a historically economically diverse community such as Roma, where many workers have not benefited directly from the mining industry but have been disadvantaged by rising asset values.

Yates and Gabriel (2006) state that the precise parameters determining housing affordability levels are irrelevant, due to the enormity and nature of the problem. Recognition of the underlying issues and relevant action to alleviate the problem is more effective than focusing on affordability figures alone. Numerous Government programs, such as the first home owners grant have not intentionally targeted housing affordability fundamentals at the outset, but rather affordability assistance has been a by-product of economic policy. Government policy must specifically address the underlying issues, be more transparent in regional areas, and be monitored by liaison with industry and community leaders (Beer et al. 2011).

4.2. Affordable Housing Definition

Housing affordability is often interchanged with the term 'affordable housing', however the definitions vary greatly. Affordable housing refers to the built product and whether the cost of habitation falls within the financial means of the household (Yates & Gabriel 2006). Affordable housing also includes, but is not limited to, social housing and public housing provision. Housing affordability provides the overriding conditions encompassing affordable housing programs.

Stone, Burke and Ralston (2011, p. 2) state that affordable housing must have four questions answered to be defined. The four questions are:-

- 1) To whom is the housing affordable?
- 2) What standard of affordability?
- 3) For how long is the housing affordable?
- 4) On what standard is the housing based?

These questions must form part of the definition, as for some no dwelling or standard is affordable, whilst for others all dwellings and standards are affordable. Time is always a relevant consideration, as the measures of affordability are dynamic and constantly changing (Stone, Burke & Ralston 2011).

4.3. Progress in Housing Affordability

Progress is defined as development towards reaching a goal or achieving a higher standard (Microsoft Corporation 2009). The principles of the four questions defining the affordable housing context are considered by Stone, Burke and Ralston (2011) as being just as relevant in the context of housing affordability. Therefore, progress in housing affordability should consider these four questions. Whilst variations in housing affordability are readily measured using the generalised 30/40 rule, and account for median statistical values, they do not address the variables presented by the underlying questions.

According to Beer et al. (2011) existing measures of housing affordability do not account for the standard of housing or account for those that cannot access housing. Should a consumer upgrade their standard of housing, they may be moving into housing stress. Statistically this would appear as regress, however the household may be better suited to the new housing situation. As a consequence, Beer et al. (2011) suggests that considering housing stress levels in the private rental sector is a more efficient tool for gauging progress, as tenants have little choice but to pay standard market rates.

Regardless of how housing affordability problems are defined and measured, affordability issues are more prevalent when housing expenses rise more rapidly than income levels (Yates et al. 2007). Berry (2005) agrees noting that growth that intensifies inequalities in labour markets consistently reflects inequalities displayed in housing affordability. As such, the housing price to income ratio suggested by Beer et al. (2011) is more appropriate for measuring progress than current indicators.

In the '*Report by the Commission on the Measurement of Economic Performance and Social Progress*', Stiglitz, Sen and Fittoussi (2010, pp. 39-40) conclude the following:-

- Material living standards should be measured by real income and consumption.

- The measure of wealth should be considered along with the levels of income and consumption. In this instance, the authors suggest that household standards should be expressed as a balance sheet of stock, as would a business or an economy.
- Trends in household living standards shown by income and consumption are better measured by adopting the household perspective, rather than by using economic measures such as Gross Domestic Product (GDP).
- Prominence should be given to the distribution of income, consumption and wealth. Statistical measures should be accompanied by indicators that reflect distribution and variance.

The conclusions from Stiglitz, Sen and Fittoussi (2010) support the housing price to income ratio approach put forward by Beer et al. (2011), by measuring individual circumstances rather than rely on statistical assumptions. Further, Stiglitz, Sen and Fittoussi (2010) state that income, consumption and wealth will account for individual situations, such as separating low income households with above average wealth from middle income families with below average wealth.

Progress in housing affordability is greatly influenced by population demographics. Young single households, renting, purchasing or living in collective groups are under the highest incident of housing stress (Yates & Gabriel 2006). Consequently, the young, single demographic are in the most urgent need for affordability relief, and regulation and policy should account for this fact. Yates and Gabriel (2006) conclude that this demographic are effectively locked out of home ownership by the requirement for substantial deposits.

In summing the level of investment in the adjacent Surat Basin township of Chinchilla, Haslam et al. (2009) describe a dysfunctional housing market dominated by speculators seeking significant short term returns. This type of investment creates a trend of peaks and troughs in housing prices, leading to associated high points and low points in housing affordability. With reference to Figure 4.1 '*Median Property Trends for Houses and Units in Roma to March 2011*', the nature of median growth indicates a dysfunctional housing market. Smoothing the peaks and troughs in the economic marketplace was recognised as a critical determinant for vibrant, functioning communities by Yabsley, Rolfe and Greer (2008), and represents another way in which

progress can be measured, with appropriate notation of aforementioned statistical variance.

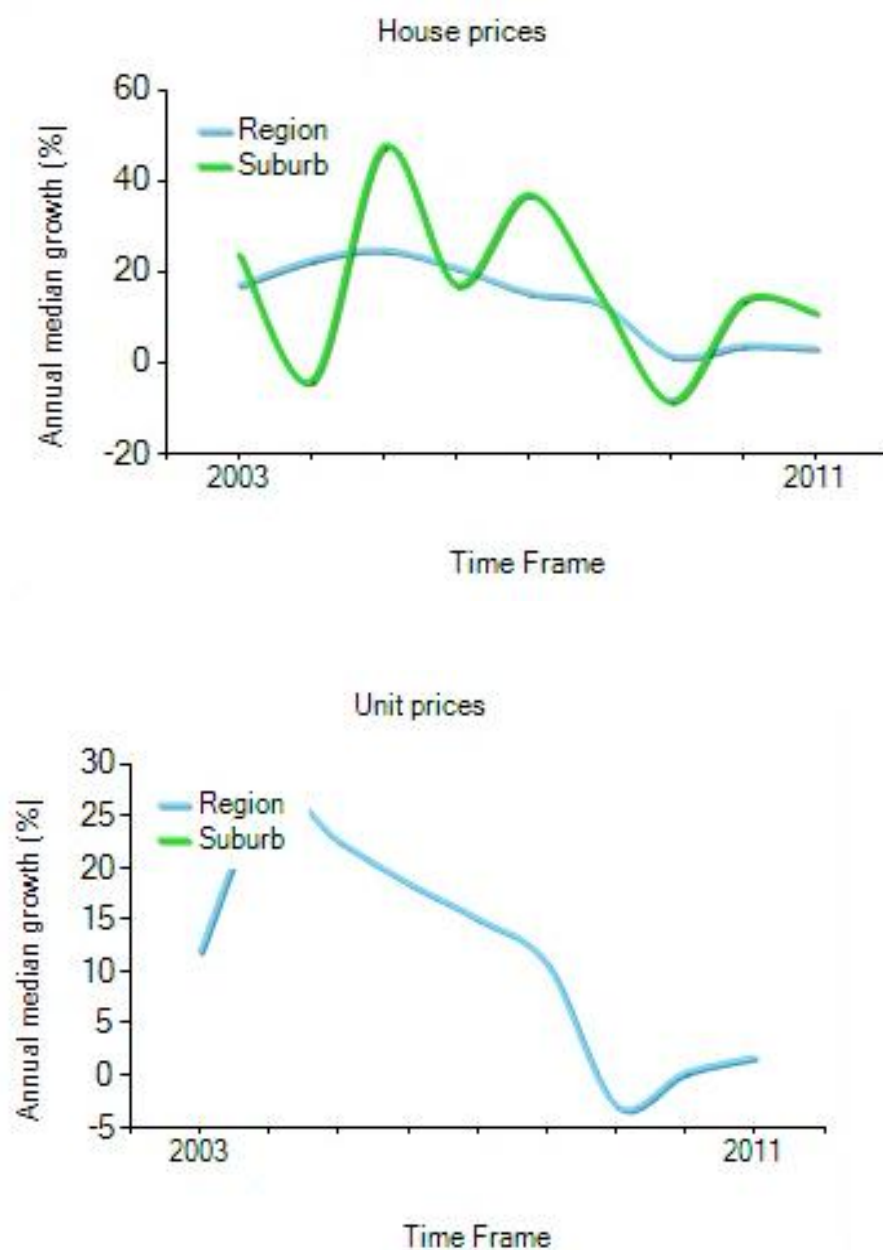


Figure 4.1 Median Property Trends for Houses and Units in Roma to March 2011

(Domain 2011 2011)

4.4. The Impact of Housing Affordability Issues

Yates et al. (2007) state that the lack of housing affordability has significant economic and social impacts, and that the economic and social impacts are intertwined. Further, Yates et al. (2007, pp. 27-32) find that the profound effect on the economy is through the impact on three factors, being efficiency, equity and stability. These economic factors and associated social factors are considered below.

1) Economic Efficiency

- Differentials in affordability between regions restrict migration to high employment, high cost locations.
- High cost housing is reflected in inflated wage levels, which cycles into further inflating house prices.
- Migration of low income earners from the community to surrounding areas, leading to the inability to retain staff and the loss of social capital.
- Reduced economic consumption by struggling households.

2) Economic Distributional Equity

- Widening of wealth distribution between property owners and investors, and non-owners of property.
- Process of gentrification whereby housing that is affordable is pushed to the fringes of the community or region, leading to spatial segregation.
- Segregation of demographic groups from home ownership due to onerous lending criteria.

3) Economic Stability

- Loss of economic gain to surrounding areas.
- Loss of social cohesion and citizenship.
- Risk to financial institution markets and lending discrimination in high cost regions.
- High levels of local inflation.

- Excessive debt burdens make households more vulnerable to interest rate increases.
- Loss of household cohesion.

Based on McMahan and Remy's typology of mining communities (cited in Schandl & Darbas 2008, pp. 27-28), the Surat Basin communities are more typical of long established communities highly dependent on mining than that of long established communities with diversified economic bases that host mines. This being the case, the surrounding urban coastal areas and regional centres will most likely monopolise the economic benefits, and the predominant mining operations will be fly-in, fly-out or drive-in, drive-out work shift patterns (Schandl & Darbas 2008). The summation by Schandl and Darbas (2008) confirms the conclusions by Yates et al. (2007) and Haslam McKenzie et al. (2009).

In the report '*Housing market dynamics in resource boom towns*', Haslam McKenzie et al. (2009) find that mining companies generally have the ability to house their workers, but there are serious repercussions for support industries and local contractors to attract and retain labour. Local businesses have to compete with the resource sector for employees, but cannot provide the level of income that resource companies can. Consequently there is a high turnover of staff and a loss of economic functionality and services in the community, with an associated loss of social cohesion. Even households that can afford to live in the community may choose to move to another area with the full array of services available. Worker accommodation camps and block shift patterns result due predominantly to high asset costs (Haslam McKenzie et al. 2009).

In 2008 the *Commonwealth Scientific and Industrial Research Organisation* (CSIRO) undertook the '*Surat Basin Scoping Study*', authored by Schandl and Darbas, which formed part of '*The Sustainable Communities Initiative Final Report*'. The intention of the study was to be used as a foundation document to coordinate and guide policy and intervention to address socio-economic sustainability issues in the burgeoning resource province, including minimising the impacts of housing affordability. Central to the methodology of the study was the reliance on *Social Impact Analysis* to gauge the level of community engagement and the cost to social capital associated with sustainable development in a resource province.

In the scoping study, Schandl and Darbas (2008) relate the ability of the community to take proactive action to mitigate negative impacts when faced with significant change to a term called 'Adaptive Capacity'. Adaptive capacity is dependent on the diversity of community assets, and there is a subsequent cost to the community assets as a consequence to change. Schandl and Darbas (2008, pp. 18-19) list the community assets as follows:-

- Human Capital (including education, skills, health)
- Social Capital (relationships)
- Natural Capital (environment)
- Physical Capital (hard and soft infrastructure)
- Financial Capital

The effects on social capital fall under three main categories, as follows:-

- 1) Bonding of social capital- Bonding is the ability to cooperate with other elements of the community. Bonding tends to be internally focused on the community, and can lead to the exclusion of change and non-acceptance of outsiders into that community.
- 2) Bridging of social capital- Bridging is the extension of trust and ability to reciprocate with the community.
- 3) Linking of social capital- Linking refers to the relationships that allow access to the resources that provide strategies for change. Linking involves engagement with organisations and Governments by identifying common goals.

All three of these social capital elements must be present to allow for the community to possess adaptive capacity, and successfully facilitate change (Schandl and Darbas 2008). The three social capital elements can therefore be used to gauge the social impact of housing affordability.

4.5. Factors Driving and Constraining Housing Affordability in Roma

Housing affordability is a complex issue that is significantly impacted by economic, environmental and social factors on both the supply and demand side. As such, the factors driving and constraining affordability are numerous and varied. In the context of this research, the drivers and constraints are fundamentally the same factors but have the opposite effect. How these drivers and constraints interact lays the underlying platform to addressing housing affordability (Beer et al. 2011).

The housing market conditions in Roma have developed over a significant period of time. Before looking forward into what the potential drivers and constraints are for the Roma housing market, it is worthwhile considering historical influences. Berry (2005) suggests that traditional housing and economic markets have been closely linked in the post-war period, and policy makers still rely on the market operating within this parameter. Higher housing prices indicate healthy economic conditions, which is the often the focus of economic policy (Berry 2005).

In response to the '*National Housing Affordability Summit*' in 2004, Berry and Dalton (cited in Berry 2005, pp. 4-5) concluded that the prevailing drivers for the national housing boom from 1996-2003 fell into three categories; short term forces, institutional factors and long term fundamentals. Whilst this research was performed in 2005, many of the underlying principles of the previous housing boom are still applicable.

1) Short term forces

- Interest rate falls created market demand by owner occupiers and investors.
- Insecurity on the stock market forced investment in tangible assets.
- Current economic climate.

2) Institutional Factors

- Pre-global financial crises (GFC) lending fundamentals contributed to rapid investment in the property market.

- Land use planning constrictions limited the supply and speed of delivery of land to market.
- Federal Government policy such as negative gearing and capital gains tax exemptions for owner occupiers encouraged property market participation.

3) Long Term Fundamentals

- Demographic trends, such as the prevalence of single households, double income households and the general aging of the population.
- Economic growth and income elasticity demanding higher standards of living associated with higher income levels.
- Increasing wealth from rising asset values.

In the report '*The drivers of supply and demand in Australia's rural and regional centres*' by Beer et al. (2011), the authors summate six fundamental factors underpinning housing affordability issues that are relevant in the context of rural and regional centres such as Roma. The drivers noted are as follows:-

- 1) Housing and land supply.
- 2) The impact of Government policies.
- 3) Demographic change.
- 4) Economic growth and labour markets.
- 5) Scale and localism in regional centres.
- 6) The Indigenous population.

The majority of factors listed by Berry and Dalton in 2004 (cited in Berry 2005) can be categorised into the six fundamental factors proposed by Beer et al. (2011), and as such the majority are still relevant. Consequently, the six fundamental factors are supported by historical precedent from the previous housing boom. The six fundamental factors proposed by Beer et al. (2011) are more appropriate for categorising the drivers and constraints, as many of the components listed within the short-term, institutional and

long term fundamental factors by Berry and Dalton 2004 (cited in Berry 2005) can be incorporated under any one or more of the categories noted by Beer et al. For example, land use planning could be appropriately listed in each of Berry and Daltons categories.

Yates et al. (2007, p. 40) conclude that there are eight macro-drivers of housing affordability outcomes. These drivers can predominantly be categorised into the six fundamental factors put forward by Beer et al. (2011). The eight macro-drivers have been listed below:-

- 1) Regional economic development.
- 2) Transport policy.
- 3) Population policy and settlement planning.
- 4) Sustainable communities and regions.
- 5) Urban and regional planning.
- 6) Income support and retirement incomes policies.
- 7) Fiscal and monetary policies.
- 8) Labour market policies.

The majority of these macro-drivers relate to specific Government policies and economic growth, which was the focus of the Yates et al. (2007) report. Urban and regional planning can be considered under housing and land supply constraints, but could equally be categorised under Government policy.

5. Regulation Framework

There are three systems of regulation, assessment and approval for the provision of land in Queensland. The first system of regulatory approval involves the planning and development system, including state-wide, regional and local planning systems. The elements of the planning and development regulatory system are described by Section 5.1 to Section 5.5.

The second system of regulatory approval involves the assessment of social impacts stemming from Environmental Impact Statements. The elements of the environmental impact regulatory approval system are described by Section 5.6.

The third system of regulatory approval involves the Urban Land Development Authority, which is an independent State Government Authority and the State's primary response for providing affordable housing outcomes. The elements of the ULDA regulatory approval are described in Section 5.7.

To assist with the interpretation and visualisation of the regulatory framework, a 'Roadmap' has been provided in Figure 5.1 (p. 33), and additionally in Appendix B.

5.1. Towards Q2 Statewide Plan

The State Government's '*Towards Q2 Statewide Plan*' is a holistic approach to manage growth related challenges, involving five key elements. All State Government regulation and policy must contribute to achieving these elements to progress the well-being of residents. These elements are:-

- Strong Economy
- Green Environment
- Smart Education
- Healthy Queenslanders
- Fair Communities

There are ten '*Target Delivery Plans*' that coordinate actions and agencies to achieve the *Towards Q2* key elements by year 2020. There are no specific *Towards Q2* targets for improving housing affordability. However, the targets delivering a strong economy, business innovation, training and qualifications and jobless households all contribute to the underlying fundamentals of housing affordability (Department of the Premier and Cabinet 2009).

5.2. Qplan

The planning, development and building system in Queensland is managed, coordinated and executed by '*Qplan*'. *Qplan* aims to identify and deliver more sustainable, positive outcomes by a better integrated, faster and simpler assessment system. The *Qplan* outcomes align with *Towards Q2* outcomes to specifically achieve '*Green Queensland*' and '*Fair Queensland*' objectives. As such the outcomes of the two systems are interwoven (Department of Local Government and Planning 2011a).

5.3. Sustainable Planning Act 2009 (SPA)

The overarching planning document in the state of Queensland is the *Sustainable Planning Act 2009*, which replaced the Integrated Planning Act 1997 (IPA). The *Sustainable Planning Act 2009* was gazetted in September 2009. The SPA is a major platform in the Queensland Government's *Qplan* system towards achieving sustainable development outcomes (Department of Local Government and Planning 2011a). The *Sustainable Planning Act 2009* coordinates and structures planning activities, and integrates planning actions at the local, regional and state levels. The SPA utilises the *Integrated Development Assessment System* (IDAS) as the administrative framework for the assessment of development, to manage the approval process and subsequent development approval (SVY4203 2010).

Under *Sections 627-629* of the *Sustainable Planning Act 2009*, a *Priority Infrastructure Plan* (PIP) is prepared by the relevant State Government Minister. The PIP is amended by the Local Authority in consultation with the State Government at least once every five years. The preparation and subsequent amendments of the PIP ensures that the

provision of trunk infrastructure is relevant and sufficient for current and future community benefit. The preparation of the PIP under SPA2009 provides the mechanisms for the Local Government to levy charges during the development approval process (Sustainable Planning Act 2009).

Prior to the release of the *Sustainable Planning Act 2009*, a discussion paper and subsequent reform agenda identified a significant number of changes to be made to the *Integrated Planning Act 1997*. The majority of the 80 amendments proposed in ‘*Planning for a Prosperous Queensland – A Reform Agenda for Planning and Development in the Smart State*’ in August 2007 have been implemented by the SPA. The scope and significance of the amendments demonstrate how planning legislation must evolve, and highlight the need for flexibility within regulation (Department of Local Government, Planning, Sport & Recreation 2007b).

5.4. State Planning Instruments

Under the *Statutory Instruments Act 1992*, there are four state planning instruments: *State Planning Regulatory Provisions*, *Regional Plans*, *State Planning Policies* and *Standard Planning Scheme Provisions*.

5.4.1. State Planning Regulatory Provisions (SPRP)

State Planning Regulatory Provisions regulate development in regional planning and master planning, provide for the charging of infrastructure and overriding planning schemes where required. Regulatory provisions have the effect of suspending or changing the outcome of another planning instrument, but do not amend the other planning instrument (Department of Infrastructure and Planning 2009). Currently there is no state planning regulatory provisions for the Maranoa-Balonne region.

5.4.2. Statutory Regional Plans (SRP)

Statutory Regional Plans identify desired regional outcomes, as well as identifying the policies, actions, structure and infrastructure required for the region to achieve those

outcomes. Once the regional plan is gazetted, the local planning scheme must be amended to reflect the regionally significant outcomes. Should there be any conflict between any of the four planning instruments, then the preceding instruments prevail. As such, where there is any conflict between regional and local planning schemes, the regional planning scheme will prevail (Department of Infrastructure and Planning 2009).

The *Maranoa-Balonne Regional Plan 2009* was released in September 2009 as a statutory planning document. The Regional Plan was developed under IPA 1997, and remains current under SPA 2009. The *Maranoa-Balonne Regional Plan 2009* (p. Release Notes) was prepared and gazetted to

“... provide a framework for the management and development of the region for more than 20 years.”

The regional plan represents the State’s position on the future of the region. Statutory regional plans take precedence over most other planning instruments, but can be overridden by state planning regulatory provisions (Department of Local Government and Planning 2011d).

The Queensland Government released the draft *Surat Basin Regional Planning Framework* in 2010, 14 months after the Maranoa-Balonne Regional Plan was gazetted. The non-statutory draft regional planning framework advocates flexibility in approach and responsiveness for the region due to not being constrained to regional planning boundaries. Non-statutory plans provide strategic direction; however they do not prevail over any other planning instruments (Department of Local Government and Planning 2011e).

5.4.3. State Planning Policies (SPP)

State Planning Policies (SPP) declare the State’s stance on matters of state-wide interest. State planning policies generally expire after a ten year period, and temporary policies lasting one year may be utilised to address urgent matters of state significance. State planning policies only prevail over local planning instruments (Department of

Infrastructure and Planning 2009). There are numerous *State Planning Policies* applicable to housing affordability in Roma.

State Planning Policy 1/92 Development and the Conservation of Agricultural Land (1992) commenced in 1992 and relates to the identification of good quality agricultural land (GQAL), and separating GQAL from urban land uses. *State Planning Policy 1/02 Development in the Vicinity of Certain Airports and Aviation Facilities* (2002) commenced in 2002 and relates to urban development in the vicinity of airport infrastructure. *State Planning Policy 1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide* (2003) commenced in 2003 and relates to mitigating the impacts of flooding, bushfire and landslides (Roma Town Council Planning Scheme 2006). *State Planning Policy 1/07 Housing and Residential Development* (2011) does not currently apply to the regulation framework, as the Local Government area must have a minimum population of 10,000 residents, as well as an average annual dwelling rate in excess of 100 dwelling per annum.

In addition to the State Planning Policies, there is a *Draft State Planning Policy: Air, Noise and Hazardous Materials 2009* that is used as a reference on interpreting and implementing the States policy position for industrial land uses. The draft SPP is utilised to provide a framework for making or amending a Local Government planning instrument, or during the development assessment phase under the Integrated Development Assessment System. The policy segregates incompatible land uses, such as industrial and residential land uses, by providing separation distances between them. The separation distance for low impact industries is 250 metres, for medium impact industries is 500 metres and for high impact industries is 1000 metres. Where industries are located within these distances, the planning scheme requires the applicant must show that the activity will not negatively impact upon the environment, health and wellbeing or safety concern to the adjoining land use (Draft State Planning Policy: Air, Noise and Hazardous Materials 2009).

5.4.4. Queensland Planning Provisions (QPP)

Queensland Planning Provisions provide a consistent structure for local planning schemes. The provisions provide mandatory and non-mandatory elements to be

included in planning schemes to provide consistency and avoid complexity. Standard planning scheme provisions do not regulate development; they take effect once adopted into the local planning scheme (Department of Infrastructure and Planning 2009).

5.5. Local Area Planning

5.5.1. Roma Town Planning Scheme

The *Roma Town Planning Scheme 2006* was gazetted in 2006 under IPA1997, and remains current under the SPA2009. The *Roma Town Planning Scheme 2006* is the key instrument for the execution of state planning outcomes, regional planning outcomes and local planning outcomes (SVY4203 2010). The Surat Basin Future Direction Statement commits to the preparation of a new consolidated Maranoa local planning scheme within two to five years, and the new scheme will have a design lifespan of ten years (Department of Employment, Economic Development and Innovation 2010). The Local Government Planning Alliance (2009) has prepared the *Maranoa Regional Council Planning Scheme Statement of Proposals* in conjunction with the Maranoa Regional Council to establish what elements residents would like to have incorporated into the proposed Maranoa local planning scheme.

With reference to housing affordability and availability in Roma, current restrictions in the residential zones in the scheme include minimum allotment size of 800 square metres, with a range between 800 and 1000 square metres specified as a desired outcome, maximum height of a dwelling to be less than 8.5 metres from natural ground height and site density no greater than 50 percent for a dwelling house or 40 percent for dual occupancy or accommodation units (Roma Town Planning Scheme 2006). However, the *Roma Regional Council Planning Scheme Statement of Proposals* (Local Government Planning Alliance 2009, p. 17) states that

“... some smaller dwellings will be needed to house less people in smaller family groups.”

Therefore smaller allotment sizes and multiple dwellings per allotment should be considered in the proposed scheme.

5.5.2. Temporary Local Planning Instruments (TLPI)

Temporary Local Planning Instruments (TLPI) override the local planning scheme (Department of Infrastructure and Planning 2009). There are no *Temporary Local Planning Instruments* applicable to the *Roma Town Planning Scheme 2006*.

5.5.3. Planning Scheme Policies (PSP)

Planning Scheme Policies assist the local authority in administering the planning scheme (Department of Infrastructure and Planning 2009). There are two *Planning Scheme Policies* applicable to the *Roma Town Planning Scheme 2006*. These policies describe the information request process along with the requirements during development assessment, and to describe the third party advice and input process into development assessment (*Roma Town Planning Scheme 2006*).

5.6. Environmental Impact Statement (EIS)

Environmental Impact Statements (EIS) are required for new or expanding major resource development projects under the *Environmental Protection Act 1994*, for the declaration of state significant project status under the *Queensland State Development and Public Works Organisation Act 1971*, or for the declaration of national significant project status under the *Environment Protection and Biodiversity Conservation Act 1999* (Department of Environment and Resource Management 2011). A voluntary EIS may also be prepared and lodged with the relevant administering authority. The purpose of an *Environmental Impact Statement* is to assess any potential environmental, social and economic impacts of a proposed project, to inform and obtain input from the community and relevant stakeholders, and to assess, plan, implement, manage and monitor mitigation strategies in conjunction with the administering authority (Department of Environment and Resource Management 2011). *Environmental Impact Statements* have relevance to the provision of developable land, through the *Social Impact Assessment* process.

5.6.1. Social Impact Assessment (SIA)

A *Social Impact Assessment* is used to gauge the potential social impacts of major resource projects, and is triggered by an EIS under the *Environmental Protection Act 1994*, the *Queensland State Development and Public Works Organisation Act 1971* or the *Environment Protection and Biodiversity Conservation Act 1999*. Many of the negative impacts of potential resource projects are cumulative by nature, and there are numerous variables to consider in the assessment process. The criteria for determining the extent of the impact considers the number of people affected, the duration of the project, the economic impacts, the permanency of the impacts, the relevance of the impacts to current and future policy and the level of project certainty (Department of Infrastructure and Planning 2010b).

The potential social impacts of significant projects and major resource development projects are assessed using a detailed assessment process. There are eight mandatory considerations to be addressed during the SIA process.

- 1) Collation and analysis of relevant baseline information within the local and regional context.
- 2) Preparation of a stakeholder engagement plan to identify and work with affected residents and stakeholders using a full range of engagement techniques.
- 3) Scoping and identifying key social elements affected by the proposal.
- 4) Developing a methodology to ensure accurate assumptions are made of the potential impacts, with particular reference to at risk and vulnerable groups within the community.
- 5) Forecasting resultant changes, using techniques such as the comparison with relevant case studies, projections and population multipliers.
- 6) Assessing the potential impact of changes by comparative analysis, interviews and investigations with affected parties.
- 7) Managing potential impacts by substitution, compensation or by providing alternative opportunities.
- 8) Establishing a monitoring plan to assess the effectiveness of mitigation, and to allow for mitigation of unpredicted impacts.

(Department of Infrastructure and Planning 2010b).

Forecasting, assessing, managing and monitoring of potential changes are critical in mitigating the negative effects of significant resource projects on social impacts, such as the impact on local housing availability and affordability. Once the SIA has been established, a *Social Impact Management Plan* is prepared to action and monitor mitigating strategies for the life of the resource project. The Management Plan will utilise the draft *Major Resource Projects Housing Policy* to mitigate the negative impacts on housing availability and affordability (Department of Infrastructure and Planning 2010b).

Of particular reference to housing in Roma is the '*Coordinator-Generals Evaluation Report*' as part of the EIS approval for the *Gladstone Liquefied Natural Gas (GLNG)* project. The GLNG project is a joint venture between Santos, PETRONAS, Total and KOGAS that consists of upstream gasfield activities located predominantly to the North of Roma, midstream gas pipeline activities and downstream LNG processing and export facilities in Gladstone. In accordance with the Coordinator-General's conditions, the consortium will provide \$5.8 million towards an integrated housing strategy for the Maranoa region, as well as \$500,000 to the Maranoa Regional Council for supported accommodation programs and \$200,000 to Council to identify areas for new housing projects (GLNG Media Release 2011).

5.7. Urban Land Development Authority (ULDA)

The third system governing the regulatory provision of land in Queensland is the *Urban Land Development Authority*. The ULDA is an independent statutory authority established under the *Urban Land Development Authority Act 2007*, and is a major component of the *Queensland Housing Affordability Strategy*. The primary purpose of the ULDA is to facilitate residential land availability, provide a diverse range of housing options, to provide and facilitate affordable housing options, to ensure adequate provision of infrastructure and to achieve best practice design for land and housing products (Urban Land Development Authority 2011).

The Urban Land Development Authority works within a designated *Urban Development Area*, and is responsible for planning, executing or coordinating, and assessing development within the UDA. For the *Urban Development Area*, an approved *Development Scheme* establishes the intentions for the development and replaces the local government planning scheme to enforce land use compliance within the UDA. The Development Scheme has three components, being a land use plan to regulate development and the form of development, an infrastructure plan to support the land use plan, and an implementation strategy to provide mechanisms to achieve the desired outcomes. The Bowen Street *Urban Development Area* site in Roma was declared on the July 30, 2010 (Urban Land Development Authority 2011).

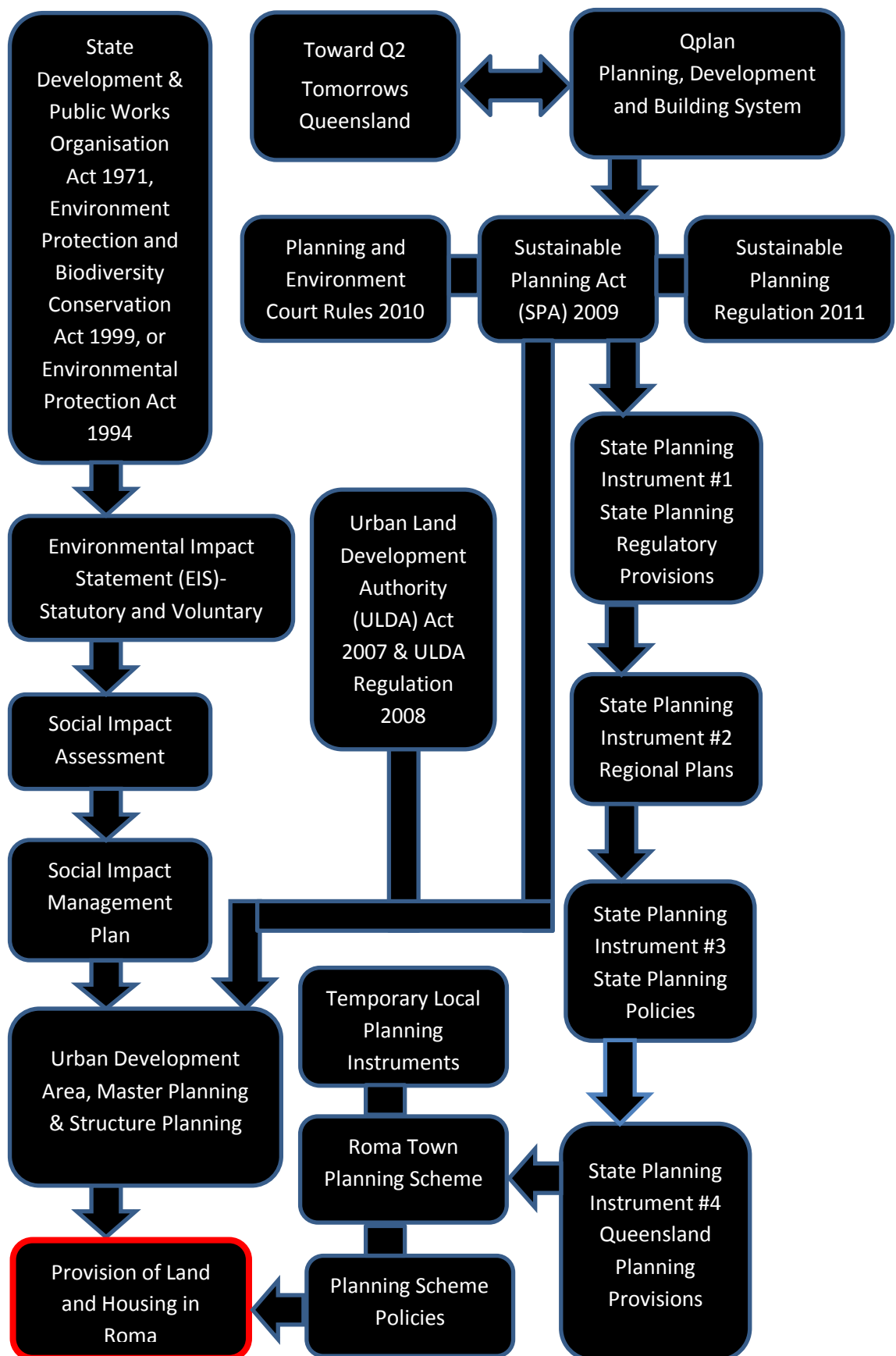


Figure 5.1

Regulation Framework Roadmap

6. Policy and Strategy Framework

6.1. Federal Government Policy and Strategy

To assist with the interpretation and visualisation of the Federal Government policy and strategy framework, a ‘Roadmap’ has been provided in Figure 6.1 (p. 39), and additionally in Appendix B.

6.1.1. National Building Economic Stimulus Plan

The *National Building Economic Stimulus Plan* commenced in 2008 to stimulate economic activity in response to the Global Financial Crisis. Central to the *Stimulus Plan* was the \$42 billion *Nation Building and Jobs Plan*, delivered in two stages. Of particular relevance to affordable housing programs, in addition to the provision of hard and soft infrastructure, is the investment of \$400 million for repairs to 75,000 social housing dwellings in stage 1 across Australia, and \$5,238 million for the provision of 19,300 new social housing dwellings across Australia. The social housing outlay was allocated across Australia on a needs basis (Commonwealth of Australia 2011).

Stage 1 of the *Stimulus Plan* has delivered an investment of \$94,019 for social housing repairs and maintenance for 36 dwellings in the Roma region. Stage 2 of the *Stimulus Plan* is in progress with an investment of \$1,102,500 for 6 new social housing dwellings, at an average cost of \$183,750 per dwelling in the Roma region. These projects are located in the postcode area of 4455, the major township of which is Roma (Commonwealth of Australia 2011).

6.1.2. National Rental Affordability Scheme (NRAS)

The *National Rental Affordability Scheme* was introduced in 2008 by the Federal Government to encourage the provision of 50,000 affordable rental dwellings across Australia to low and moderate income earners. Rental providers receive financial incentives by the Federal and State Government to supply rental accommodation at least

20 percent less than market rental rates. Current financial incentives are a Federal Government tax offset or payment of \$7,143 per year and a State Government direct or in kind payment of \$2,381 per year for each rental dwelling. Additionally the NRAS focuses resources such as financial institution loans, equity agreements, grants and developer contributions to assist in achieving affordable rental dwellings (Department of Sustainability, Environment, Water, Population and Communities 2011b).

6.1.3. Housing Affordability Fund (HAF)

The *Housing Affordability Fund* was launched by the Federal Government in 2008 as a five year plan to reduce the cost of new homes to the consumer. The affordability fund recognised two main impediments to the supply of housing products. The impediments are onerous development assessment timeframes resulting in higher developer holding costs that are ultimately passed on to the consumer, and development infrastructure costs charged by Local and State Government. The HAF provides funding to initiatives that assist in improving efficiency, timeframe and costs associated with bringing housing to market (Department of Sustainability, Environment, Water, Population and Communities 2011a).

The *Housing Affordability Fund* has financed numerous initiatives in Queensland proposed by the *Housing Affordability Programme Queensland*. Funded programs included the *Next Generation Planning* (NGP) program, *Target 5 Days* (T5) program and the *Electronic Development Assessment* (HAF-eDA) (Department of Sustainability, Environment, Water, Population and Communities 2011a).

6.1.4. Sustainable Australia- Sustainable Communities (SC)

The *Sustainable Australia - Sustainable Communities* population strategy was introduced by the Federal Government in 2011 to ensure that policy and governance settings will improve the wellbeing of residents in urban and regional areas. The *Sustainable Communities* policy is an overarching policy agenda with elements of health, water, education and skills training, and reform of the skilled migration system. Additionally, the policy incorporates investment in significant infrastructure through the

Nation Building Program, coordination, reform and investment in other infrastructure through *Infrastructure Australia*, and the provision of the *National Broadband Network*. Many of the significant policy settings are incorporated into local context through the development of 55 *Regional Development Australia* (RDA) committees throughout the nation (Department of Sustainability, Environment, Water, Population and Communities 2011c).

The goal of the *Sustainable Communities* policy is to provide

“... more effective anticipation, planning and response to the impacts of population changes on our environment, communities and economy.”

(Department of Sustainability, Environment, Water, Population and Communities 2011c, p. 28).

The *Sustainable Communities* policy encourages sustainable levels of population growth appropriate for the levels of localised economic conditions, and improves the liveability in regional areas, but does not directly target housing affordability. The policy forms part of a \$4.3 billion dollar population reform agenda commitment announced in the 2011/2012 Federal Budget (Department of Sustainability, Environment, Water, Population and Communities 2011c).

There are three key initiatives in the 2011/2012 Federal Budget that establish the framework for the future direction of the policy. The *National Urban Policy* seeks to improve liveability in Australian cities, while *Investing in Regional Australia* is a Ministerial statement that details the financial commitment and policy intent to build stronger regional communities. The third initiative is a *Sustainable Population Strategy*. These initiatives complement each other, as it is recognised that the most effective way to relieve growing pressure from the urban areas of South East Queensland is to encourage the population to disperse into regional areas. (Department of Sustainability, Environment, Water, Population and Communities 2011c)

The *Sustainable Population Strategy* has three components relevant to housing affordability in Roma. *Sustainable Regional Development* complements existing measures for Commonwealth strategic assessments in high growth areas through the *Environment Protection and Biodiversity Conservation Act 1999*. *Measuring Sustainability* aims to improve measures of wellbeing by developing a set of

sustainability indicators to guide decision making. Under the *Promoting Regional Living* program, regional centres that can demonstrate capacity to accommodate growth will be eligible for support to market themselves as desirable destinations (Department of Sustainability, Environment, Water, Population and Communities 2011c).

One of the key principles of the SC strategy is the freedom of people to choose where and how to live. The policy states that

“... *economic and lifestyle drivers will continue to be the key determinants of where Australians choose to live.*” (Department of Sustainability, Environment, Water, Population and Communities 2011c, p. 38).

The policy states that by creating economic and employment opportunities combined with a sense of place within the community, that prosperity and the standard of living will be maximised. The Federal Government’s aim is to create the conditions to attract and enhance investment, innovation and growth without providing that investment directly. This is a market led approach to economic and population growth (Department of Sustainability, Environment, Water, Population and Communities 2011c).

Regional centres in Australia have been recognised as ideal places to house skilled migrants, particularly in resource areas where labour supply constraints are likely to limit economic growth and production. There are numerous Federal Government initiatives such as the *Regional Sponsored Migration Scheme* (RSMS) for 16,000 skilled migrants in 2011/2012, *Regional Migration Agreements* allowing local authorities to access and negotiate skilled workers for local employers and *Enterprise Migration Agreements* allowing major resource projects with significant capital expenditure the flexibility to import skilled workers. Migrants assessed under the RSMS scheme that apply for ‘Regional Residence’ visas will have their applications fast-tracked. The migration schemes compliment the *Sustainable Population Strategy* by encouraging population growth, and in particular net overseas migration in regional centres (Department of Sustainability, Environment, Water, Population and Communities 2011c).

One of the benefits of net overseas migration is that migrants partially offset the loss of older Australians from the workforce. The Sustainable Communities Strategy notes that along with migrant growth, demographic changes in the Australian resident population

will have a significant impact on future housing requirements. Couples without children in the household will be the most common family type in Australia by the end of 2011, and single person households are the fastest growing demographic. These demographic trends create greater demands on housing diversity and availability (Department of Sustainability, Environment, Water, Population and Communities 2011c).

6.1.5. Nation Building Program

The Nation Building Program is a 6 year \$36.2 billion dollar Federal Government funded infrastructure program that commenced in 2008. The program funds major land transport project construction, coordination and maintenance to improve the efficiency and connectivity for projects of strategic state and national significance. The development of the *National Land Transport Network* under the *Nation Building Program* is a critical platform of the *Sustainable Australia – Sustainable Communities* policy to improve the accessibility and liveability of regional areas. Of particular reference to the provision of major infrastructure in the Maranoa region is a \$55 million dollar funding package for the upgrade of the Warrego Highway between Roma and Mitchell (Department of Infrastructure and Transport 2011).

6.1.6. Regional Development Australia (RDA)

Regional Development Australia is a Federal Government initiative that was introduced in 2010 to encourage growth throughout regional areas of Australia. RDA committees develop partnerships between Federal, State and Local Governments, as well as community groups and stakeholders. The Roma region is covered by the Darling Downs and South West Queensland RDA committee.

RDA partnerships are utilised to respond to social, economic and environmental issues within the region, thereby improving the liveability of the region. RDA also provides a forum and means to leverage Federal funding, as well as develop and implement policies and strategies such as the *Surat Basin Economic Development Strategy* (Department of Regional Australia, Regional Development and Local Government 2011).

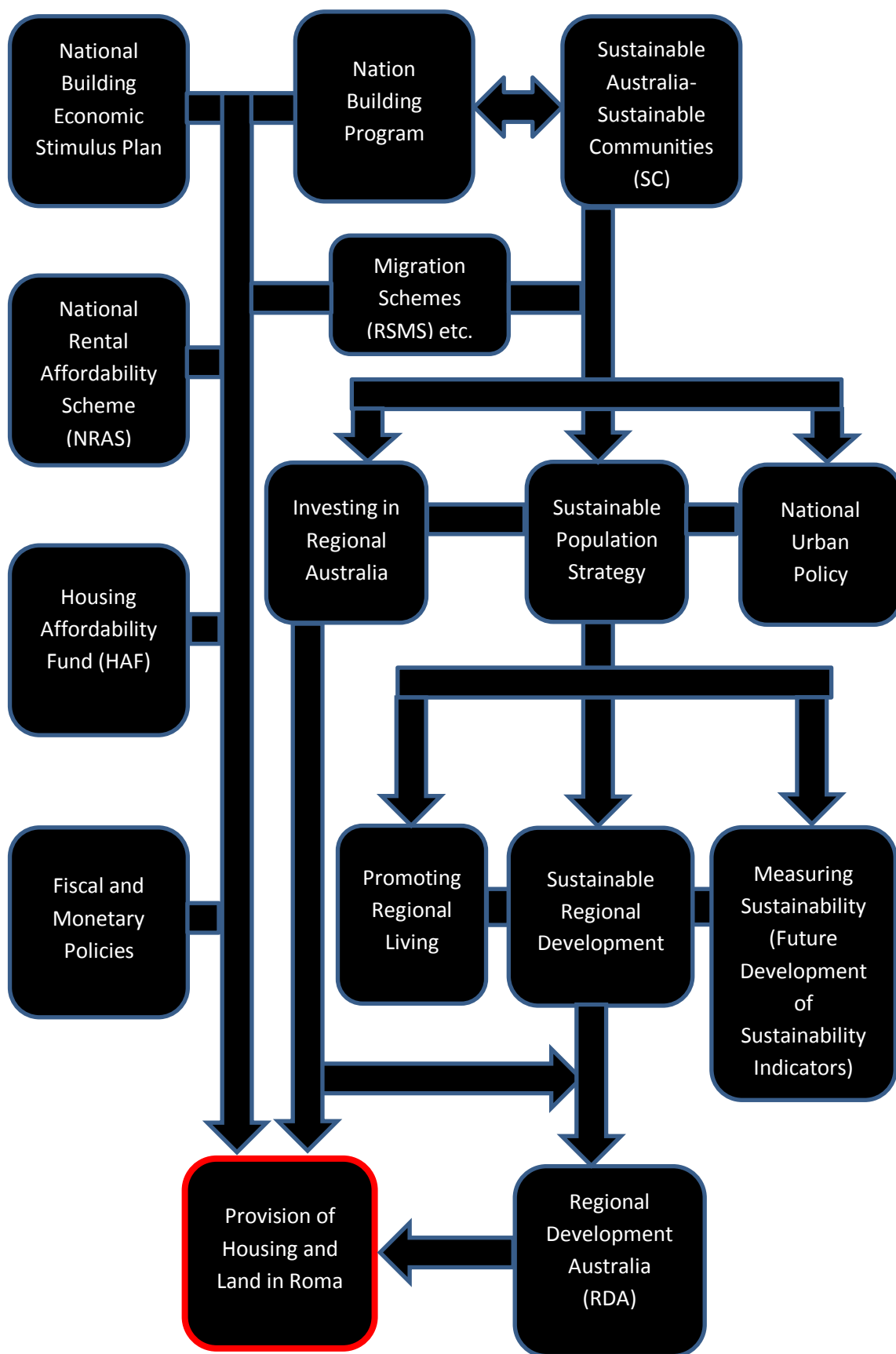


Figure 6.1 Federal Government Policy Framework Roadmap

6.2. State Government Policy and Strategy

To assist with the interpretation and visualisation of the State Government policy and strategy framework, a ‘Roadmap’ has been provided in Figure 6.3 (p. 70), and additionally in Appendix B.

6.2.1. Blueprint for the Bush

The *Blueprint for the Bush* was released in 2006 as a ten year plan to develop sustainable, liveable and prosperous regional communities outside of the South-East Queensland urban conurbation and major regional centres. The blueprint is a collaborative initiative between the Queensland Government, Ag Force Queensland and the Local Government Association of Queensland, and involved extensive and widespread industry and community participation. The key initiatives of the blueprint are:-

- Investment in rural infrastructure.
- Strengthening and promoting local and regional economies.
- Encouraging sustainability in economic activities, such as primary production and extractive resources.
- Delivering flexible, responsive and affordable services.
- Promoting strong and secure communities.
- Improving planning, engagement and coordination of government services.
- Promoting the image of rural Queensland and relationships between communities, industry and regulators.

(Department of Communities 2006, p. 6).

The blueprint is concerned with improving many of the underlying fundamentals influencing housing affordability across regional Queensland. The blueprints specific commitment to improving housing affordability relates to developing a rural housing strategy and improving regional planning outcomes and coordination. This commitment

resulted in the gazettal of the statutory *Maranoa-Balonne Regional Plan 2009* (Department of Communities 2006).

6.2.2. Rural Economic Development and Infrastructure Plan (REDIP)

The *Rural Economic Development and Infrastructure Plan* was released in 2006 as a companion document to the *Blueprint for the Bush*. The plan seeks to integrate and coordinate the development of infrastructure to service additional economic activity, as well as to provide the opportunity for future growth in the regions. The infrastructure plan addresses water infrastructure, transport infrastructure, energy infrastructure, information and communication technology infrastructure and social and community infrastructure. There is also a commitment to provide additional social housing through the Department of Housing, as well as to develop a rural housing strategy to increase Local Government and community managed housing providers (Queensland Government 2006).

Growth in infrastructure stimulates investment in local economies and businesses creating more employment opportunities, increased household disposable incomes and greater productivity. The Productivity Commission (cited in Queensland Government 2006, p. 21) notes that

“... access to and investment in infrastructure services is central to economic performance and living standards.”

The development and coordination of infrastructure is relevant to housing affordability both directly, such as the cost and certainty of supply, as well as indirectly, such as increased employment activity and greater capacity to pay for housing costs. However, increased economic development and local spending on infrastructure has the potential to increase the rate of local inflation thereby making the region a more expensive place to live (Queensland Government 2006).

6.2.3. Sustainable Futures Framework for Queensland Mining Towns (SFF)

The *Sustainable Futures Framework* was released as a discussion paper in 2007 to identify existing and potential growth management issues, to examine government and industry responses to growth management issues and propose a framework for sustainable growth in Queensland mining towns (Department of Local Government, Planning, Sport & Recreation 2007, p. 2). The *Sustainable Futures Framework* established six principles to successfully mitigate negative impacts on towns with reliance on mining related industries. These principles are:-

- 1) Leadership- Increasing Local Government and community leadership capacity.
- 2) Collaboration- ownership of outcomes is enhanced by stakeholder collaboration and formation of alliances.
- 3) Corporate Social Responsibility- Government, mining and community stakeholders must accept responsibility for minimising negative impacts, and commit funding and resources accordingly.
- 4) Sustainability- Social, economic and environmental action plans developed through community consultation.
- 5) Communication- Government and mining companies to provide clear, accurate and timely communication of long term plans and activities.
- 6) Community Engagement- Effective community engagement must involve community stakeholders.

(Department of Local Government, Planning, Sport & Recreation 2007).

When the *Sustainable Futures Framework* was released, there were numerous issues identified for priority action. The issues identified represent areas of policy development required to negate the impacts of mining projects on the community. Whilst there is more influence from the petroleum and gas industries in Roma than mining operations, the dynamics and scale underpinning the industries are similar. The issues identified for policy development include the following:-

- Local and regional economic development- Greater diversity in economic drivers, such as tourism, should be encouraged to establish viable industry and employment alternatives. This has a direct impact on housing affordability by improving the income and wealth of residents, and providing confidence to investors by smoothing the risk adverse '*peak and trough*' investment cycle that is typical of resource driven communities.
- Government coordination and service provision- There is a lack of coordination of policy development and infrastructure provision between regulators and agencies. This is particularly the case with multiple level government policy and mining proponent commitments to infrastructure spending. Conflict on the part of mining companies focuses on the amount of State Government revenue generated from resource projects, and the lack of the State Government investment back into the community from where the revenue was generated.
- Housing demand and supply- A state housing policy for major resource projects is required that includes diverse housing options and industry incentives to be able to effectively respond to housing supply and demand requirements. Future policy initiatives should include low-cost housing options for the private market, not just reliance on social housing provision.
- Housing choice- Existing planning scheme restrictions have led to predominantly single dwellings on large residential allotments, leaving little scope for multiple dwelling or small lot housing options. Workers camp accommodation and single person quarters should be appropriately tailored to each town, and best practice urban design options should be incorporated into multiple dwelling and small lot housing policy development.
- Housing affordability- Social issues have been recognised in some regions due to younger demographics, low-income earners, the unemployed and non-resource sector workers not being able pay rent and housing costs due to the lack of housing affordability. These groups in particular leave town to reside in more affordable regions, or are forced to live in overcrowded conditions. Even workers in the mining sector with higher disposable incomes view the investment in home ownership as a risk should mine production decline or cease. Shortages in available rental stock and investor risk place pressure on the affordability of housing and private rental accommodation. More affordable housing outcomes can be encouraged by streamlining the development

assessment process, rental assistance and social housing programs and encouraging resource companies to provide medium to long-term housing for their employees, thereby relieving some of the pressure on the housing and rental markets.

- Home ownership- Home ownership by mining employees at or near their place of work, generally translates to a greater cohesion and assimilation with other residents, and helps to instil confidence and stabilise the housing market.
- Short-term accommodation- Temporary accommodation is generally the best option to service major projects as it results in fewer social issues. However there remains a pressing need for semi-permanent, crises accommodation and accommodation for single visitors to town.
- Strategic planning and infrastructure- Many of the local planning issues derive from the lack of statutory regional planning and lack or deterioration in local infrastructure. The result of multiple mining companies operating in a community is the reluctance to contribute to community infrastructure. Additionally there is a lack of coordination of temporary mining activity with the planning scheme, as mining activities are not addressed under State or Local Government planning legislation.
- Environmental Impact Statement- There is recognition of the significant social impacts of mining projects on the community, including increased competition for housing and less affordable housing that will be considered in the EIS approvals process. However this process does not accurately reflect overall workforce requirements and associated accommodation requirements, such as the housing of external contractors that are not the proponents of the EIS project under consideration. The EIS process generally does not consider or specify the mix of housing types and duration required for each project. (Department of Local Government, Planning, Sport & Recreation 2007, pp. 21-25).

The Sustainable Futures Framework was designed to support community planning, with inputs from an enhanced EIS assessment process.

6.2.4. Surat Basin Future Direction Statement (SBFDS)

The *Surat Basin Future Direction Statement* was released in February 2010 and establishes a framework for the State Government, community and industry to deliver regional development outcomes that support and manage growth in the Surat Basin until 2030. It is a high level policy direction document that maps and coordinates numerous policy and strategy priorities in an effort to mitigate and manage the cumulative impacts of change in the region. The *Future Direction Statement* is the key State Government policy document that establishes the framework, identifies the issues and articulates the mechanisms for government agencies and stakeholders to action, but does not solve the issues identified (Department of Employment, Economic Development and Innovation 2010).

The *Future Direction Statement* recognises that rapid growth in the Surat Basin is likely to occur over a large spatial region, and as such many of the dynamics that have occurred in other similar regions such as Gladstone cannot be predicted with the same level of certainty. Therefore, the statement has to evolve along with the level and rate of economic activity to remain relevant. To ensure that the statement remains dynamic, the statement advocates and utilises partnerships, integration, resilience, adaptability and responsiveness (Department of Employment, Economic Development and Innovation 2010).

The *Future Direction Statement* has six key components that outline the key issues and actions to guide the policy response. The six key elements will be discussed according to whether they relate directly or indirectly to housing affordability. There are numerous additional policies that respond to the perceived issues and actions, and these policies are noted where they relate to housing affordability.

1) Planning for growth

Planning for growth encompasses directing the

“... *scale, type, location and connectivity of development.*” (Department of Employment, Economic Development and Innovation 2010, p. 22).

Planning for growth involves both regional and local government planning mechanisms. These elements have a huge influence on housing affordability and availability in the Surat Basin. The non-statutory *Surat Basin Regional Planning Framework* was prepared and released in July 2011 as a key initiative of the *Future Direction Statement*. The framework reflects the intention of the State Government to move towards a statutory regional plan for the Darling Downs, including a review of the statutory *Maranoa-Balonne Regional Plan 2009*, but it unclear whether the new plan would adjoin or incorporate the *Maranoa-Balonne Regional Plan 2009* (Department of Employment, Economic Development and Innovation 2010).

The key outputs of the *Surat Basin Regional Planning Framework* are to

“... establish regional vision, strategic directions and regional land use patterns.”
(Department of Employment, Economic Development and Innovation 2010, p. 23).

Accordingly the *Preferred Settlement Pattern for the Surat Basin* was established as an initiative of the *Future Direction Statement* to guide the demands of development and inform planning decisions. Additional planning actions from the *Future Direction Statement* include the preparation of new local planning schemes within two to five years and investigating the declaration of an Urban Development Area (UDA) in the region (Department of Employment, Economic Development and Innovation 2010, p. 23). The Roma UDA was subsequently declared under the *Urban Land Development Authority Act 2010*

The *Future Direction Statement* has a coordinating role to play between regional planning mechanisms, local planning mechanisms and natural resources mechanisms. Coordination of the intention and outcomes of the *Maranoa-Balonne Regional Plan 2009*, *Surat Basin Regional Planning Framework*, *Roma Town Planning Scheme 2006* and the *Environmental Impact Statement* assessment process will be a critical part of managing growth related issues (Department of Employment, Economic Development and Innovation 2010).

The *Cumulative Growth Management Framework* for resource communities is an initiative of the *Future Direction Statement* that will be executed under the *Social Impact Assessment* provisions in the *Environmental Impact Statement* assessment process. Cumulative impacts will be modelled and monitored under the *Future*

Direction Framework, including modelling and monitoring of temporary and non-resident workforce. This process will be informed by the Office of Economic and Statistical Research (OESR), and is a critical feed-in process to ensure accurate planning outcomes.

2) Planning and developing infrastructure

The key initiative of planning and developing infrastructure delivery revolves around the preparation of a *Regional Transport Strategy*. The strategy will guide the location and connectivity of development throughout the Surat Basin, which will support further residential growth. The provision of improved infrastructure will improve the liveability of Surat Basin towns, which will attract residential growth (Department of Employment, Economic Development and Innovation 2010).

3) Liveable communities

There are two major issues that have been recognised under the *Future Direction Statement* that influence the liveability of Surat Basin towns. The first issue is the creation of greater housing demand generated from resource projects, leading to higher rents and property prices and consequently reduced levels of housing affordability. The second issue is the supply of suitably zoned land, and suitable types of dwelling to cater for the changing work dynamic. These key issues will be identified and mitigation strategies developed through the Social Impact Assessment process (Department of Employment, Economic Development and Innovation 2010).

There are numerous outputs to improve liveability from the *Future Direction Statement*. The key deliverable is the development of the *Resource Town Housing Affordability Strategy*, which was subsequently released as a draft in December 2010 to fulfil the commitment of improved affordability. Other deliverables include the development of guidelines for type, quality and location of temporary accommodation, which has not been released to date, the development of a *Major Projects Housing Policy*, which was released as a draft in September 2010, refinement of affordable housing models through

the *Sustainable Resource Communities Housing Group* and expansion of government employee housing in the region. Currently there is a rural housing service centre pilot program in Roma, as well as a government employee housing program in Roma (Department of Employment, Economic Development and Innovation 2010).

4) Capturing economic opportunities

The *Surat Basin Economic Development Strategy* was released in 2011 as an initiative of the *Future Direction Statement*. The strategy will assist housing affordability in Roma by attracting investment in residential and business growth, increasing employment and therefore residents earning capacity and helping to build a diverse and strong economy (AEC Group 2011).

5) Skilled workforce

A *Workforce Development Plan* for the Surat Basin region is currently being prepared to improve education levels, build industry skill levels and resilience in the workforce. The relevance to housing affordability is that by improving relevant education levels leads to better employment prospects and security, greater income potential and therefore more disposable income to service household debt levels (Department of Education and Training 2010).

6) Sustaining regional environments

There is no direct influence of sustaining regional environments on housing affordability in Roma.

Community input into the *Future Direction Statement* was by liaison with key stakeholders, the '*Surat Basin Regional Development Forum*', and by establishing close ties with the *Sustainable Resource Communities Policy (SRC)* development process. Each of the six key elements has a working group established to develop and implement

policy response, and each working group reports to the high level ‘*Surat Basin Regional Development Steering Committee*’. The steering committee is responsible for cross agency dealings, reporting and lobbying for funding where appropriate. The statement is coordinated by the Department of Employment, Economic Development and Innovation and the Department of Local Government and Planning (Department of Employment, Economic Development and Innovation 2010).

The *Future Direction Statement* coordinates activities with the Federal Government through the relationship between the *Surat Basin Regional Development Steering Committee* and the *Regional Development Australia Committee*. The committees are to develop a “... *Roadmap of Regional Development Priorities*” that is specific to each region, a process that will identify Federal Government funding programs and mechanisms to support the priorities of each group (Department of Employment, Economic Development and Innovation 2010, p. 9). Coordination with Local Government is through the *Maranoa Regional Council Economic Development Strategy*, which seeks to achieve many of the objectives of the *Future Direction Statement* but with a focus on local rather than regional issues (Department of Employment, Economic Development and Innovation 2010).

The policy synergy between the *Future Direction Statement* and the *Sustainable Resource Communities* reflects the strengthening of ties between regional planning and the *Social Impact Assessment* process. This relationship is further enhanced by the dissemination of information from the *Future Direction Statement* into a generic *Cumulative Growth Management Framework*, that will be implemented as part of the *Environmental Impact Statement* process (Department of Employment, Economic Development and Innovation 2010).

6.2.5. Sustainable Resource Communities Policy (SRC)

The *Sustainable Resource Communities Policy* was established in 2008 in recognition of the cumulative and regional social impacts associated with mining and petroleum industry projects. There was a discord in coordinating outcomes between planning and development regulation and mining and petroleum regulation, as highlighted in the *Sustainable Futures Framework for Queensland Mining Towns*. As part of the

community coordination and collaboration process of the SRC, the '*Surat Basin Local Leadership Group*' was established. The Leadership Group includes the mayors of the Surat Basin regional councils, and representatives from State Government agencies (Department of Tourism, Regional Development and Industry 2008).

The *Major Projects Housing Policy* is an initiative of the *Sustainable Resource Communities Policy* that commits to establishing principles for assessing the cumulative impacts on the local community of resource related projects (Department of Tourism, Regional Development and Industry 2008).

6.2.6. Draft Major Resource Projects Housing Policy (MRPHP)

The *Major Resource Projects Housing Policy* was released as a draft in September 2010 as an initiative of the *Sustainable Resource Communities Policy*. The purpose of the MRPHP is to establish the principles and policy framework for housing major resource project labour forces, thereby minimising the cumulative impacts on the local housing market. The housing policy will be used to assess accommodation and housing market impacts for new and expanded mining and petroleum development proposals. Once adopted, the MRPHP will be required for significant projects as defined under the *State Development and Public Works Organisation Act 1971*, and defined under the *Environmental Protection Act 1994* (Department of Infrastructure and Planning 2010a).

6.2.7. Draft Resource Town Housing Affordability Strategy (RTHAS)

The Draft version of the *Resource Town Housing Affordability Strategy* was released in 2010 as an initiative of the *Surat Basin Future Direction Statement*, and sits within the context of the *Queensland Regionalisation Strategy* and the *Queensland Housing Affordability Strategy*. The purpose of the *Affordability Strategy* is to optimise housing affordability in the Surat Basin region by identifying responses to be implemented, the mechanisms for implementation and coordinating policy initiatives and stakeholder actions. The RTHAS notes that declining affordability will adversely affect economic efficiency in the region (Department of Local Government and Planning 2010a).

Therefore, the Resource Town Housing Affordability Strategy is a key element in all

Government policy initiatives involving economic development and economic performance in Roma.

The key initiatives of the RTHAS are the non-statutory *Surat Basin Regional Planning Framework* and the associated *Surat Basin Preferred Settlement Pattern*. The *Regional Planning Framework* and the *Preferred Settlement Pattern* will align and guide the planning framework within the boundaries of the Surat Basin resource province. The desired state for affordability is to maintain the balance of supply and demand, whilst providing choice of housing and tenure. Demand is heavily influenced by the resource industry workforce, and accurate forecasting of growth will rely on *Social Impact Assessment* and the *Cumulative Growth Management Strategy* to assist the planning process in managing growth (Department of Local Government and Planning 2010a).

There are four goals that guide the Resource Town Housing Affordability Strategy, being diversity, design, affordability and responsiveness. In terms of planning regulation and market activity in the Maranoa region, the RTHAS indicates that diversity and responsiveness are the critical issues and that affordability issues are the net result. Housing diversity in Roma must respond to the demands of the market before significant improvements can be made in levels of affordability (Department of Local Government and Planning 2010a).

In reviewing the opportunities and challenges for the Maranoa region, the RTHAS concludes that

“... the non-resident population is having a significant impact on housing.”
(Department of Local Government and Planning 2010a, p. 7).

Private rental vacancy rates are noted well below sustainable levels at 2.4 percent, whilst rental expenses for two bedroom properties have risen by 74 percent, and four bedroom houses have risen by 95 percent in the preceding five years to 2010 (Department of Local Government and Planning 2010a, p. 9). The RTHAS notes that there is opportunity for improvements in bringing residential land to market and for provision of affordable rental accommodation through the *Housing Affordability Fund* and *National Rental Affordability Scheme* (Department of Local Government and Planning 2010a).

The strategy indicates that housing diversity should be encouraged by Local Government planning regulation, and that there is a two-five year timeframe for preparing a new Local Government planning scheme incorporating policies to

“... *optimise housing choice, diversity and affordability.*” (Department of Local Government and Planning 2010a, p. 9).

Therefore, Maranoa community and corporate plans must reflect policy intentions from the State Government, as these plans are used to guide local strategy and direction in the Maranoa region. Progress may be incorporated into the existing planning scheme by *State Planning Regulatory provisions* or *State Planning Policies* prior to the preparation of the new planning scheme (Department of Local Government and Planning 2010a).

Peck (cited in Department of Local Government and Planning 2010a, p. 10) notes that the construction workforce will peak between 2011 and 2014, whilst the long-term operational workforce will steadily grow from 2013. Considering the rental vacancy rates, the demands previously noted and the current responsiveness of supply, direct intervention is required to balance the housing market in Roma. Without intervention, the housing market is unlikely to improve in the short-term (Department of Local Government and Planning 2010a).

The declaration of an *Urban Development Area* in Roma has originated in recognition of the cumulative impacts on the local region. The ULDA hope to provide a development model for Roma in line with ULDA guidelines and policies that will encourage private sector developers to incorporate affordability and diversity into new housing developments. However, it is noted in the strategy that the majority of developers in the region are relatively small operators and that the scale of development required in the region may not attract larger developers to the market. Small scale developers are more exposed to risk, making affordable housing programs less attractive and more difficult to initiate (Department of Local Government and Planning 2010a).

The RTHAS principles and actions fall under three categories, being to optimise timely housing supply, to respond to demand factors and for the provision of coordinated governance for effective outcomes (Department of Local Government and Planning 2010a). These principles are critical to addressing housing affordability and will be discussed in detail.

Optimising Timely Housing Supply

The purpose of optimising housing supply is to provide planning mechanisms that promote a competitive and adaptive housing market. There are six principles and associated actions identified to be addressed that will optimise supply constraints.

- 1) Provision of a sufficient quantity of suitable land available for residential development. Land is identified by the *South East Queensland Regional Plan 2009-2031* (SEQRP) and the *Surat Basin Regional Planning Framework 2010*, with no mention of the *Maranoa-Balonne Regional Plan 2009* for the Roma region. Roma has been identified as a secondary centre for future residential growth.

Actions include identifying future residential growth areas and establishing development controls when preparing statutory regional planning schemes, local planning schemes and amendments to planning schemes. Local Governments are currently in the process of preparing new planning schemes, and the RTHAS settlement pattern and development controls are to be incorporated into the schemes where possible.

- 2) Development assessment to be expedient in bringing land to market. The *Sustainable Planning Act 2009* provides the ability for additional land to be brought to market via amendments to the planning scheme or through a structure plan in a master planned community. Structure planning streamlines the approval process by removing duplication in assessment and by planning subject land and infrastructure provision.

Actions include:-

- Local Government adoption of the Smart eDA system to expedite development assessment. The smart eDA electronic development assessment system has been adopted by numerous Local Governments,

particularly throughout South-East Queensland, but has not yet been adopted by *Maranoa Regional Council*.

- Government, industry and community input into planning scheme development controls so that the scheme reflects desired intents, rather than resolving issues at the assessment stage. This will require appropriate input from stakeholders, but also an understanding of the process and how their input can be incorporated into the scheme.
- Adoption of simplified assessment processes under SPA2009 for low risk development to encourage housing diversity and small scale developments. The *Next Generation Planning* publication was released in 2011 and is aimed at facilitating development throughout South East Queensland (SEQ) that is affordable, sustainable and will provide a sense of place, using a series of form-based codes. Most of the principles in the *Next Generation Planning* initiative will be relevant outside of the South East Queensland region due to the similarities in regional planning schemes and Local Government planning schemes under SPA2009 (Council of Mayors 2011).
- Provision of planning incentives for affordable housing supply to providers, such as density or financial relaxations, thereby making affordable housing more attractive to developers.
- Investigation of new planning instruments to incorporate affordable housing into new developments, in response to the *Growth Management Summit 2010*.

- 3) Introduction of a fair and transparent infrastructure charging regime. A Queensland Government *Infrastructure Charges Taskforce* has been established in response to the *Growth Management Summit 2010*.

Actions include investigating upfront infrastructure funding programs to reduce developer contributions, such as through the *Housing Affordability Fund* and *Regional Development Australia* program.

- 4) Ensure that housing choice and diversity is available in growth areas, including affordable housing, shared dwellings, temporary dwellings, assisted

accommodation and crises accommodation buildings. The *Affordable Housing National Leading Practice Guide and Tool Kit* was released in 2008 as a best practice guide for both the private and not-for-profit development sectors for the provision of affordable housing. The *Urban Land Development Authority* released guidance document *Residential 30: Guideline to deliver diversity in new neighbourhood development; Accessible Housing Guidelines*, which shows ULDA intent to establish best practice in residential estate design and thereby encourage housing diversity and affordability.

Actions include:-

- State planning policy 1/07 *Guideline for Housing and Residential Development* encourages a range of housing densities and diversity, which should be incorporated into new planning schemes and planning scheme amendments. The guidelines encourage infill development by way of adaption or redevelopment of existing housing.
- Encourage sustainable housing design fundamentals to improve long term affordability.
- The delivery of eight affordable rental dwellings in the Roma UDA was proposed to be completed by June 2011 to showcase *ULDA Affordable Housing Strategy* principles to the development sector. Currently there is no information available on the status of this affordable housing project on the ULDA website.

- 5) Minimising the disruption of the resource sector workforce on the local housing market by way of conditioning significant resource projects through the Environmental Impact Assessment process.

Actions include the implementation of the *Major Projects Housing Policy* to minimise the impact of resource sector projects on the local housing market and the use of *Social Impact Management Plans* to mitigate and manage ongoing and cumulative accommodation and housing market issues.

- 6) Encourage an adequate supply of skilled tradespeople for land development and housing construction, by way of a *Workforce Development Plan* through the *Surat Basin Future Directions Statement*. Often resource based projects utilise local tradespeople resulting in shortages and subsequently inflated building costs to the local market.

Responding to Demand Factors

There are five principles and associated actions that will optimise the demand constraints.

- 1) Ensure timely and accurate information to respond more effectively to housing demand. Actions include:-
 - Monitoring of resource communities through the Office of Economic and Statistical Research, including land supply.
 - *Surat Basin Regional Housing Market Snapshot* updated annually by the *Department of Communities*.
 - Identification of the local community vision through Local Government Community Plans, which will be implemented through Local Government Corporate Plans and amended planning schemes.
 - Legislative amendments forcing petroleum proponents to advise the local authority of temporary worker camp requirements and the impact on local infrastructure.
- 2) Ensure that affordable housing products are available through the *National Rental Affordability Scheme* and the *Urban Development Area* in Roma. Additionally, the Rural Housing Service Centre represents a collaboration between the not-for-profit sector, Maranoa Regional Council and the State Government to coordinate social housing provision in Roma.

Actions include maximising NRAS opportunities, investigate partnership models with the not-for-profit sector and improve access to affordable housing through the *Department of Communities*.

3) Appropriate accommodation for the non-resident workforce. Actions include:-

- Monitoring the Queensland Development Code for temporary dwellings.
- Implement the ULDA guideline on non-resident worker accommodation for development in UDA's
- Implement a Draft Model Code for non-resident worker accommodation for development in urban areas.

4) Support for home buyers to enter the Surat Basin housing market, thereby attracting new residents and providing a stable resident population. The Department of Communities has a range of programs assisting with home ownership, such as deposit assistance grants, shared equity loans, state housing loans and sale of rental housing to tenants. There is scope for further shared equity schemes with the not-for-profit sector, such as the Gold Coast Housing Company's shared equity project at Upper Coomera.

5) Promotion of investment in regional housing markets to negate risk concerns from lending institutions and to highlight the yield of affordable housing products.

Coordinated Governance for Effective Outcomes

The RTHAS suggests that a mechanism is required between Government, industry and the not-for-profit sector to ensure effective planning and decision making for positive affordable housing outcomes. Currently the *Surat Basin Future Direction Statement Steering Committee* provides high level coordination and direction, and the *Surat Basin Local Leadership Group* coordinates and integrates resource industry projects and cumulative impacts at a regional level. A new or existing entity is required to closely

monitor housing market supply and demand trends, engage with similar bodies in other resource regions, attract permanent and stable workforce and to leverage funding to fill the gaps in the housing market. (Department of Local Government and Planning 2010a).

6.2.8. Surat Basin Regional Planning Framework (SBRPF) (Incorporating Surat Basin Preferred Settlement Pattern)

The *Surat Basin Regional Planning Framework* is a non-statutory policy initiative of the *Resource Town Housing Affordability Strategy* established to guide development and growth within the confines of the resource province. The framework will influence the content and direction of local government planning schemes and community plans. The *Local Government Regulation 2009* requires the local authority to identify current and potential issues at the local and regional levels, and these issues have been input into the formation of the *Regional Planning Framework*. Accordingly the proposed Maranoa planning scheme and the *Maranoa Community Plan 2020- Pathways to our future* should incorporate Local Government direction and State Government intent (Department of Local Government and Planning 2011e).

The SBRPF recognises the impact that the mining and resource industry will have on regional growth and available housing, and notes the potential for significantly higher rates of the non-resident workforce. The framework states that the absence of housing availability and housing diversity in the region will constrain economic and residential growth. Accordingly, housing choice and affordability forms part of the regional vision for the Surat Basin (Department of Local Government and Planning 2011e). However, the framework also states that there is adequate residential land available across the Surat Basin, and that Roma has

“... a range of housing stock that caters for diverse needs.” (Department of Local Government and Planning 2011e, p. 48).

The \$11 million dollar upgrade of the Roma Airport is expected to further establish Roma as a service centre for more remote work in the Cooper and Eromanga Basins. The airport upgrade is expected to attract significantly more FIFO workers, but may

also attract workers using Roma as a base for FIFO work in more remote regions. The SBRPF quotes an anticipated annual residential growth rate in Maranoa of 0.5 percent to 2031, and an anticipated average annual employment growth rate of 3.7 percent across the region to 2031. Consequently, there is a significant need for temporary and short-term accommodation options. The framework seeks to ensure that land use planning decisions are made ahead of time to ensure that the planning responses appropriately cater for the needs of the community, thereby mitigating associated issues with housing affordability (Department of Local Government and Planning 2011e).

The Surat Basin Preferred Settlement Pattern is a narrative describing the spatial distribution of future growth, services and infrastructure across each local government region. Roma is expected to remain as the primary economic and residential settlement in the Western region of the Surat Basin, driven predominantly by demand in the coal seam gas (CSG) and downstream liquid natural gas (LNG) industries. Existing infrastructure networks are noted to be modern and sufficient for current levels of activity and residents; however future investment is required to make sure that the provision of infrastructure remains adequate (Department of Local Government and Planning 2011e).

6.2.9. Housing Affordability Programme Queensland

The Housing Affordability Programme Queensland was formed in 2008 as collaboration between the Council of Mayors (SEQ), the Local Government Association of Queensland and the Department of Infrastructure and Planning, now called the Department of Local Government and Planning. The *Housing Affordability Programme* has successfully lobbied the Federal Government *Housing Affordability Fund* for numerous programs in Queensland. Programs included the *Next Generation Planning* (NGP) program, *Target 5 Days* (T5) program and the *Electronic Development Assessment* (HAF-eDA) (Department of Sustainability, Environment, Water, Population and Communities 2011a).

6.2.10. Queensland Regionalisation Strategy (QRS)

The *Queensland Regionalisation Strategy* was released as a draft version for public consultation in July 2011, and seeks to develop regional economic opportunities and improve the liveability of regional towns. As a consequence the QRS complements the *Surat Basin Future Direction Statement*, but is broader in its implementation. The QRS is supported by the *Queensland Infrastructure Plan* (QIP), which is an integral companion document to the QRS, and both documents were developed in response to the *Queensland Growth Management Summit* in 2010 (Department of Local Government and Planning 2011c).

Regionalisation is a whole of state growth management tool that seeks to create economic and lifestyle opportunities outside of South East Queensland and coastal conurbation areas. Workers often move to regional areas for employment opportunities, and are encouraged to stay by favourable lifestyle factors such as more affordable housing. As such, enhancing lifestyle factors is just as integral to the regionalisation strategy as creating the employment opportunities. Additionally, regionalisation is a way of distributing the population to take pressure off more rapidly growing regions, thereby preserving and enhancing that regions liveability (Department of Local Government and Planning 2011c).

There are four strategic directions that guide proposed actions of the *Regionalisation Strategy*, being infrastructure and services provision, developing skills training and retention programs, supporting and strengthening businesses, and establishing effective partnerships. There are 31 proposed actions with most relating indirectly to housing affordability. One of the direct actions is the temporary \$10,000 new home grant for regional housing that must be claimed before the end of January 2012. The proposed actions will complement other regionalisation strategies such as reconstruction efforts in rural areas under the *Queensland Reconstruction Authority* (Department of Local Government and Planning 2011c).

The provision of infrastructure and services relate both directly and indirectly to housing affordability. Direct action proposals include implementing infrastructure charges reform, which will give investors a greater level of certainty before development commences. Indirect actions include providing or improving infrastructure

and services to better deal with natural disasters and long-term growth. These factors affect the supply side of housing affordability. In terms of skills training and worker retention programs the focus is on developing the regional workforce, managing skilled worker migration and fly-in/fly-out, and drive-in/drive-out workforce issues. These factors affect the demand side of housing availability (Department of Local Government and Planning 2011c).

The *Queensland Regionalisation Strategy* recognises that the mechanism for managing growth is through the regional planning program. Additionally, the QRS recognises that common regional boundaries should be adopted for greater consistency in planning and service delivery. Therefore, the QRS makes the case for a strategic regional plan across the Surat Basin economic precinct (Department of Local Government and Planning 2011c).

6.2.11. Queensland Infrastructure Plan (QIP)

The *Queensland Infrastructure Plan* was released in July 2011 for public consultation. The QIP is a companion document to the *Queensland Regionalisation Strategy*, and both documents were developed in response to the *Queensland Growth Management Summit* in 2010 (Department of Local Government and Planning 2011c). The QIP will guide the provision, prioritisation and sequencing of infrastructure to promote growth across the entire state, including regional areas (Department of Local Government and Planning 2011b). The provision of infrastructure is critical in maximising productivity, economic growth and population growth. Upon adoption, the QIP will replace all previous infrastructure plans across Queensland (Department of Local Government and Planning 2011b).

6.2.12. Queensland Housing Affordability Strategy (QHAS)

The *Queensland Housing Affordability Strategy* was released in 2007 to provide mechanisms improving available land supply, development timeframes, infrastructure provision and ultimately reducing land and housing supply costs to the market. The QHAS committed to increasing the supply of land available for development through the regional planning framework, as well as monitoring the supply of available land and

housing so that supply can be responsive to market demand. Reducing supply constraints and delays has a positive impact on housing affordability. Additionally, the strategy provides flexibility in financing for infrastructure provision and has regulated infrastructure charges across the state (Department of Local Government and Planning 2010b).

The Urban Land Development Authority was established in 2007 as an initiative of the QHAS. The ULDA will have the authority to acquire strategic land parcels, obtain development approvals, and sell the land with development approvals to private sector developers. The development will proceed with conditions imposed in the approval that ensure a target level of affordable housing products, or similar State Government policy initiatives, are achieved. The involvement of the ULDA will provide a mix of housing types and improve access to housing for low and middle income earners (Department of Local Government and Planning 2010b).

Improvements have been made to the development assessment process to expedite development timeframes. The QHAS states that holding costs due to delays in development assessment can add an additional \$15,000-\$20,000 per allotment, significantly impacting on the affordability of housing to the consumer. Additionally, amendments to planning legislation have provided the ability to create planning frameworks via an amendment to the Local Government planning scheme or creation of a structure plan for master planned communities. Structure planning allows for the infrastructure to be planned at the same time as the land approval process, thereby providing certainty to developers and streamlining the assessment process (Department of Local Government and Planning 2010b).

6.2.13. Surat Basin Economic Development Strategy (SBEDS)

The *Surat Basin Economic Development Strategy* (SBEDS) was released in June 2011 as one of the headline initiatives of the *Surat Basin Future Direction Statement*. The strategy establishes five key themes and subsequent industry action plan to achieve those themes and the overall vision of the strategy. There is no action planning for the construction and development industries (AEC Group 2011).

The strategy notes that existing and potential resource projects in the area will require a significant number of FIFO and DIDO workers for both the setup phase and for the ongoing operational phases of resource projects. This will result in the construction of a number of workers accommodation camps, and the location of the camps is a contentious issue. Resource proponent's preference is to construct camps close by to operational facilities, however AEC Group (2011, p. 7) states that the

“Key to capturing the benefits of worker camps within the local economy will be the integration of local businesses into the worker camp daily supply chain.”

As a consequence of locating workers camps where they can be adequately serviced by local businesses, the local economy will retain more economic benefit from the non-resident workforce (AEC Group 2011).

In addition to the provision of workers camps, the availability, volume and diversity of housing stocks in the Surat Basin communities will limit workforce expansion and subsequent economic growth in the short to medium term. The strategy states that the substantial number of workers required by resource proponents has

“... resulted in acute growth in local housing demand and associated price effects where the provision of additional accommodation lags growth in demand.” (AEC Group 2011, p. 24).

The high demand for the resource industry labour force is also evident in short-term accommodation which runs at capacity through the week due to the influence of FIFO and DIDO workforce (AEC Group 2011).

The projected labour force demand is calculated as an output from consideration of economic drivers and population growth projections. There are *Leading Economic Drivers* that by the nature of their size and scope propagate growth in other industries, whilst others are purely population dependant, or are a combination of the two. Consideration of the economic outputs has implications for workforce projections, industrial and commercial land use requirements, to ascertain whether or not sufficient and suitable land exists to cope with the level of economic activity. Should any factor limit population growth, such as housing availability or affordability, there is a subsequent reduction in economic driver activity and subsequent reduction in economic

output. Figure 6.2 shows the model that AEC Group (2011) has utilised for estimating the level of economic drivers and outputs.

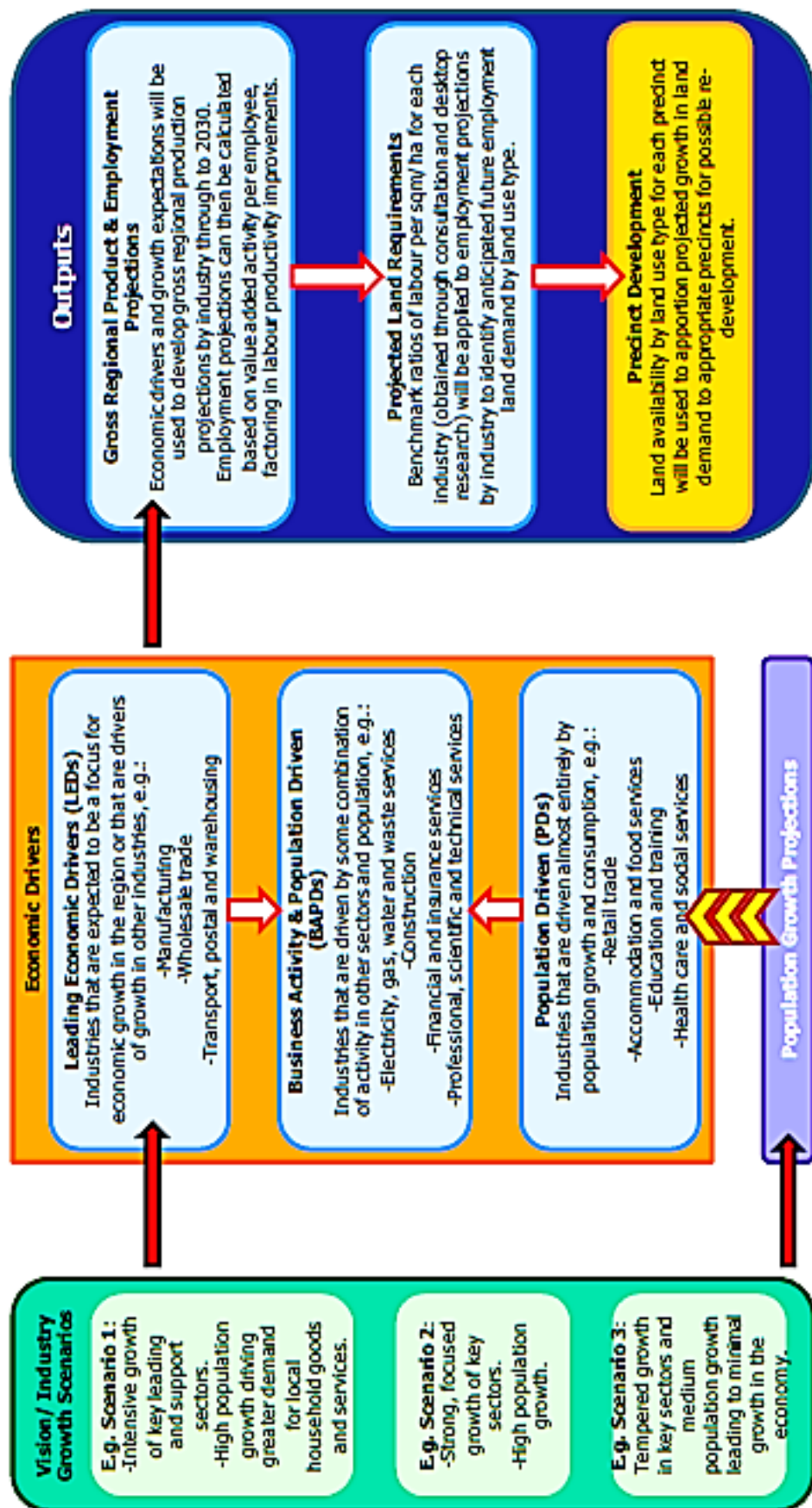


Figure 6.2 Surat Basin Economic Modelling Approach

(AEC Group 2011, p. 76)

The regional property market shows variable growth rates between Local Government areas within the Surat Basin precinct. Table 6.1 shows significant growth in house prices for the Maranoa Local Government region of 21.3 percent for the year ending March quarter 2010. This growth rate is more than twice that of the other Local Government areas in the region for the corresponding period. The growth rate for vacant land is consistent with the rate for house prices in the Maranoa Region, which indicates a fairly even demand for both houses and vacant land in the Maranoa Region. (AEC Group 2011)

Table 6.1 House and Land Prices, YE March Quarter 2010

Catchment	House		Vacant Land		Unit/Townhouse	
	Value (\$)	Annual % Change	Value (\$)	Annual % Change	Value (\$)	Annual % Change
Toowoomba Regional Council	\$300,000	9.8%	\$130,000	31.8%	\$237,000	4.1%
Western Downs Regional Council	\$280,000	9.8%	\$113,750	12.5%	-	9.6%
Maranoa Regional Council	\$270,000	21.3%	-	18.6%	-	-
Surat Basin Region ^(a)	\$295,983	10.5%	\$121,875	26.7%	\$219,719	4.5%

Note: Figures were unavailable for some areas of the catchments due to the small number of sales.

(a) Figures in this row are a weighted average of the available sales volumes for the other Councils.

(Source: REIQ 2010, cited in AEC Group 2011, p. 14).

Table 6.2 shows the new residential building approvals in the Surat Basin for the last two consecutive years. In terms of new residential building approvals for the year ending June 2009 and June 2010, there was a huge spike in the number of new approvals in the Western Downs region and a significant rise in the Toowoomba region. However in the Maranoa region, there was a decrease in the number of new approvals over the same period. (AEC Group 2011).

Table 6.2 New Residential Building Approvals, YE June 2009 to June 2010

Catchment	No. of New Approvals			Value of New Approvals (\$'M)		
	YE Jun 09	YE Jun 10	% Change	YE Jun 09	YE Jun 10	% Change
Toowoomba Regional Council	745	1,199	60.9%	\$168.2	\$269.0	59.9%
Western Downs Regional Council	52	352	576.9%	\$10.5	\$84.8	710.2%
Maranoa Regional Council	38	35	-7.9%	\$8.4	\$8.0	-5.3%
Surat Basin Region	835	1,586	89.9%	\$187.1	\$361.8	93.4%
Queensland	28,885	33,608	16.4%	\$7,781.5	\$8,166.3	4.9%

(Source: Australian Bureau of Statistics 2010, cited in AEC Group 2011, p15).

Table 6.3 shows the percentage change for median weekly rents and the number of bonds paid in private rental market in Maranoa. In terms of the private rental market in Maranoa, there has been a significant increase in the median weekly rents for the year ending March Quarter 2010. Additionally there has been no net increase in the number of units and town houses for the same period. The net result from Table 6.1, Table 6.2 and Table 6.3 shows higher property prices and higher rental expenses, with less new dwelling approvals (AEC Group 2011).

Table 6.3 Residential Rental market, YE March Quarter 2010

Catchment ^(a)	Median Weekly Rents		New Bonds	
	Value (\$)	Annual % Change	Number	Annual % Change
Maranoa Regional Council				
House	\$305	7.0%	64	1.6%
Unit/Townhouse	\$200	21.2%	16	0.0%
Toowoomba Regional Council				
House	\$265	6.0%	501	-8.4%
Unit/Townhouse	\$200	11.1%	353	-5.4%
South West SD				
House	n/a	16.0%	1,182	n/a
Unit/Townhouse	n/a	25.0%	363	n/a

Note: Data provided is for 3 bedroom houses and 2 bedroom unit. (a) Data was not available for some catchment areas- the medians above should be treated as a guide only.

(Source: RTA 2010, cited in AEC Group 2011, p. 15).

The Economic Development Strategy notes that the proposed *ULDA* development in Roma will bring a diverse range of affordable housing to the region that is based on best practice urban design principles. There is recognition in the SBEDS that the provision

of major infrastructure developments in the region, such as the Toowoomba bypass road, Surat Basin rail line and the national broadband network will assist with current economic supply constraints and potentially act as a catalyst for rapid economic growth. Additionally the provision of social infrastructure will need to be maintained at levels consistent with the level of population growth in the region (AEC Group 2011).

6.2.14. Urban Land Development Authority Affordable Housing Strategy

The *Urban Land Development Authority Affordable Housing Strategy* was released in June 2009 under the *Urban Land Development Authority Act 2007*, as a key platform of the *Queensland Housing Affordability Strategy*. The purpose of the *Affordable Housing Strategy* is to provide an adequate supply of affordable housing to target households with annual incomes of between \$40,000 and \$80,000. The ULDA definition of affordable housing is households spending no more than 30 percent of their income on rent or no more than 35 percent of their income for home purchases (Urban Land Development Authority 2009).

The ULDA must achieve a target of 15 percent of affordable housing product in an Urban Development Area that has been designated by the Planning Minister. This target can be achieved in three ways, being by way of provisions in the UDA development scheme that meet rigid affordability criteria, by financial or built form affordable housing contribution within the development scheme, or reinvestment of surplus funds should the ULDA develop the land directly. Consequently, the ULDA can manage the development process or adopt the role of developer in bringing affordable outcomes to market. Where the ULDA does not develop the land directly, a development agreement is required to manage the details of the scheme (Urban Land Development Authority 2009).

Affordability can be maximised in UDAs by streamlining the development approval process, by delaying payment of infrastructure charges, by facilitating partnerships with existing government affordable housing programs and by providing diversity of housing products. Affordable housing products will be distributed throughout the UDA, and will incorporate sustainable design principles to reduce household running costs, thereby

improving long term affordability. The Bowen Street Urban Development Area site in Roma was declared on the July 30, 2010 (Urban Land Development Authority 2011).

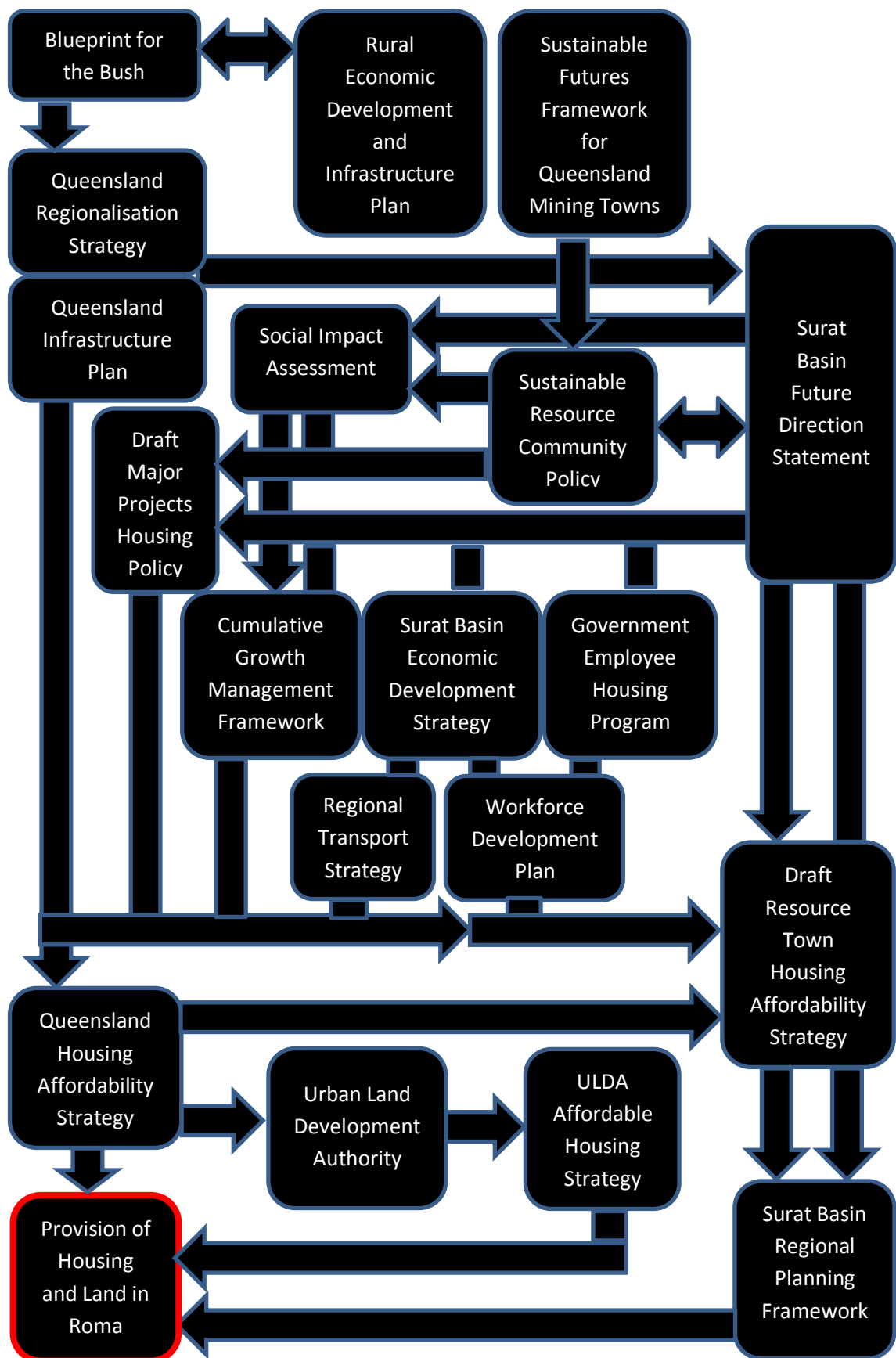


Figure 6.3 State Government Policy Framework Roadmap

6.3. Local Government Policy and Strategy

To assist with the interpretation and visualisation of the Local Government policy and strategy framework, a ‘Roadmap’ has been provided in Figure 6.4 (p. 74), and additionally in Appendix B.

6.3.1. Maranoa Regional Council Corporate Plan 2009-2013

The *Maranoa Regional Council Corporate Plan* was released in July 2009 as a requirement of the *Local Government Act 1993*. The Corporate Plan is the primary Local Government strategic document that charts local direction and strategies to provide desired community outcomes. The Corporate Plan integrates with Maranoa Regional Councils *Operational Plan*, and involved extensive community consultation period of six months prior to adoption (Maranoa Regional Council 2009a).

The *Corporate Plan* recognises that there is a shortage of land suitable for future residential development, and this has placed pressure on economic functionality in the region. Maranoa Regional Council considers that

“... the lack of housing accessibility and associated affordability is considered to be a major impediment...”

to attracting and retaining suitably qualified staff (Maranoa Regional Council 2009a, p. 8). The local authority accepts that its regulatory role in enforcing onerous development conditions may be deterring potential developers. As a consequence, Maranoa Regional Council will consider acting in the role of developer to increase the supply of land to the market and boost economic growth. This is reflected in Strategy 8.4.8 (c), to maximise potential benefits from Council housing assets (Maranoa Regional Council 2009a).

In terms of the provision of community housing, Maranoa Council considers that an advocacy role is required to coordinate State and Federal Government initiatives. The wider goal for Maranoa Council is reflected in Strategies 8.4.8 (a), being to provide or assist with the provision of affordable housing, and 8.4.8 (b), to provide or assist with crises housing (Maranoa Regional Council 2009a). Accordingly, Maranoa Council is collaborating with the Department of Communities in delivering a ‘Rural Housing

Service Centre Pilot’ program to allow people in need to access social housing assistance (Department of Communities 2011a).

6.3.2. Maranoa Regional Economic Development Strategy 2010-2015

The *Maranoa Regional Economic Development Strategy* (EDS) was released in 2010 as a five year plan to facilitate economic growth, investment and employment opportunities in the Maranoa region. The strategy notes that the mining sector has created a significant number of fly-in and fly-out workers in the region, and that the level of building construction activity is inconsistent with the level of economic activity. In the 2008 calendar year, whilst there was significant economic activity in the resource sector, there were only 35 residential building applications throughout the region (Maranoa Regional Council, AEC Group Limited 2011).

The current and potential demand in the Coal Seam Gas industry underpins future employment growth in the region. Consultation with the community and industry by Maranoa Regional Council and AEC Group has shown that a significant number of fly-in and fly-out workers would consider relocating to the region if the housing market conditions were more favourable. Workers have

“... sited low housing availability and low housing affordability as the main reasons for not making the relocation.” (Maranoa Regional Council, AEC Group Limited 2011, p. 27).

Consequently, increased residential construction and development will assist to relocate workers into the community, thereby maximising the overall benefit to the community (Maranoa Regional Council, AEC Group Limited 2011).

6.3.3. Maranoa Community Plan 2020- Pathways to our future

The *Maranoa Community Plan 2020- Pathways to our future* was released in 2011 as a joint initiative of Maranoa Regional Council and the State Government’s *Blueprint for the Bush* program. The *Community Plan* is a strategic planning document that supports and directs Councils operational plans and will be updated yearly to remain current.

There are seven themes under the Community Plan, and the theme of *Community Place Making* has particular relevance to housing affordability (Maranoa Regional Council 2011a).

The *Community Plan* notes that currently residents have

“... a choice of quality accommodation options designed to meet their lifecycle needs.” (Maranoa Regional Council 2011a, p. 45).

Further the goal of the *Community Place Making* theme is to create a broad range and adequate supply of housing options by the year 2020. To achieve this goal, there are numerous intentions such as the development of a *Maranoa Regional Accommodation Plan*, provision of short and medium term accommodation options, stimulating investment in the development industry to provide diversity of built form, and improving crises accommodation needs. In terms of planning for sustainable growth, the intention of preparing a town planning framework to reflect potential growth, good design, innovation and mixed housing options are listed as short and medium term goals (Maranoa Regional Council 2011a).

6.3.4. Maranoa Regional Council Planning Scheme Statement of Proposals

The *Maranoa Regional Council Planning Scheme Statement of Proposals* establishes the elements that residents would like to have incorporated into the proposed local planning scheme, which is noted for adoption between 2011 and 2014. The *Statement of Proposals* was released in October 2009 for public consultation. The *Statement of Proposals* recognises the need for smaller dwellings to house smaller family groups, the increased demand to accommodate workers in the resource sector and the need for densification and infill development. However, the *Statement of Proposals* also notes that the future planning provisions will protect the existing scale of the community to ensure that the character and amenity within settlements is maintained (Local Government Planning Alliance 2009).

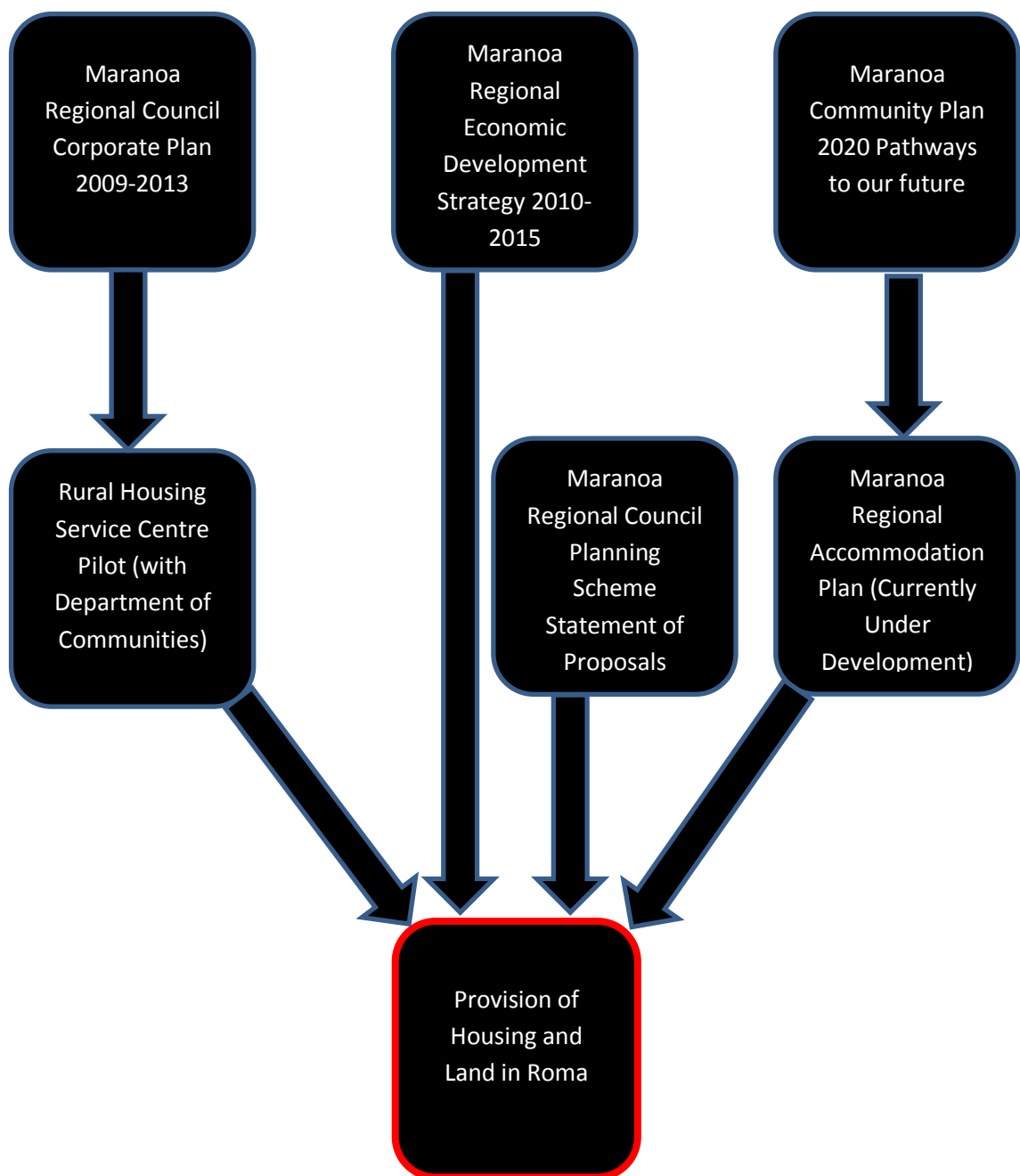


Figure 6.4 Local Government Policy Framework Roadmap

7. Results and Discussion

7.1. Measuring Housing Affordability

Water Services Australia (cited in Department of Sustainability, Environment, Water, Population and Communities 2011c, p. 73) state that “*You cannot manage what you cannot measure.*” Applying this principle in terms of housing affordability, unless methods used to measure affordability accurately reflect real levels in the community, management strategies may not be relevant. Consequently the level and complexity of regulation and policy may not be effective in managing housing affordability. Determining the true level of affordability is just as important as developing mitigating strategies to combat housing affordability issues.

The *Sustainable Australia- Sustainable Communities 2011* policy endorses the fact that current measures do not necessarily reflect sustainable practices. The benchmark 30/40 ratio method currently used to measure housing affordability establishes a 30/70 ratio of household expenses when compared to all other expenses. There is an assumption that the remaining 70 percent of household income is adequate to meet non-housing costs. There is no accounting for an increase in expenses not related to housing costs, as the presumption is that these costs will remain within the housing 30/70 ratio paradigm. Stone, Burke & Ralston (2011) challenge this assumption supported by an extensive body of literature and precedent.

By way of an example, should non-housing expenses increase by say 20 percent within a twelve month period whilst income levels and the cost of housing remains the same, this ratio no longer reflects the household perspective. In this instance, housing is still statistically affordable as it remains within the 30 percent ratio of gross income. In reality however that household has less money to pay for living expenses out of the remaining income, and the net result is most likely reduced consumption or reduced standard of living. The ratio method does not consider either consumption or standard of living when determining what is affordable.

There are numerous assumptions that affect the accuracy of the ratio method. The 30 percent ratio relates gross household income to housing expenses, however neither

housing nor non-housing expenses are paid with gross income. Consequently, measures of affordability are more applicable to disposable income levels. The marginal tax rates can have an enormous impact on the amount of disposable income to meet expenses, and this is likely to negatively impact single income earners with or without families more than dual or multiple income households.

Further, the second portion of the ratio method assumes that households not within the lowest 40 percent of the income distribution range have made the choice to live in a standard of housing that costs more than 30 percent of gross income (Stone, Burke & Ralston 2011). This may not be the case, such as in high demand housing markets where housing availability is limited. Limited choice may lead to housing that is far in excess of 30 percent of the household income level. In this instance middle income earners may not be counted as being in housing stress, but may have less disposable income to meet other costs than a lower income earner with more scope to choose which property to purchase. Therefore alternative housing affordability measures are required.

The housing price to income ratio (Beer et. al 2011) method is a useful tool to gauge the level of bifurcation within the community, but does not appear to directly relate to the standard of living. In terms of average weekly incomes by industry sector, The Australian Bureau of Statistics (2011) states that across the nation, as of May 2011 the gross full-time adult total earnings in the mining sector is \$2,113.40, in manufacturing is \$1,269.40 and in retail is \$955.60. The variations between industry sectors are enormous. Therefore, the housing price to income ratio would be useful as a supplementary measure in regions where housing markets are influenced by the resource industry, such as Roma, noting that the income input into the ratio should reflect disposable income levels.

The income, consumption and wealth method (Stiglitz, Sen and Fittoussi 2010) for gauging affordability would appear to be hard to measure in regions typified by a high level of non-resident workers, such as exists in Roma. It is difficult to distinguish between permanent and non-permanent household consumption levels in particular, as the dynamics of consumption are so different. There is merit however in distinguishing between households with high income levels and low asset values, and households with high asset values but low levels of income. This method presumes that when the levels

of household expenditure fall, that household is having trouble meeting their household expenses (Stiglitz, Sen and Fittoussi 2010).

The residual income approach discussed by Stone, Burke & Ralston (2011) is a more effective measure at gauging the living standards across a large range of income levels, makes fewer assumptions about the base standard of living outside of housing costs and is calculated by using disposable income levels. Accordingly the residual approach would appear to be more appropriate for measuring real levels of housing affordability in Roma. However, the residual income method is currently a theoretical model, and remains an active area of research through the Australian Housing and Urban Research Institute. As such, the detailed implementation of the residual income method is still to be finalised, and it is yet to be proven that the theory has practical rigour in determining levels of housing affordability (Stone, Burke & Ralston 2011).

Upon completion of the operational model of the residual income method, the merits of the model should be established by direct comparison with the industry standard ratio method. The differences between methodologies should confirm the relative merits of current measures, and/or determine areas of focus that current methods do not adequately account for, such as particular income, family or age demographics. As a consequence, the residual income method should be used in conjunction with the existing benchmark ratio method until the residual income method model is operational, established and accepted.

The *Surat Basin Regional Planning Framework* states that when compared to other regional cities in Queensland, housing in the Maranoa region is relatively affordable, and that

“... the measure of affordability is reflected in the relatively high level of home ownership.” (Department of Local Government and Planning 2011e, p. 29).

The *Regional Planning Framework* guides future direction in the Surat Basin and recognition of the dynamics of housing affordability is fundamental to addressing the underlying issues. Such statements are not reflected by the volatility in the housing market as displayed in Figure 4.1, and do not account for the aforementioned variables in gauging levels of affordability. For example, a high level of home ownership by existing residents does not mean that new residents can pay for their housing costs.

Consequently, comparison of respective markets without recognition of fundamental variables trivialises both the problem and certain demographics within the local housing market.

7.2.Measuring Progress in Housing Affordability

Housing affordability is a complex issue that is influenced by both supply constraints, such as the availability of developable land and housing, and demand constraints, such as economic and workforce drivers. The six fundamental factors underpinning housing affordability noted in *Section 4.5*, manage the balance of supply and demand.

Accordingly improvements in any facet of the supply and demand constraints balance should result in some level of progress in housing affordability, or at very least should not result in regress.

The four questions proposed by Stone, Burke and Ralston (2011, p. 2) that must be answered for housing affordability to be defined are addressed by the adoption of appropriate measures of affordability that concentrate on household perspectives. Therefore, progress should be defined in relation to the appropriate measures of affordability. The merits of accurate monitoring of affordability levels have been discussed in the preceding section, and conclusions drawn from the body of literature show that the residual income method is the most suited method to gauge individual household affordability. However the implementation phase of the residual income method remains a work in progress, and therefore this method should be used in conjunction with the current benchmark method until the merits of the operational model are established. Supplementary measures of affordability discussed in the previous chapter should be used in conjunction with the ratio method and residual income method to highlight particular aspects of affordability such as housing affordability trend analysis.

Beer et al. (2011) suggest that the private rental sector is the most sensitive portion of the housing market due to lack of housing options for tenants, and as such the private rental sector should be scrutinised for progress or regress. The *Maranoa Economic Snapshot* (Maranoa Regional Council 2011b, p. 4) shows a rise of 8.9 percent in median house prices for the year ending September 2010, whilst the median rents for a three

bedroom house rose by 17.2 percent for the year ending December 2010, and 43.8 percent for a 2 bedroom unit. With due consideration for limitations in using statistical median measures, the summation by Beer et al. appears to be applicable for gauging affordability in the Roma housing market.

In terms of addressing housing stress levels in the private rental sector, Beer et al. (2011, p. 3) states that regulation and policy should concentrate on

“... developing effectively functioning housing markets in the first instance and then latterly on further developing the rental market.”

Accordingly priority should be directed towards restoring the balance of supply and demand, and reducing the peaks and troughs in the housing market to maximise investor confidence. With reference to Figure 4.1 ‘*Median Property Trends for Houses and Units in Roma to March 2011*’, a balance of supply and demand factors would be indicated by a straight line showing a rate of increase equal to or slightly more than the rate of inflation. Subject to statistical variation, median property trends are therefore useful to show significant variation in supply or demand constraints at that point in time, and adjustments to policy settings can be made to minimise extreme variations.

7.3.Conflict within the Regulation Framework

7.3.1. Regional Planning

In advocating flexibility in the reform process from IPA to SPA from 2007 to 2009, the subsequent adoption of the statutory *Maranoa-Balonne Regional Plan* in 2009 providing a rigid planning framework, and then proposing a flexible regional approach in 2011 in the *Surat Basin Regional Planning Framework*, there appears to be lack of consistency in regulation development for the town of Roma. With reference to Figure 2.1, the *Maranoa-Balonne Regional Plan* defines an area inconsistent with mining and resource based activities, whilst the *Surat Basin Regional Planning Framework* boundaries are consistent with those of the Surat Basin resource province. However the *Regional Planning Framework* provides areas of overlap with the two existing statutory regional plans. The resource industry has the greatest economic driver and growth

potential, and as such the *Regional Planning Framework* should have preceded the statutory regional plan to ensure effective growth management of the region.

In contrast to the Surat Basin region, the draft statutory *Mackay, Isaac and Whitsunday Regional Plan 2011* was released in May 2011, and will replace the existing non-statutory *Whitsunday, Hinterland and Mackay Regional Plan 2006*. The statutory approach is required to address regional growth management issues under the current non-statutory plan (Draft Mackay, Isaac and Whitsunday Regional Plan 2011). The growth pressures in the Mackay region have the same resource based drivers, but are more advanced, and signal what may be in store for the Surat Basin region. On this basis, priority should be given for a statutory regional plan across the Surat Basin.

The variation in regulation and policy development in the Mackay, Isaac and Whitsunday region and the Surat Basin region shows that the State's growth management response is a reactive process, rather than being a proactive process. The *Surat Basin Regional Planning Framework* states that planning and land-use decisions should be made ahead of time to ensure that the responses are appropriate and will cater for the needs of the community (Department of Local Government and Planning 2011e). This does not appear to have occurred with planning and land-use decisions to date in Roma. Additionally the *Surat Basin Preferred Settlement Pattern* does not include any land use mapping or commit to displaying tangible areas of development within the Roma region.

The State's intention is for the *Surat Basin Regional Planning Framework* to form the basis of a statutory *Darling Downs Regional Plan*, most likely adjoining an amended *Maranoa-Balonne Regional Plan 2009* to the west and *South East Queensland Regional Plan 2009-2031* to the east (Department of Local Government and Planning 2011e). As such there would be three regional planning documents spanning the Surat Basin resource province, which will require effective coordination to provide consistent growth management responses. The *Regional Planning Framework* will not be amended, but there is no commitment to a timeframe for adoption of a new statutory regional plan, leaving a period of uncertainty in regulation and policy response.

7.3.2. State Planning Policies

State Planning Policies declare the State's stance on matters of state-wide interest and override local government planning instruments (Department of Infrastructure and Planning 2009). Therefore, development within the local planning scheme must comply with *State Planning Policies*. Overly constrained SPP's restrict the ability of local government to manage development, potentially leading to a shortage of developable land, available housing and subsequently unaffordable housing within the local government region. Restricting residential growth will limit regional economic growth and output, as highlighted in economic development policies previously discussed. Accordingly SPP's have a significant impact on the availability of developable land in Roma as well as the region's economic vibrancy and economic output.

With reference to Figure 7.1 and Figure 7.2, there is obvious conflict between competing land uses that restrict residential growth in Roma. State Planning Policy *SPP1/02 Development in the Vicinity of Certain Airports and Aviation Facilities (2002)* imposes exclusion zones and restrictions for development around the Roma Airport on the basis of public safety and noise attenuation. *SPP1/03 Mitigating the Adverse Impacts of Flood, Bushfire and Landslide (2003)* imposes restrictions on further development of property that is identified within natural hazard management areas. A significant portion of the town has a history of flooding, with the most recent flooding event being in January 2011. Both SPP 1/02 and SPP 1/03 represent physical impediments to development and cannot be renegotiated without adverse consequences.

State Planning Policy *SPP1/92 Development and the Conservation of Agricultural Land (1992)* is a subjective impediment that limits non-agricultural land use activities. In Queensland the extent of GQAL was imposed in 1992 and whilst the town of Roma has grown the GQAL boundary has not receded, effectively containing urban development. The policy states that existing rural landholdings that are too small to be agriculturally viable do not justify subdivision or rezoning. In fact SPP 1/92 encourages provisions within the local planning scheme to accommodate amalgamation, thereby assisting to make small rural landholdings viable.

The feasibility of amalgamating smaller rural allotments on the urban fringe to enhance agricultural viability should be determined by detailed economic review of existing

farming operations and practices, and investigating minimum required areas for alternative farming uses. Should it be determined that more than two landholdings are required for say cropping or cattle production to be viable, then it is unlikely that these titles can be consolidated by one landholder at any time in the future. Consequently, such landholdings would be underutilised in terms of agricultural production and of no benefit to the community to assist in housing availability or affordability in their current form. For example, all Rural Residential zoned land in Roma is deemed to be Good Quality Agricultural Land. A new GQAL boundary that excludes unviable rural properties on the urban fringe and that does not fragment viable rural production land would be the desired state.

State Planning Policy SPP1/07 Housing and Residential Development (2007)

recognises the need for Local Governments to analyse their current and future planning schemes and remove barriers to residential development, thereby creating significant housing opportunities and options. SPP 1/07 applies specifically to local government areas with a population of 10,000 or more, with at least one urbanised area and an average annual dwelling approval rate of 100 dwellings or more. Whilst the population of the Maranoa region is greater than 10,000, the *Maranoa Economic Snapshot* (Maranoa Regional Council 2011b, p. 4) shows the residential building approvals for the year ending December 2010 as 26. Therefore, SPP 1/07 is not a statutory requirement in Roma; however Local Governments are still encouraged to achieve the Policy's outcome.

State Planning Policy SPP 1/07 follows a three step process to achieve the policy outcome, being a housing needs assessment, planning scheme analysis and subsequent planning scheme amendment. There is considerable detail within the policy aimed at amending planning schemes, as well as detail aimed at appropriate densification and infill development. As Roma is constrained within designated GQAL restrictions under SPP 1/92, the available developable land remaining should be utilised as effectively as possible, therefore the application of SPP 1/07 is appropriate.

The mechanisms requiring execution of SPP 1/07 do not allow for areas where residential development potential is constrained, or where growth predictions are significant. It is recommended that the mechanisms requiring the adoption of SPP 1/07 should include an allowance for both lack of developable land and for future growth

predictions, including a consideration factor for high levels of non-resident workforce. This will assist future land use planning to be more proactive in responding to housing market needs, and therefore assist housing affordability in Roma.

The *Draft State Planning Policy: Air, Noise and Hazardous Materials (2009)* is a reference guide to implement the States policy position for industrial land uses. With reference Figure 7.1 and Figure 7.2, the desired separation outcomes of the draft SPP are not sufficient. These overlay plans show an exclusion zone of 250 metres surrounding the industrial zone, representing a best case scenario for light impact industrial land. Should the zoning of the industrial land be medium impact then an exclusion zone of 500 metres would apply and for heavy and noxious industry the exclusion zone would be 1000 metres. The separation distances under the draft SPP represent best practice but are not mandatory, however other mitigating strategies are required should the separation not be observed. Should either industrial area to the north or the south of the Urban Development Area be medium impact industrial zoning or higher, there would be insufficient non-compatible land use separation to the development area, and alternative and appropriate mitigating strategies would apply to the UDA.

7.3.3. Local Government Planning Schemes

Development within the local planning scheme must comply with state planning instruments. Overly constrained state and regional planning reduces the ability of local government to manage development within their jurisdiction. In Roma, the imposition of *State Planning Policies* in particular has a significant impact on land use and developable land availability within the urban precinct. Consequently, the ability of local government planning schemes to adequately respond to housing availability and affordability is limited within these confines.

However, the *Local Government Regulation (2009)* requires the local authority to identify current and potential localised and regional issues. This information forms the basis of the *Maranoa Community Plan 2020- Pathways to our future* and is input into the *Surat Basin Regional Planning Framework*, which is the state policy document that will guide future growth patterns in the region (Department of Local Government and

Planning 2011e). Therefore, future state and local government planning documents should partially reflect the relevant issues identified, such as the lack of developable land. It is not clear how much impact the local government input has in the formation of regulation and policy documents outside of their jurisdiction, but the issues must be identified to be recognised and potentially resolved.

The *Maranoa Regional Council Planning Scheme Statement of Proposals* (2009) states the local government's regulatory intentions that will be incorporated into the new local planning scheme. The *Statement of Proposals* provides a timeline for the preparation of the new scheme of between 2 to 5 years, meaning that the new scheme should be adopted between 2011 and 2014 (Local Government Planning Alliance 2009). The statement recognises the need to increase housing diversity and urban densification, but seeks to maintain the scale of the community. The identified densification desires are not consistent with the desire to maintain the current size of the town. It is therefore difficult to ascertain the desired direction of the *Statement of Proposals* and local government intention towards diversifying the local housing market.

In comparison, *Toowoomba Regional Council* (TRC) has released a draft planning scheme in 2011 that is clearly seeking to diversify the housing market in response to housing availability and affordability pressures. Housing options in the TRC area have been dominated by traditional 600-700 square metre allotments which no longer adequately respond to the ageing population and changing household composition. Proposed options to improve housing diversity and density include designating areas of higher residential density, encouraging smaller allotment sizes to as low as 350 square metres, increasing the number of dwellings on allotments and increasing building heights (Toowoomba Regional Planning Scheme Draft 2011). However, some of the housing diversity options proposed for the TRC area may not be suited to the Maranoa region.

Traditional residential allotment sizes in Roma have ranged between 800-1000 square metres, which cannot be maintained for the new planning scheme to achieve greater residential densities (Roma Town Council Planning Scheme 2006). The minimum allotment size is 800 square metres under the current scheme, whilst the *Bowen Street Roma Urban Development Area Development Scheme 2011* states the allotment size to achieve the required density within the UDA in Roma is 200-650 square metres. There

is a significant divergence between minimum allotment sizes allowable in the current local scheme and the UDA, indicating the magnitude of change to be considered when preparing the new scheme. It should be established whether the housing market will embrace such allotment sizes, therefore a housing market analysis as required under *State Planning Policy SPP1/07 Housing and Residential Development (2007)* would be a logical first step.

Typical lot sizes in Roma are between 100-400 square metres larger than in the TRC region. Consequently, increasing the number of dwellings on a traditional allotment should provide more open space per allotment when compared to the same scenario in the TRC area. However, multiple dwelling options in Roma will be hampered by the significant portion of the town that has been impacted by flooding. Increasing the allowable building heights in designated areas across town will help to contain the urban area and maximise existing infrastructure, however increasing maximum allowable building height will also need to account for Roma airport safety requirements.

Without consideration of any other housing options, a reduction of the minimum lot size to 600 square metres in new developments would correspond to an increase in density in those areas of around 25 percent more than current densities. When used in conjunction with other development and housing options, significant improvements can be made towards housing diversity, availability and affordability. Alternative development and housing options should be considered within the context of the local market should consider the amount and location of developable land available.

With reference to Figure 7.1 and Figure 7.2, there does not appear to be sufficient land use separation between existing residential and industrial land uses, as dictated by the *Draft State Planning Policy: Air, Noise and Hazardous Materials (2009)*. Previous and/or current land use planning strategies have not been successful in separating incompatible land uses, and this must be addressed in future planning schemes to provide certainty to the development and housing markets. Industrial land use categories for light, medium and heavy impact within the industrial precincts in Roma are not shown on any planning scheme maps, and accordingly the exclusion zones surrounding each parcel is not apparent without further research. Therefore, appropriate development exclusion zones should be shown on zoning maps concurrent with

industrial zones. The conflict between residential and industrial land uses due to their proximity to each other also highlights the lack of alternative developable land options within the urban footprint.

7.3.4. Social Impact Assessment

In terms of the Coordinator-General's conditions of approval for the GLNG project, the proponent has not finalised the workforce development plan for the Roma region. Accordingly, the Coordinator-General has determined the projected permanent workforce for which the proponent will be required to construct housing or units, as shown in Table 7.1 below. The row of figures shown in the '*Cumulative housing requirement*' represent the number of houses or units required annually for the year or years shown. That is a total of 63 houses/units in 2010, a total of 92 houses/units in 2011 and so on. Therefore, by the end of 2012, there will be a total of 282 houses/units to be supplied by the proponent, by the end of 2014 the total will be 603 houses/units and by the end of 2026 the total will be approximately 2,506 houses/units.

Table 7.1 GLNG Roma Accommodation Requirements

Area	2010	2011	2012	2013	2014	2019	2024	2029	2034
Roma centre	29	39	45	43	57	59	60	62	62
Roma field	62	123	185	245	245	252	260	266	270
Total workforce	91	162	230	298	302	311	320	328	332
Imported workforce ⁹ requiring housing in Roma (50 per cent of total workforce)	45	81	115	149	151	155	160	164	166
Estimated workforce relocated ¹⁰	18	11	12	11	10				
Cumulative housing requirement	63	92	127	160	161	155	160	164	166

(Coordinator-General 2010, p. 56)

There are numerous variables associated with the integrated housing strategy in the conditions of approval. Firstly there are no stated preferences for the location of approximately 603 dwelling units by the end of 2014, by which time the new local planning scheme is noted for gazettal. The location of residential development of this

magnitude will have a significant impact on the availability and suitability of infrastructure, integration and connectivity with the existing town, and will impact on the suitable land available to the development market as well as the impact on surrounding properties. The method for the proponent to purchase development parcels is also important to establish, as there is the potential for GQAL to be fragmented should contiguous parcels not be available to the proponent.

The Coordinator-General (2010, p. 196) states that the requirement for new housing stock shown in Table 7.1 is a “*guide*” to indicate the level of housing stock required, and that a *Regional Community Consultative Committee* can adjust the level of housing provision up or down to respond and adapt to housing market conditions. The *Consultative Committee* is to be comprised of a representative from Agforce, Department of Transport and Main Roads, Queensland Health, Education Queensland, Maranoa Regional Council, Queensland Police and a local councillor or representative (GLNG NEWS 2010, p. 3). Due to the diversity of group representatives and the range of core skill represented, it is likely that many of the representatives will have little experience with land development or housing markets dynamics. Consequently, the coordination of the group to inform and guide a housing strategy of the magnitude stated will be difficult.

Compliance with the integrated housing policy will be difficult to manage. In addition to the provision of housing stock noted, the condition requires the provision of 1 community housing dwelling for every 20 imported workers settling in Roma, and 1 affordable housing dwelling for every 15 imported workers settling in Roma (Coordinator-General 2010, p. 196). The imported workers represent both the proponent and principle contractors’ workforce, and the exact method for determining the imported workforce numbers has not been stated. Compliance of the housing policy will be reviewed by the Coordinator-General, with the advice from the Department of Communities; however it is not evident from the Coordinator-General’s approval what the consequences are for non-compliance with the housing policy conditions (Coordinator-General 2010). Additionally there does not appear to be encouragement for the proponent workforce to form an active and permanent part of the community.

Compliance with flexible housing targets will be even more difficult to enforce and manage. To develop an undetermined number of dwellings is hard to plan for, to

determine costs for, to coordinate and to time the delivery dates of the built products. There are numerous construction variables such as the availability of construction labour, professional labour, regulatory compliance inspections etc. that must be coordinated to achieve the built form. Additionally there is flexibility in the ratio of community and affordable housing products required by the approval (Coordinator-General 2010, p. 196). The flexible housing approach reinforces the need for more accurate measures of housing affordability as previously discussed.

There is no certainty provided to the housing market in terms of appropriate dwelling type required as a condition of the approval. The type of dwellings required should consider both current and future demographic needs of the community. For example, the proponent may be more likely to supply one bedroom units than three bedroom houses due to lower development costs. However these dwellings may not cater adequately for current or future housing market requirements. Additionally there is no requirement noted for compliance with built form and design standards of dwellings.

7.3.5. Regulation Enhancement

The *Housing Affordability Programme Queensland* has determined several enhancements to the regulatory system that has been adopted in high growth local government areas of Queensland, but has not yet been adopted in the Maranoa region (Department of Sustainability, Environment, Water, Population and Communities 2011a). These initiatives have been recognised for action in the *Resource Town Housing Affordability Strategy* to expedite the development assessment process and therefore optimise timely housing supply (Department of Local Government and Planning 2010a). As the merit of regulatory enhancements has been established and adopted in other regions, these programs will only be briefly discussed.

The *Next Generation Planning* initiative encourages sustainable and compact urban form for the urban areas within South East Queensland (SEQ) (Council of Mayors 2011). Whilst the concepts are based on the specific dynamics of SEQ settlements, there are likely to be numerous similarities with the rural towns in the Maranoa-Balonne region. The NGP initiative states that inconsistencies within planning schemes for different areas lead to delays in the approval process and subsequently increase the cost

of housing (Council of Mayors 2011). It should be recognised that the *Surat Basin Regional Planning Framework* overlaps with areas of the *South East Queensland Regional Plan 2009-2031*, and to effectively coordinate growth across the Surat Basin region, inconsistencies within the planning schemes should be minimised. Therefore, further research and development is justified to tailor the NGP initiative to the Maranoa region.

The *Next Generation Planning* initiative represents a best practice guide for planning and managing urban areas, and can be utilised to maximum effect in the Maranoa region when preparing the new planning scheme. The NGP handbook is of particular relevance for Roma as a reference guide on how to best incorporate, plan and visualise higher residential densities. The initiative uses four concepts to improve the liveability and design of communities; being affordable living, smart growth, form-based codes and place models (Council of Mayors 2011). The adoption of form-based codes appears to be directly applicable to the new Maranoa planning scheme, as well as assisting in the design and execution of the GLNG housing programs as previously discussed.

The Target 5 Days initiative streamlines the development assessment process for 95 percent of residential applications, delivering a 75 percent reduction in timeframes for residential development applications throughout SEQ. The initiative uses a 'RiskSmart' system to fast track low risk applications, and where all of the supporting material is sufficient issue an approval within five days. Other assessment tools include a complexity matrix to determine the difficulty and category of an application, standardised conditions, tailored development assessment processes and operational reforms to streamline assessment timelines (Local Government Association of Queensland 2010b). Whilst T5 is specific to SEQ Local Governments, ultimately many if not all of the processes would benefit the Maranoa region, providing that there is sufficient capacity within the Maranoa Council to adopt the T5 processes.

The *Housing Affordability Programme electronic Development Assessment* (HAF-eDA) delivers an integrated electronic development assessment process that reduces assessment timeframes in SEQ. The *Smart eDA* works in conjunction with *HAF-eDA* and utilises an interactive online planning and development system to expedite the assessment process and improve the consistency of application material in SEQ (Local Government Association of Queensland 2010a). Whilst these programs are operational

in high growth local government regions, there is obvious merit in adoption of these initiatives in the Maranoa region. The *T5* and *eDA* systems reduce development assessment timeframes, thereby reducing developers holding costs and ultimately leading to improved housing affordability.

The timing and overlap of regional planning documents, the reluctance to review the GQAL boundaries as identified in *SPPI/92* and the local authority not adopting the housing and residential guidelines proposed in *SPPI/07* shows that the regulatory growth management responses are reactive rather than proactive. To encourage the development and housing markets to establish sound fundamentals and balance supply and demand constraints, as identified in the *Sustainable Australia- Sustainable Communities 2011* policy, regulatory assessment must take proactive steps to deliver significant improvements in housing availability and affordability.

7.4. Conflict within the Policy Framework

7.4.1. Divergence of Policy Direction

The *Sustainable Australia- Sustainable Communities 2011* initiative provides clear direction from the Federal Government to encourage regional centres to sustainably accommodate growth. Under the *Promoting Regional Living* program, regional centres that can demonstrate capacity to accommodate growth will be eligible for support to market themselves as desirable destinations. Should the community show the capacity and should population growth be economically viable, state and local regulation and policy is encouraged to adapt to the national direction (Department of Sustainability, Environment, Water, Population and Communities 2011c).

In establishing the community's capacity for growth, the State Government's *Resource Town Housing Affordability Strategy* states that in 2010 there was

“... adequate land available for future residential development in the Surat Basin.” (Department of Local Government and Planning 2010a, p. 9),

More specifically in Roma, the RTHAS states that

“... appropriate housing mix and diversity may be an underlying issue.”

(Department of Local Government and Planning 2010a, p. 7).

The *Surat Basin Regional Planning Framework* confirms that there is an adequate supply of developable land available, and states that the

“Roma community has developed a range of housing stock that caters for diverse needs.” (Department of Local Government and Planning 2011e, p. 48).

Both of these policy documents have a critical role to play towards improving housing availability and affordability in Roma, and both documents categorically state that there is an adequate supply of developable land. The *Regional Planning Framework* also alludes to the fact that housing diversity may no longer be an underlying issue.

In contrast, in the *Maranoa Regional Council Corporate Plan 2009-2013* (Maranoa Regional Council 2009a, p. 8) recognises that

“... the lack of housing accessibility and associated affordability is considered to be a major impediment”, which is *“... further compounded due to limited land for urban development possibilities”*.

The *Maranoa Regional Economic Development Strategy 2010-2015* (Maranoa Regional Council, AEC Group Limited 2011) states that a significant number of fly-in and fly-out workers would consider relocating to the region if the housing market conditions were more favourable. In stark contrast to State Government policy, Local Government policy recognises the lack of developable land, and that the flow-on effects are having an impact in attracting workers and their families to settle in their town and become part of the community.

In this instance, there is definite conflict underpinning policy development between the three levels of Government. Regardless of the intent of the policy framework, competing policy foundations and priorities will not assist to achieve effective outcomes. Fundamental differences underpinning policy development, such as the availability of developable land, are not likely to produce effective mitigating strategies to housing affordability. The availability of developable land and therefore the capacity for the community to accommodate growth will be discussed in Chapter 7.5.

7.4.2. Policy Coordination and the Regulatory and Policy Roadmaps

One of the three key actions of the *Resource Town Housing Affordability Strategy* is ‘*Coordinated Governance for Effective Outcomes*’ (Department of Local Government and Planning 2010a). There are numerous instances that show the inconsistencies in regulation development, as previously noted. Additionally, the availability of developable land discussed in the previous section shows a critical example of lack of coordination and consistency in policy development. Unless the regulation and policy frameworks can be effectively coordinated, the resultant outcomes produced are unlikely to be effective.

The regulatory and policy framework roadmaps displayed in Appendix B show the relationships between each level of regulation and policy that govern the provision of housing and land in Roma. From the roadmaps it can be seen that the complexity of the regulatory and policy framework has the potential to detract from its execution. The framework roadmaps provide a visual aid to better understand and coordinate each level of regulation and policy initiatives, thereby improving the outcomes of the framework. Potential changes to the framework or additional policy can be incorporated and visualised with a greater level of certainty and acceptance of the overall outcomes.

There are limitations that must be considered when referring to the regulatory and policy framework roadmaps. The roadmaps shows direct relationships between initiatives, such as additional action items required for that initiative to achieve stated goals. There is no accounting for any implied relationships between regulatory and policy initiatives. Additionally there is no accounting for the relationships between each framework, such as how the policy initiatives interact with the regulation initiatives, or the interrelationships between the Federal, State and Local Government policy initiatives. These limitations provide the basis for further research.

7.4.3. Policy Enhancement

The majority of policy documents seek community and stakeholder input into the development of policy responses, but it is likely that few members of the community

understand the process due to the volume and complexity of the material. The regulation and policy framework roadmaps shown in Appendix B provide the ability to visualise the relationship between initiatives, thereby enhancing the coordination and outcomes of both the regulation and policy frameworks. This is a valuable development for the wider community to understand the process, their involvement in the process and embrace the outcomes. The inclusion of the roadmaps in the policy documents is therefore a viable policy enhancement initiative.

Further enhancement of the roadmaps could include the production of an overall roadmap document showing all levels of regulation and policy in one diagram. Due to the complexity of the system this was not considered feasible for this project. It would also be useful to state which government and non-government agencies are responsible for coordinating and executing each initiative. This would provide an additional level of detail within the framework roadmap and show the complexity of agency relationships alongside the regulation and policy relationships.

The provision of developable land overlay maps would allow regulators, policy makers, the development industry and the community to visualise regulation and policy restrictions in Roma. Currently, '*Supporting Maps*' are provided in the *Maranoa-Balonne Regional Plan 2009*, and '*Planning Scheme Maps*' are provided in the *Roma Town Planning Scheme 2006*. Neither series of maps allows the user to visualise the extent of developable land that is not constrained by planning regulations, particularly with respect to currently zoned residential precincts. The provision of overlay maps would provide certainty, highlighting the preferred residential development areas. The inclusion of overlay mapping in the regulation and policy documents is therefore a viable policy enhancement initiative.

The land use categories within the industrial precincts in Roma are not shown on any planning scheme maps. The designation of '*Light Impact*' industrial zones, '*Medium Impact*' industrial zones and '*Heavy Impact*' industrial zones in future the planning scheme maps and overlay mapping would ensure that desirable non-compatible land use separation distances are observed. The separation distances are required by the *Draft State Planning Policy: Air, Noise and Hazardous Materials 2009* and endorsed by the *Maranoa-Balonne Regional Plan 2009*. The separation distances are 250 metres for

light impact, 500 metres for medium impact and 1000 metres for heavy impact industrial zones.

Beer et al. (2011) state that many of the Federal policy initiatives such as the *National Rental Affordability Scheme* and the *Housing Affordability Fund* have had limited impact in regional areas, due to a lack of awareness of the programs. Additionally, these policies have not been embraced by small-scale developers due to onerous documentation and setup requirements, as well as perceived issues with financing from lending institutions. The *Resource Town Housing Affordability Strategy* notes that the majority of the developers in the region are small-scale operators (Department of Local Government and Planning 2010a). Accordingly these programs need to be better understood by the development market, community and the banking sector, and tailored to be attractive to small scale developers.

The *First Home Owners Grant* and *First Home Owners Boost* programs provided funds to first home owners under the *National Building Economic Stimulus Plan* to encourage them into the housing market. Beer et al. (2011) note that the programs had the effect of inflating the price of housing, particularly at the lower end of the housing market, due in part to increased demand for skilled tradesmen. The programs bought forward the demand for housing, which resulted in the temporary disappearance of first home buyers from the market for a period following the end of the initiative. The *Queensland Regionalisation Strategy* currently has a \$10,000 new home grant for regional housing that must be claimed before the end of January 2012 (Department of Local Government and Planning 2011c). The provision of this grant will likely have a similar effect on inflating prices and creating a period of activity followed by a period of relative calm, particularly as the building activity coincides with reconstruction efforts in rural areas under the *Queensland Reconstruction Authority*.

Policy initiatives that create peaks and troughs in demand should be discouraged, particularly where such initiatives have an expiry date. Encouraging sustainability in the housing market is better suited to long term policies that maintain a steady rate of growth, as noted in Section 7.2. More suitable policies to encourage housing market activity in regional areas could include reducing the rate of stamp duties and State Government levies incurred when buying and selling properties in regional postcodes. Beer et al. (2011, p. 25) notes that

“... *high transaction costs associated with trading up or down in the market.*”

limits existing homeowners from upgrading or downgrading on their current standard of housing, which in turn reduces housing market activity and limits the availability of older and more affordable homes in the housing market.

Beer et al. (2011) suggest that policy development has not been adequately tailored to bridging the gap between social housing programs and the private rental market. The same focus can equally be applied to converting private rental households to purchasing housing products. Whilst the ULDA have been appointed as the state’s primary response for affordable housing products, creating greater scale and diversity in housing stock will create more options for the private rental market and potential homeowners. Regulation and policy development to assist this process would include reducing the transaction costs when buying and selling property, reducing planning restrictions limiting greater scale, density and diversity in housing, articulating developable land opportunities by suitable overlay mapping and recognition and adoption of shared equity schemes to enable entry into the residential housing market in Roma. Shared equity schemes have been researched in depth by Pinnegar et al. (2009) in the final report ‘*Innovative financing for homeownership: the potential for shared equity initiatives in Australia*’, and further research needs to be done to gauge the likely success of these principles in the Roma housing market.

7.5. Developable Land Availability

The *Maranoa-Balonne Regional Plan 2009* states a desired regional outcome of a minimum of 15 years stock of developable land, so long as that land does not compromise natural resources such as good quality agricultural land. The *Resource Town Housing Affordability Strategy* and the *Surat Basin Regional Planning Framework* both state that there is adequate land available for future development, as discussed in section 7.4.1. Using current tools available to regulation and policy makers, including planning scheme maps and population projections, this section will establish whether there is in fact 15 years of developable land currently available within the regulation and policy extents. The *Urban Development Area* will be excluded from the developable land calculation in this section, and will be used to demonstrate the effect

that varying dwelling densities will have on the overall developable land requirement in Section 7.7. A lack of sufficient developable land will negatively influence housing affordability and will also establish that the foundation underpinning the complex regulation and policy framework is not accurate.

To ascertain whether there is 15 years supply of developable land available to achieve the desired regional outcome, stated in the statutory regional plan, requires two aspects to be determined. Firstly, the current extent of developable land must be established and secondly, the extent of developable land demand between now and 2026 must be estimated. To establish the developable land demand will involve determining the population projection between 2011 and 2026. Finally, an estimate of the developable land required to house the projected new residents will be calculated using current residential densities in Roma.

7.5.1. The Extent of Developable Land

To establish the extent of developable land in Roma a series of planning scheme maps from the *Roma Town Council Planning Scheme 2006* was overlaid over the *Digital Cadastral Database* (DCDB). The relevant planning scheme maps are shown in *Appendix C*. The position of the *Urban Development Area* and the *Draft SPP: Air, Noise and Hazardous Materials (2009)* guideline showing exclusion zones surrounding designated industrial land were also superimposed on the DCDB. The DCDB shows the real property boundaries within the Roma town extents, and is generally considered to be accurate for the purpose of overlay mapping. Figure 7.1 and Figure 7.2 show the developable land constraints plans in terms of regulatory restrictions.

The flood constraints overlay shows the parcels that have in excess of 50 percent of their area under the Q100 flood level, as shown on *Planning Scheme Map R6. SPP 1/03* regulates flooding constraints which precludes the eastern side of Roma from further development. The obstacle limitation overlay shows the ‘*Urban Code*’ exclusion zones from the *Roma Town Council Planning Scheme 2006* for *State Controlled Roads* (PC10, p. 16), *Development in the Vicinity of the Aerodrome* (PC12, p. 16) and for *Rail Corridors* (PC16, p. 17). This precludes code assessable development within a 40 metre exclusion zone around the Warrego Highway and Carnarvon Highway, a 10 metre

exclusion zone around other state controlled roads, a 100 metre exclusion zone around the airport and a 100 metre exclusion zone around the rail corridor. Specifically, the aerodrome exclusion zone is stated for buildings less than 7.5 metres in height, but any development within the exclusion zone should be discouraged.

The GQAL overlay shows the extent of *Good Quality Agricultural Land* as depicted on *Planning Scheme Map R2*. *State Planning Policy 1/92* regulates the separation of agricultural and residential land uses and precludes development on GQAL, unless there is a proven overriding community need. The zoning constraints show local government land-use zoning precincts as displayed on *Planning Scheme Map P6*.

A 250 metre exclusion zone surrounding industrial land uses is shown from the draft SPP guideline to mitigate the negative impacts of industrial land uses on surrounding land uses. The 250 metre exclusion zone represents a best case scenario for land use separation of light impact industrial land and residential land. A 500 metre and 1000 metre buffer is required to separate residential land from medium impact and heavy or noxious impact industrial land respectively.

The *Urban Development Area* (UDA) site is shown for reference and to gauge the potential scale of the development. Stage one of the UDA development site includes 32 residential allotments, with the tender for the construction of civil works for stage one closing on September 20, 2011 (Queensland Government 2011). With reference to the *Planning Scheme map R5: Obstacle Limitation Surfaces*, the UDA lies directly under the north/south airport flight path and appears to be approximately 200 metres below the estimated flying height of aircraft. Accordingly appropriate noise attenuation strategies may need to be incorporated into the development.

There are limitations that are applicable to the developable land constraints plans shown in Figure 7.1 and Figure 7.2. The plans show the regulatory controls constraining development in Roma. They do not account for the availability, the capacity or suitability of infrastructure. Similarly the plans do not account for actual site conditions, such as the terrain, topography or geology of an area. These limitations should be read in conjunction with Figure 7.1 and Figure 7.2. For the developable land constraint plans to comprehensively reflect all of the land constraint variables, further research is recommended to extend the developable land constraint plans to include infrastructure and site condition variables.

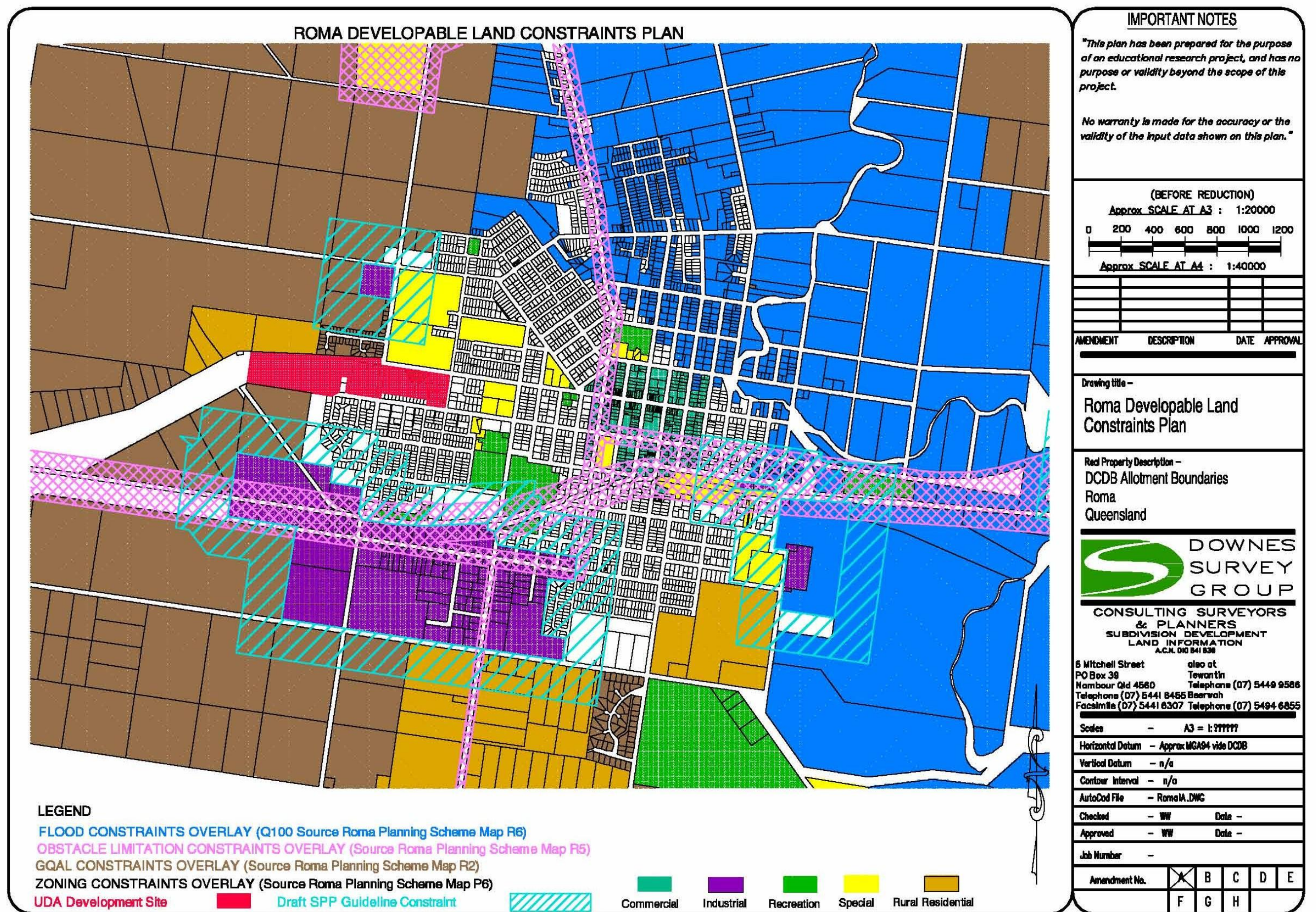


Figure 7.1 Roma Town Centre Developable Land Constraints Plan

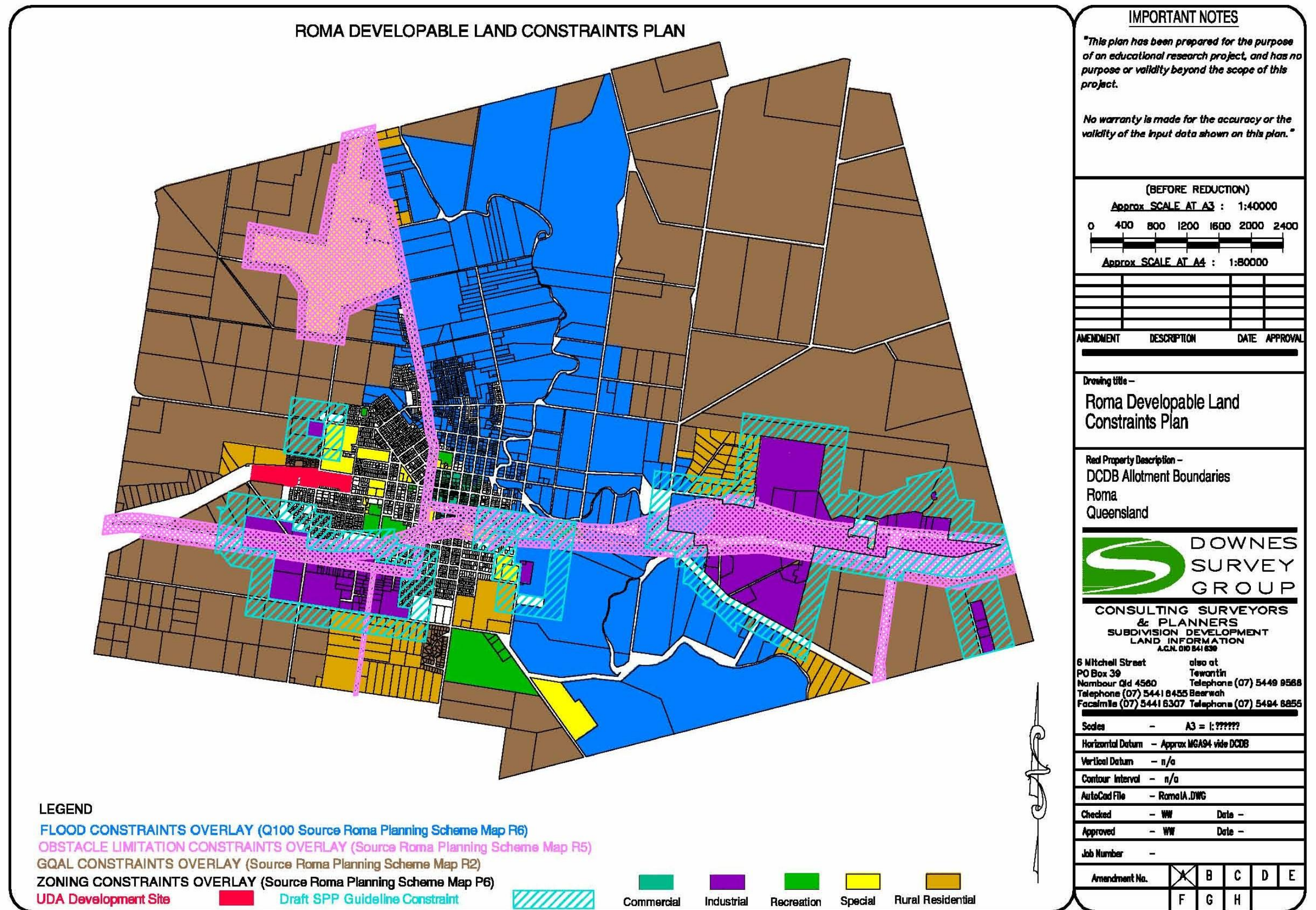


Figure 7.2 Roma Town Extents Developable Land Constraints Plan

Once the regulatory constraints have been superimposed on the DCDB, the current extent of developable land is shown. Excluding the UDA site, there are six greenfield allotments currently available for residential development. These sites are shown in Figure 7.3. The best case housing market scenario would be for these sites to be owned by developers or available for purchase by developers, however this may not be the case. Additionally, considering the dynamics of supply and demand and the lack of availability, the limited number of development opportunities available will not assist with improving housing affordability in Roma.

To determine an indicative number of allotments that can be yielded from the six identified greenfield sites using current densities, an existing development site has been chosen as a reference guide. The reference site represents a recent typical development, with typical allotment sizes and depth to frontage ratio of 2:1 as required under the current local planning scheme. This site is shown as the '*Reference Site*' on Figure 7.3. The reference site area determined from the DCDB is 57,014 square metres and yields 46 residential allotments including a park area. This represents 1,240 square metres required for each allotment, allowing for areas of road reserve and park contributions.

The six greenfield allotments that are not constrained by the regulatory framework have a combined area of 125,318 square metres, as determined from the DCDB. Using the reference site ratio, this translates to an approximate yield of 101 residential allotments. To improve the limited number of 101 developable allotments and therefore the availability and diversity in housing stock will require either relaxation of Good Quality Agricultural Land constraints along with rezoning of Rural or Rural Residential land, or increasing densities within the area suitable for development within the urban footprint. The potential yield of 101 residential allotments excludes the proposed 350 allotments within the *Urban Development Area*, which will be discussed in Section 7.7 (Urban Land Development Authority 2010b).

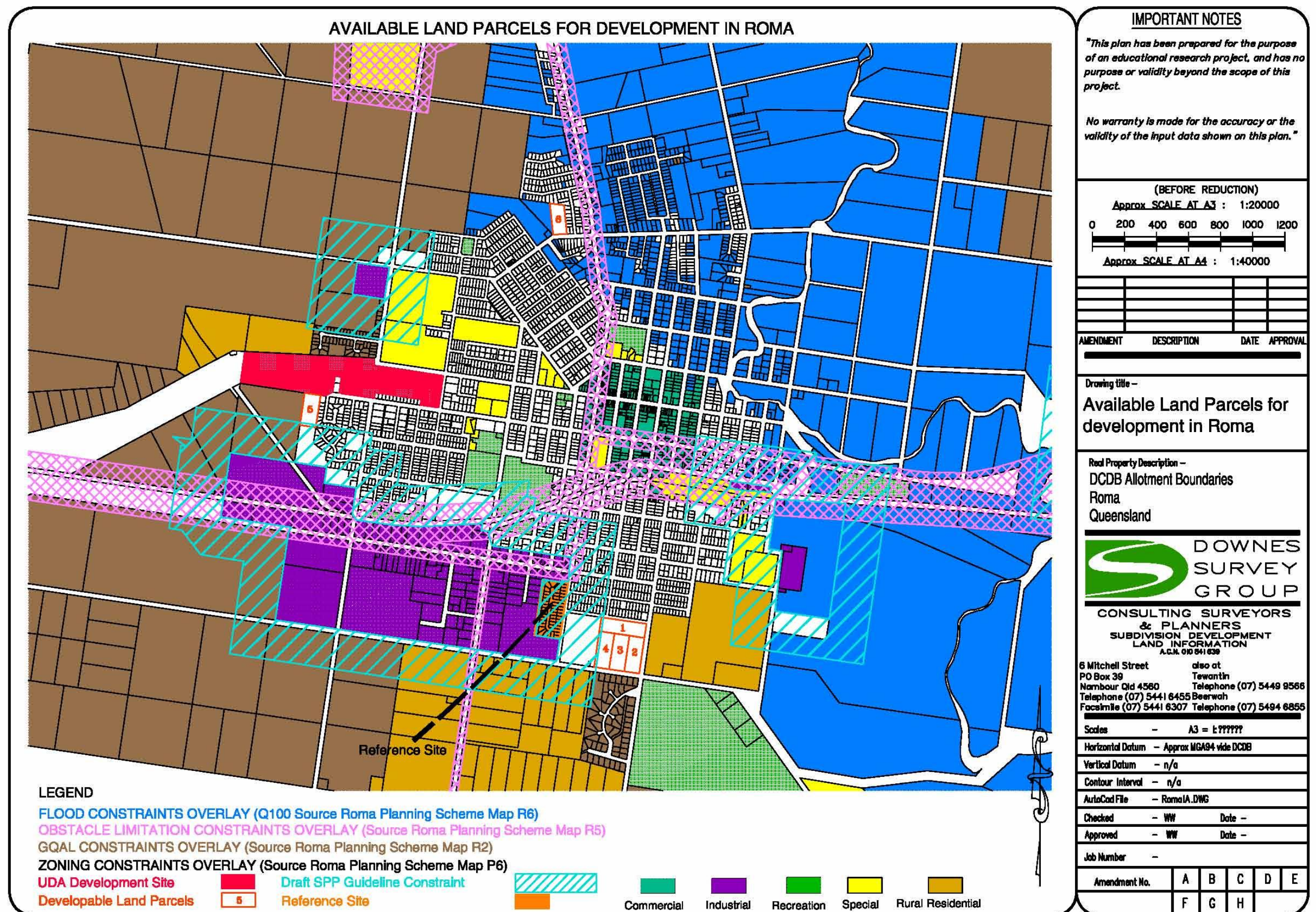


Figure 7.3 Development and Reference Site Plan

7.5.2. Population Growth Rate Projection

To achieve the *Maranoa-Balonne Regional Plan 2009* desired regional outcome of 15 years of developable land requires an accurate estimate of population growth to 2026 and beyond. There are many variables associated with predicting future population trends, particularly with respect to resource-based projects and drivers. For example, the proportion of permanent and non-permanent workers required for the GLNG project noted in Section 7.3.4 will significantly affect how many dwellings will need to be constructed, and the composition of workforces are difficult to estimate. Consequently, variations in resource project priorities, timelines and workforce dynamics can lead to large deviations in the predicted workforce, as can significant changes in policy direction such as migration schemes. This highlights the need for constant refinement and coordination of regulation and policy initiatives.

There are two measures of residential growth rates in Queensland. The first measure is an *Estimate of Residential Population* (ERP) which only accounts for permanent residents in a geographical region. The second measure is the *Full Time Equivalent* (FTE) measure, which allows for both permanent and non-permanent residents in a geographical region. The FTE equivalent is well suited to highlight the needs for short-term accommodation, services and infrastructure requirements, whereas the ERP is traditionally used to estimate permanent accommodation requirements (Queensland Treasury 2011c).

The discrepancies in population growth rate forecasts in the Maranoa region are significant. Historically Roma has experienced an annual residential growth rate of 0.5 percent, and much of the regulation and policy framework relies on the historical perspective to predict future growth (Maranoa Regional Council 2011b). The *Surat Basin Regional Planning Framework* forecasts an annual 0.5 percent ERP growth rate (Department of Local Government and Planning 2011e, p. 29), the *Maranoa-Balonne Regional Plan 2009* (p. 34) forecasts an annual 0.4 percent FTE growth rate and the *Maranoa Economic Snapshot* forecasts an annual 0.5 percent ERP growth rate (Maranoa Regional Council 2011b). All predictions closely reflect historical trends to the year 2031.

With reference to Figure 7.4, the *Surat Basin Property Report 2010* (Queensland Treasury 2011c) shows current low, medium and high level resident population projections (ERP). The low, medium and high growth projection shows annual growth across the Maranoa region of 0.6 percent, 1.1 percent and 1.4 percent respectively until 2031. More specifically to the town of Roma, these projections are 0.9 percent, 1.5 percent and 1.7 percent respectively. The *Surat Basin Property Report 2010* (Queensland Treasury 2011c, p. 14) adopts an annual growth prediction of 1.3 percent for the Maranoa region, which corresponds to an annual growth rate prediction of 1.6 percent in Roma.

Due to the recent nature and relevance of the property report to the Roma market, an annual growth rate prediction of 1.6 percent will be used to determine how much developable land will be required to achieve the desired regional outcome. This growth rate is 0.3 percent higher than the ‘2011 edition high series’ shown in Figure 7.4.

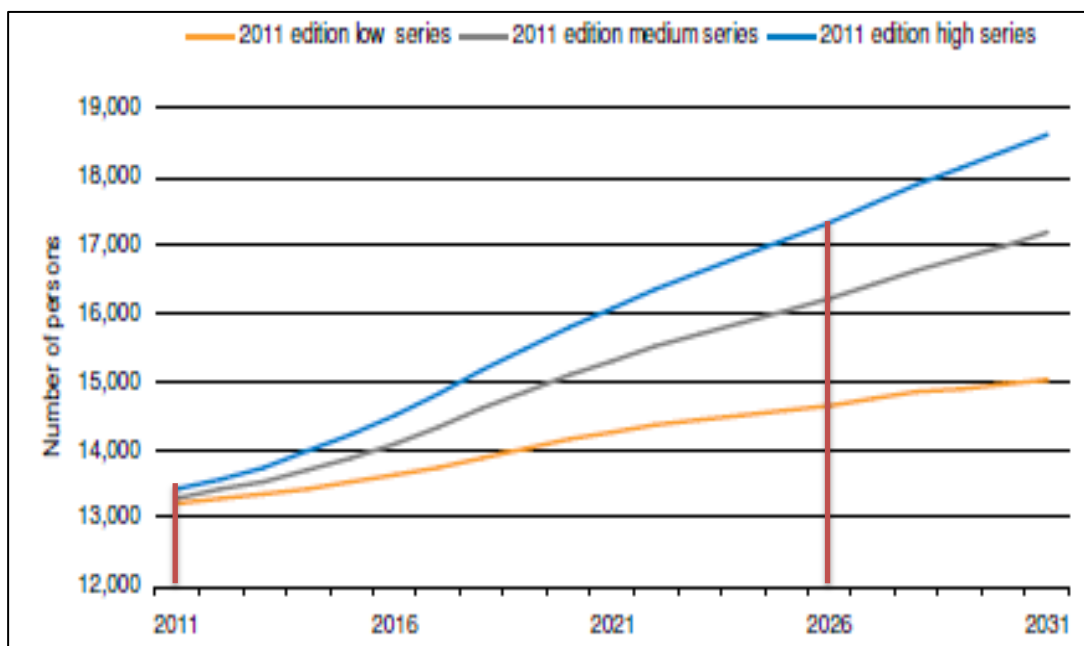


Figure 7.4 Maranoa Population Projections

(Estimate of Residential Population- ERP)

(Queensland government population projections 2011 edition, cited in Queensland Treasury 2011c, p. 15)

7.5.3. The Extent of Developable Land Demand To 2026

With reference to the *Surat Basin Property Report 2010* (Queensland Treasury 2011c, pp. 28-30) a projected annual growth rate of 1.6 percent in Roma translates to an additional 2,422 new residents until 2026. The *Population and Housing Profile* for *Maranoa Regional Council* for May 2011 (Queensland Treasury 2011a) state that the average household size for all private dwellings in the Maranoa Region is 2.5 people per dwelling. This translates to 969 dwellings that are required immediately to achieve the desired regional outcome of a minimum 15 years of developable land.

Currently, the OESR (Queensland Treasury 2011b, p. 9) states that 92.4 percent of dwellings in the Maranoa region are separate houses. For the 7.6 percent of dwellings that are not separate houses, an assumption is made that there is an average of three semi-detached or apartment dwelling units per allotment. This assumption has to be made as there is a lack of available information showing the number of apartment units per allotment in the Maranoa Region. So for every 3 semi-detached or apartment dwelling units, there will only be one lot required to be counted. Accordingly the following formula is used to calculate the number of residential allotments required:-

$$\text{Number of Lots} = (969 \text{ dwellings} \times 100\%) - (969 \text{ dwellings} \times 3 \times 7.6\%) = 748 \text{ Lots.}$$

Therefore, 969 dwellings translate to approximately 748 allotments required immediately in order to have 15 years' minimum supply. Further, Section 7.5.1 determined that based on current residential densities, the existing regulatory framework has the potential to yield 101 allotments. Therefore, there is an estimated shortfall of 647 allotments immediately required to satisfy the desired regional outcome of 15 years minimum supply. This figure excludes the *Urban Development Area* to be reviewed in Section 7.7.

Section 7.5.1 also determined that based on current residential densities, 1,240 square metres is required for each allotment, allowing for areas of road reserve and park contributions. The following formula is used to calculate the developable land shortfall:-

$$\text{Developable Land Shortfall} = (647 \text{ allotments} \times 1,240 \text{ square metres/allotment}).$$

Therefore, the shortfall in available residential land to achieve the desired regional outcome at this point in time is 80.23 hectares of developable land, excluding the *Urban Development Area* to be reviewed in Section 7.7. There have been assumptions made in calculating the developable land shortfall calculation, but the magnitude of the shortfall endorses that fact that a shortfall does exist.

7.5.4. Social Impact Assessment Housing Demand

The *Coordinator-General* (2010, p. 56) has estimated that 2,506 houses or unit dwellings are required in Roma by 2026 for both proponent and principle contractor workforces involved with the GLNG project. Further, the conditioned provision of community housing and affordable housing ratios adds to an additional total of 122 dwellings and 163 dwellings respectively by 2026. Therefore, the total number of houses/units estimated by the Coordinator-General for the proponent to satisfy the *Cumulative housing requirement* by 2026 is 2,791 dwellings. These dwelling estimates are to be used as a guide for what may be required to accommodate the GLNG workforce (Coordinator-General 2010).

The *Coordinator-General* (2010) states that the required dwellings are for permanent accommodation in Roma, although it is not clearly articulated what defines a house or a unit in the approval. For instance, permanent accommodation dwellings may include permanent workers camps constructed by the proponent, as well as houses and units. It is not articulated in the *Surat Basin Property Report 2010* (Queensland Treasury 2011c) whether the population projections include project specific workforces, such as required by the GLNG consortium. Therefore, it is unclear whether the required 969 dwellings calculated from the projected annual growth rate of 1.6 percent in Roma includes the 2,791 dwellings estimated by the *Coordinator-General*, or is addition to the 2,791 dwellings.

If the *Surat Basin Property Report 2010* (Queensland Treasury 2011c) population projections include the cumulative housing requirement by the *Coordinator-General*, then either the population projection of 1.6 percent per annum is grossly underestimated by 1,822 permanent dwellings over 15 years, or the estimates provided by the Coordinator-General are grossly overestimated by 1,822 permanent dwellings over 15

years. In either case the disparity is enormous. If the *Surat Basin Property Report 2010* population projection does not include the cumulative housing requirements estimated by the *Coordinator-General*, then there are a total of approximately 3,760 permanent dwellings required in Roma by the year 2026.

The disparity between the population projections and the cumulative housing projections, and the lack of detail involving cumulative housing requirements prove that there is a significant lack of coordination and integration between the planning and development system and the social impact assessment system. The lack of specific detail regarding the number, type and location of dwellings resulting from the GLNG approval is unlikely to provide any level of certainty to the housing market. Therefore, it is hard to gauge in this instance whether the social impact assessment process will assist with improved housing affordability.

7.5.5. Short-Term Accommodation

With respect to the Roma region, the GLNG Media Release (2011) states that construction and operations workers in the Maranoa region will be housed in temporary and permanent worker accommodation facilities to be built primarily on GLNG owned land. The Coordinator-General (2010) states that no details of temporary accommodation facilities, including the size and location of the facilities had been provided at the time of response, and that the construction and operation workforce will require accommodation for in excess of 35 years. AEC Group (2011) note that the location of workers camps is critical to integrate the activities of local businesses with the supply chains for the temporary workers accommodation facilities.

In their submission to the EIS for the GLNG project, Maranoa Regional Council (2009b) expresses a desire to locate temporary accommodation facilities within the existing town area. Council believe that co-location within the town will provide the prospect for greater community integration and optimise economic opportunities. The *Surat Basin Regional Planning Framework* states that Maranoa Regional Council will be given priority in determining the location of temporary facilities within a 60 minute drive of Roma (Department of Local Government and Planning 2011e).

The *Surat Basin Population Report 2010* (Queensland Treasury 2011c, p. 7) predicts the non-resident workforce in the Maranoa region to increase from 860 in 2011 to 1,590 in 2012. This prediction translates to an estimated increase of 730 workers within one calendar year. Should this prediction be realised, more demand will be placed on housing and motel accommodation within Roma, thereby negatively impacting housing affordability. The subsequent location of temporary worker accommodation is obviously contentious and it remains to be seen whether a suitable site within the town can be utilised to accommodate approximately 730 workers, or part thereof, within the next 12 months.

Additionally, the *Surat Basin Regional Planning Framework* states that the \$11 million dollar upgrade of the Roma Airport will allow larger passenger numbers to pass through Roma, with connecting flights to Brisbane, Charleville, St George and more remote resource regions located in the Cooper and Eromanga Basins (Department of Local Government and Planning 2011e). Consequently, Roma has the potential to be a significant regional base to service a large area of inland Australia. To maximise the potential economic benefits of the airport, Roma needs the capacity to house both permanent and non-permanent residents. This capacity would be in addition to the existing resource-based demand, and would need to be within reasonable proximity of the airport and town.

An example of an alternative, higher density design process that has the potential to provide short-term, permanent accommodation facilities is the ‘*Adaptive Communities*’ process in Moranbah. Adaptive Communities is an initiative of Isaac Regional Council that engages the Local Authority and community to establish their shared vision as a blueprint for development (Isaac Regional Council 2011). The initiative provides semi-permanent, temporary and crises accommodation in areas dominated by high levels of fly-in, fly-out and drive-in, drive-out workers, such as Moranbah and Roma, and is initially funded by resource company proponents to house their construction workforce. The six concepts proposed by the initiative can be specifically tailored to suit community and local government expectations in Roma, and show that short-term accommodation facilities can be attractive, functional and a long term asset to the town. The Adaptive Community design concept plans are shown in Appendix D.

7.6. Residential Density and Diversity

Section 7.5 has established that there is a significant shortage of developable land in Roma under the current regulatory framework. Section 7.5 also establishes that by using current residential densities, 80.23 hectares of developable land is immediately required to achieve the desired regional outcome stated in the *Maranoa-Balonne Regional Plan*, excluding the *Urban Development Area* development. The *Maranoa Town Council Planning Scheme 2006* requires a minimum allotment size of 800 square metres, typical lot sizes ranging between 800 and 100 square metres, a lot frontage to depth ratio of 1:2, and only allows one dwelling per allotment. Accordingly the OESR (Queensland Treasury 2011b, p. 38) states that 92.4 percent of dwellings in the Maranoa region are detached houses; therefore there is limited diversity of product in the housing market in Roma.

The current regulatory framework does not allow for higher residential densities or encourage housing diversity. *SPP 1/07 Housing and Residential Development (2007)* is not currently a statutory requirement due to an insufficient number of building approvals per year. The SPP 1/07, *Next Generation Planning* initiative (Council of mayors 2011) and the *Residential 30: Guideline to deliver diversity in new neighbourhood development* (Urban Land Development Authority 2010a) provide specific and relevant direction towards incorporating increased residential density and housing diversity into both new residential subdivisions and existing neighbourhoods. The relevant principles from these initiatives should be modified to enhance the traditional housing market in Roma. Recognition and resolution of the issues involving residential density and diversity translate directly into improving housing availability and affordability in Roma.

Considering the limited nature of developable land in Roma, the reluctance of regulators to allow residential development to impinge on *Good Quality Agricultural Land*, and future population growth predictions, higher residential densities in Roma are a reality. With reference to Appendix C, Planning Scheme Map P6, there is a significant area of Rural Residential zoned land to the west and the south of the town centre. Rural Residential parcels are generally unviable for rural production purposes and are of little value towards alleviating urban growth pressures, yet they are reasonably close to the

existing facilities and amenities as well as trunk infrastructure. Subject to the availability of suitable infrastructure, the Rural Residential areas noted would be ideal for higher density greenfield developments, in accordance with the existing design initiatives noted.

7.7. Urban Land Development Authority

The mandate of the *Urban Land Development Authority* is a multi-faceted approach to addressing the dynamics of housing affordability. The ULDA can design and plan development, execute or coordinate development as well as assess development within a declared UDA (Urban Land Development Authority 2011). The ULDA has an *Affordable Housing Strategy* to provide affordable housing to target households in the low to middle income bracket. The ULDA will also act as a conduit to facilitate the inclusion of social and community housing within the UDA (Urban Land Development Authority 2009). Additionally, the ULDA has a significant role in designing and incorporating increased residential density and housing diversity into new residential developments through the '*Residential 30: Guideline to deliver diversity in new neighbourhood development*' initiative (Urban Land Development Authority 2010a).

The Bowen Street, Roma UDA will provide approximately 350 new dwellings to the housing market, to be delivered in stages as required (Urban Land Development Authority 2010b). The development will deliver housing densities of 30 dwellings per hectare (Urban Land Development Authority 2011). Based on assumptions stated in Section 7.5.1, current residential ratios in Roma are approximately 8 allotments per hectare, which translates to approximately 10.4 dwelling per hectare. The new densities proposed for the UDA will provide almost three times more dwellings than existing residential densities, as well as greater housing diversity.

The density of dwellings proposed by the ULDA is a concern for some existing residents. In the '*Submissions Report*' received prior to the development scheme being gazetted, many of the issues identified a lack of need for density and diversity, an increase in social issues and disputes resulting from overcrowding, the desire to pay more for larger lots to maintain order and the fact that there is no shortage of land or housing in Roma (Urban Land Development Authority 2010c). The issues raised

indicate a lack of acceptance of change to the historical housing market paradigm by the respondents. Accordingly significant change is not likely to be readily embraced when that change is of little concern or need to that group of residents within the community.

One of the issues with the ULDA development model is that it applies the same underlying design methodology in all UDAs across the state, with no variation for local context. For example, the social issues highlighted in the Submissions Report may have some validity in the Roma housing market that may not be of concern in other high-growth areas across the state, such as Brisbane or the Gold Coast. Whilst the drivers of rapid growth may have similar dynamics and needs across the state, the existing housing markets in each area are very different. The Residential 30 guideline also provides case study design examples for 15, 20 and 25 dwellings per hectare.

Considering the large and traditional nature of housing allotments in Roma, a reduced dwelling density of 20 dwellings per hectare may be more appropriate and be more readily accepted within the community. To judge the specific impact of the ULDA development model in terms of residential densities and the impact on future developable land requirements, various density scenarios calculations will follow.

Section 7.5.3 established that 969 dwellings would be required to achieve the desired regional outcome of a minimum 15 years of developable land, as stated in the *Maranoa-Balonne Regional Plan 2009*. The UDA site will yield 350 dwellings in total (Urban Land Development Authority 2010b). By subtraction this means that 619 dwellings are required to meet the desired regional outcome, assuming that the average household size of 2.5 people per dwelling does not change throughout the UDA. Using the formula established in Section 7.5.3 to account for the number of detached dwellings, semi-detached dwellings and apartments, the number of lots required to achieve the desired regional outcome, allowing for the ULDA development is as follows:-

Number of Lots = (619 dwellings*100%) – (619 dwellings*3*7.6%) = 478 Lots.

The required 619 dwellings translate to approximately 478 allotments required. However, Section 7.5.1 determined that based on current residential densities, the current regulatory framework has the potential to yield 101 allotments. Therefore, allowing for the completion of the UDA, there is still an estimated shortfall of 377 allotments immediately required to satisfy the desired regional outcome of 15 years

minimum supply. Using the formula established in Section 7.5.3 to account for the number of square metres per allotment, the developable land shortfall is:-

Developable Land Shortfall = (377 allotments*1,240 square metres/allotment) = 46.75 Hectares.

Consequently, the shortfall in available residential land to achieve the desired regional outcome at this point in time and using existing residential densities is approximately 46.75 hectares of developable land. There have been assumptions made in calculating the developable land shortfall calculation, but the magnitude of the shortfall endorses that fact that a shortfall does exist.

By comparison, using the ULDA development rates proposed in the *Residential 30: Guideline to deliver diversity in new neighbourhood development* initiative (Urban Land Development Authority 2010a) the relative density scenario calculations are shown in Table 7.2 below.

Developable Land Shortfall = 619 dwellings/dwelling rate per hectare – 12.53 ha current available land (from Section 7.5.1).

Table 7.2 Developable land Shortfall using Proposed ULDA Dwelling Densities

Dwellings per Hectare	Developable Land Shortfall
30	8.1 Hectares
25	12.2 Hectares
20	18.4 Hectares
15	28.7 Hectares

Consequently, the developable land shortfall in Roma using current densities of approximately 10.4 dwellings per hectare is 46.75 hectares. The developable land shortfall in Roma using 30 dwellings per hectare is 8.1 hectares. Using a dwelling density of 20 dwellings per hectare, which is approximately half way between the existing and maximum density values, the developable land shortfall is 18.4 hectares.

Section 7.5 shows that developable land in Roma is a finite resource under the current regulatory framework. If there is reluctance to change the regulatory framework, then

the ULDA development model is endorsed regardless of whether that model is accepted by the community or not. By declaring the UDA in Roma, the *Urban Land Development Authority* is recognising the impending changes to the supply and demand dynamic and acting to improve housing diversity and affordability. However the density model chosen should be not only tailored to the changing needs of the community but also tailored to the existing housing market in Roma, which may include a reduction in the number of dwellings per hectare.

Additionally, there are many valid concerns with the ULDA development model other than densities and associated social issues that have not been clearly articulated and must be addressed. For example, the mechanisms for retaining dwelling affordability have not been determined to date. The ULDA notes that mechanisms will be investigated to ensure that affordability is retained, and that some mechanisms may require legislative changes and/or ongoing management to ensure affordability (Urban Land Development Authority 2010c). There are no specific details provided for the Roma development relating to the particular protective mechanisms to retain affordability. Further, there is no guarantee that the protective mechanisms are able to be legally executed, or whether the mechanisms are viable due to the cost of ongoing management.

Whilst the ULDA has a significant role in addressing the fundamentals underpinning housing affordability, as well as directly delivering affordable housing products and developments, the mandate of the ULDA is also proof of the recognition by the state government of an over-constrained regulatory system. The ULDA has been introduced to negate many of the existing development controls, to ensure expedient delivery and diversity of housing products, and introduce the market to alternative design principles. Accordingly the ULDA can have a positive impact on housing affordability in Roma.

8. Conclusion

Housing Affordability is based on a complex relationship between the supply costs of housing, the consumption price of housing, and the ability of the household to meet and maintain the consumption costs. Improvements in any aspect of supply constraints, demand constraints or the ability for the household to pay for their housing costs should result in some level of progress. In terms of the regulatory and policy framework, recognition of the supply and demand dynamics of housing affordability is fundamental to addressing the underlying issues and achieving meaningful progress. Housing affordability is a subjective consideration as statistically there are many ways to justify and categorise the prevalence of housing stress and housing crisis, and none can truly aggregate all factors or account for all circumstances.

This dissertation established that current measures used to determine the levels of housing affordability do not reflect the real levels of affordability in the community. Currently the primary method of measuring housing affordability is the 30/40 ratio method, which has been shown to underestimate the prevalence of housing stress by an estimated 10-15 percent when compared to other methods. The net result is that marginal households may struggle to pay for their housing and/or non-housing related expenses, and not be recognised by regulators as being in housing stress. As a consequence, management strategies to mitigate the negative impacts of housing affordability may not be relevant and therefore may not achieve their desired intent.

Whilst progress in housing affordability is defined in relation to the appropriate method of measurement, progress must be viable within the constraints of the regulation and policy framework. However, the complexity and lack of coordination between the various elements of the framework detracts from its execution. This research project has highlighted numerous instances of conflict within the regulation and policy framework, which undermines the ability of the framework to achieve the desired outcomes. The regulation and policy '*Roadmaps*' as shown in Appendix B, provide a tool for understanding the relationships between the various initiatives, and show where changes can be incorporated into the framework to achieve the desired outcome. Therefore, the '*Roadmaps*' are a viable enhancement for regulators, stakeholders and the community to visualise the process, the elements and ultimately the outcomes.

Within the framework, fundamental differences have been highlighted in regulation and policy formation in Roma. Whilst there is recognition of the impending growth predictions and economic drivers, which is endorsed by the volume of regulation and policy, there is also a reliance on historical growth rates and the traditional housing market paradigms. Projected population growth rates in Roma have been shown to be three times greater than projections in the *Maranoa-Balonne Regional Plan 2009* and the *Surat Basin Regional Planning Framework (2011)*. The conservative approach taken by regulators means that adequate provision for population growth has not been made within the regulatory framework, which also undermines policy foundations.

The integrated housing policy resulting from the *Social Impact Assessment* process reinforces both immediate and sustained demand for housing in Roma. The projected housing requirements for the GLNG project workforce alone greatly exceed all population growth estimates by regulators. However, there is a significant lack of detail regarding the number, type and location of dwellings required to house the proponent's workforce. Again this shows the lack of coordination and integration between the planning and development system and the social impact assessment system of land regulation. Due to the uncertain nature of the GLNG cumulative housing requirements this dissertation has not specifically accounted for the projected housing requirements in the Coordinator-General's approval, which may far exceed population projections adopted in this research project, to indicate demand for developable land.

The developable land constraints plans shown in Figure 7.1 and Figure 7.2 prove that developable land in Roma is a finite resource under the current regulatory framework. The land constraints plans have been prepared using local government planning scheme maps and state planning policy exclusion zones, both of which are readily available to regulators. The shortage of developable land in Roma is not reflected in the *Maranoa-Balonne Regional Plan 2009*, *Surat Basin Regional Planning Framework*, *Roma Town Council Planning Scheme 2006*, or state government policy initiatives aimed at addressing housing affordability issues. This dissertation has shown that there has been a lack of diligence in determining the level of developable land supply by regulators, which has and will continue to negatively impact on housing affordability.

The fundamental principles of supply and demand are universally recognised. Where demand outstrips supply, the cost of the item rises as more consumers compete for the

product. The dynamics of housing affordability are more complex but the fundamental principle remains the same. The declaration of the Urban Development Area in Roma is recognition of further impending changes to the supply and demand dynamic. The ULDA has been authorized to negate many of the existing regulation and development controls to ensure expedient delivery and diversity of housing products, and introduce the market to alternative design principles; however the Urban Development Area is not a sufficient solution for addressing housing affordability in isolation.

The mandate of the ULDA is recognition of an over-constrained regulatory system. If there is reluctance to change the regulatory framework, then higher density development is endorsed regardless of whether that model is accepted by the community or not. Consequently, the *Urban Land Development Authority* has a significant role in addressing the supply constraints underpinning housing affordability, such as improving housing availability and housing diversity. Residential dwelling density calculations in this dissertation have shown that increasing densities can have a significant impact on the quantity of available dwellings within the confines of the regulatory constraints.

Considering the limited nature of developable land in Roma and the reluctance of regulators to allow residential development to impinge on Good Quality Agricultural Land, it is unlikely that the ULDA development model can be effectively embraced outside of the Urban Development Area. Whilst the ULDA development model will improve housing density and diversity, and therefore housing affordability, it is likely that significant progress in affordability will be limited to the UDA site until the impediments to supply can be adequately addressed. Therefore, additional Rural and Rural Residential land should be made available for residential development and the combination of higher density and diversity in housing stocks coupled with greater developable land availability will create greater potential for progress in housing affordability.

In conclusion there are a significant number of enhancements that can be made to ensure an adequate and timely supply of developable land to the market, which appears to be the major impediment to progress in housing affordability in Roma. An additional supply of developable land will be required to offset projected increases in demand, and will provide certainty and opportunity to the housing market. Therefore, progress in

housing affordability can be made within the regulatory and policy frameworks, but that progress will be limited until supply constraints can be adequately addressed.

9. Recommendations

Methods of measuring housing affordability must reflect the household perspective to gauge the true cost to the household. This dissertation has shown that the current ratio method of measuring housing affordability does not accurately reflect individual household situations. Should the ratio method of measuring affordability solely remain as the benchmark rule for determining housing affordability the income component of the ratio should be amended to reflect disposable income levels, instead of gross income levels. Many of the variables not accounted for by the ratio method can be minimised by removing taxation related issues.

The residual income method is more appropriate for gauging real levels of housing affordability, and reflects the household perspective. However the residual income method is currently a theoretical model and is yet to be established as a viable practical model. Therefore, the residual approach should be used in conjunction with the existing benchmark ratio method until the residual income method model is operational, established and the relative merits accepted.

There are numerous supplementary measures of affordability that should be used in conjunction with the primary measure or measures to identify particular issues associated with housing affordability, such as the housing price to income ratio discussed by Beer et al. (2011). This ratio is useful for gauging the level of bifurcation, where higher income earners purchase at the higher end of the housing market and lower income earners at the lower end of the housing market. Additionally median property trends such as shown in *Figure 4.1* are useful to show the relationship of supply and demand factors at different stages in time. The median property trends should be extended to show two median values thereby most likely reflecting the higher end and lower end of the housing market, and showing the level of bifurcation as the divergence between the two median values.

Dysfunctional housing markets show trends of peaks and troughs, indicating high points and low points in housing affordability. A balance of supply and demand factors is indicated by a straight line with a gradual rate of increase. Subject to statistical variation, median property trends are therefore useful to show significant variation in

supply or demand constraints at that point in time, and adjustments to policy settings can be made to minimise extreme variations. Both of the supplementary measures stated are therefore appropriate to gauge housing affordability levels in Roma and should be used in conjunction with the primary method or methods of determining housing affordability.

The private rental sector should be scrutinised closely for progress or regress in affordability, as well as the availability of rental stock. It has been demonstrated that the private rental sector is the most sensitive portion of the housing market to rising housing affordability levels. The limited size of the rental market in Roma means that the town will be unlikely to cope with additional demand, leading to less affordable rental options. Provision must also be made for short-term and emergency accommodation options.

In terms of enhancements to the regulatory framework, this dissertation has established numerous recommendations. Most importantly, priority must be given for the preparation and adoption of a statutory regional plan to adjoin the existing *Maranoa-Balonne Regional Plan 2009* and the *South East Queensland Regional Plan 2009-2031*. Statutory regional planning will provide more certainty when managing growth across the entire Surat Basin region. These lessons have been learned from regional planning in other areas that have been subjected to rapid growth, such as the Mackay, Isaac and Whitsunday region. As a minimum measure, a timeframe for statutory regional planning implementation would provide some level of certainty for the housing market in Roma.

The *Maranoa-Balonne Regional Plan 2009* states a desired regional outcome of a minimum of 15 years of developable land. The *Roma Developable Land Constraints Plans* establish that to provide 15 years of developable land will require an adjustment to the urban area that is currently confined within *Good Quality Agricultural Land* extents, as defined by *State Planning Policy 1/92*. Rather than contest the merits of agricultural feasibility and overriding community needs at the development assessment stage, a proactive adjustment must be made to the GQAL extents to mitigate supply constraints and achieve meaningful progress in housing affordability.

There is a significant quantum of Rural Residential zoned land, and to a lesser extent rural zoned land on the urban fringe which is currently classified as GQAL. It is contended in SPP 1/92 that this land should be amalgamated where possible to make the

land more viable for agricultural purposes. The rural-residential land on the urban fringe in particular is unviable for rural production and can be of great social and economic value to the community in terms of improving housing affordability. Therefore, without fracturing the extent of GQAL or detracting from agricultural production, the logical first step would be to include the Rural Residential zoned land to the urban footprint.

The *Roma Developable Land Constraints Plans* shown in Figure 7.1 and Figure 7.2 should be extended to include the availability, suitability and capacity of infrastructure. The provision of infrastructure on the overlay plans will refine the preferred location and suitability of future residential land. Particular attention should be directed to the suitability of infrastructure to service current Rural Residential zoned land due to its proximity to the existing residential conurbation.

State Planning Policy SPP1/07 Housing and Residential Development (2007) should be embraced in Roma due to the limited amount of developable land. SPP 1/07 recognises the need for Local Governments to analyse their current and future planning schemes and remove barriers to residential development, thereby creating significant housing opportunities and options. The mechanisms for SPP 1/07 to be a statutory requirement should be amended to include areas constrained by physical or regulatory limitations, areas with significant population forecasts and/or a high proportion of non-resident workforces, such as exist in Roma.

The Local Government planning scheme must respond to the principles identified in SPP 1/07. A housing needs analysis is required to confirm the current and projected housing requirements in Roma. The planning scheme must respond to changing demographics by modifying traditional housing products to facilitate greater housing diversity and density. For example, the minimum allotment sizes in the planning scheme must be reduced, dual dwellings must be allowable on appropriately sized lots not affected by flooding constraints, and frontage to depth ratios must be relaxed. By referring to the housing needs analysis and median property trends, the local authority can ensure that housing type that is in greatest demand is appropriately reflected within the planning scheme codes.

In conjunction with the provision of additional developable land in Roma, higher density development and dwelling densities are required to encourage compact urban form and limit unnecessary urban sprawl. Along with SPP 1/07, the *Next Generation*

Planning initiative (Council of mayors 2011) and the *Residential 30: Guideline to deliver diversity in new neighbourhood development* (Urban Land Development Authority 2010a) provide specific and relevant direction towards incorporating increased residential density and housing diversity into existing neighbourhoods and new residential developments. These initiatives should be used to guide future planning schemes, and must be adapted to the local context in Roma.

The designated Urban Development Area in Roma will improve housing availability, diversity and therefore housing affordability by increasing dwelling densities. However the ULDA must resolve the mechanisms for retaining affordability in the development area to ensure long-term affordability is achieved. Additionally the dwelling densities of 30 dwellings per hectare may be more appropriate at the reduced level of 25 or 20 dwellings per hectare and still be effective in achieving successful outcomes with less social disturbance.

The *Roma Developable Land Constraints Plans* as shown in Figure 7.1 and Figure 7.2 shows that the separation of rural and urban land uses has been more successful than the separation of residential and industrial land uses. The insufficient buffer zones surrounding industrial land uses highlight the shortage of developable land options within the urban precinct. To address future issues of incompatible land uses located within close proximity to each other, the appropriate exclusion zones required in the *Draft State Planning Policy: Air, Noise and Hazardous Materials (2009)* should be shown on planning scheme zoning maps, concurrent with the relevant category of industrial land use designation. Separation distances should be rigorously enforced if residential densities are to be increased.

The integrated housing policy resulting from the *Social Impact Assessment* process must provide certainty to the local housing market to be embraced by the local community and to ensure effective coordination of housing market activity. The number of proposed dwellings, the type of proposed dwellings, the location of proposed housing and whether the housing is to be incorporated into the existing the urban area must be clarified. The dwelling type must be appropriate for the proponent's workforce, but also for current and future community housing requirements. The Coordinator-General's conditions do not specifically address any of the issues noted.

The Coordinator-General must clarify the regulatory position for non-compliance with the cumulative housing requirements for the GLNG project (Coordinator-General 2010). Flexible housing targets leave significant scope for interpretation and negotiation of housing needs. The methods for monitoring for the consultative committee should be documented for rigour and probity, and to ensure a proactive outlook on future housing demands.

Predicted population forecasts must be accurate and timely to ensure that real and potential housing demand can be incorporated into the regulation and policy initiatives. The forecasts should provide for both the *Estimate of Residential Population* which only accounts for permanent residents and *Full Time Equivalent* measures, which allows for both permanent and non-permanent residents. Accordingly, appropriate permanent and short-term accommodation options can be tailored to complement the existing housing market in Roma.

The *Adaptive Communities* initiative shown in Appendix D illustrates an example of permanent short-term accommodation designs that can provide long-term economic and social benefit to the community. The design options are a joint initiative between Isaac Regional Council and the community, represent a common vision for the how non-resident workers can be housed and provide a significant asset of value when the construction workforce recedes. The *Adaptive Communities* initiative is appropriate for Roma due to the high number of non-resident workers, and the major expansion of the Roma airport.

There are numerous enhancements to the development assessment process in Toowoomba under the SEQRP that should be modified to suit the dynamics of the *Maranoa-Balonne Regional Plan*. The *Next Generation Planning* initiative represents a best practice guide for planning and managing urban areas, and should be utilised when preparing the new local planning scheme. The Target 5 Days, Smart eDA and HAF-eDA initiatives reduce development assessment timeframes, thereby reducing developers holding costs and ultimately leading to improved housing affordability. The ability of the local authority to adopt these programs may constrict the validity of these initiatives.

In terms of enhancements to the policy framework, this dissertation has established numerous recommendations. Firstly the federal reform agenda *Sustainable Australia-*

Sustainable Communities 2011 establishes a market led approach to government programs, however state and local authorities restrict a market led approach. The lack of developable land in Roma and the direct involvement of the ULDA to establish housing affordability programs show that current conditions do not encourage the development and housing market to engage in a market led approach to housing. Therefore, the policy framework must work with the same intention to maximise opportunities for the housing market in Roma.

The complexity of the regulation and policy framework has been shown to detract from its execution. The roadmaps shown in Appendix B provide a tool for understanding the relationships between the various initiatives, and show where changes can be incorporated into the framework to achieve the desired outcome. Therefore, the roadmaps should be included as a visual aid into all new and amended policy documents in particular.

Additional visual aids such as the *Roma Developable Land Constraints Plans* should be included in regulation and policy initiatives to enhance community and stakeholder clarity. Current supporting and planning scheme maps do not show definitive and tangible areas of preferred residential development. These maps should show all relative details such as industrial land use categories along with the respective separation zones, as well as detail of available infrastructure.

Other policy enhancements include creating greater awareness and improving suitability of programs such as the *National Rental Affordability Scheme* and the *Housing Affordability Fund*. These policy initiatives are more suited to larger scale developments and large urban areas than the Roma market. Shared equity schemes need to be further developed and embraced by potential homeowners and long-term tenants with sufficient income capacity to enter the housing market. Currently, minimum housing deposit and workforce stability requirements lock many potential homeowners out of purchasing their own homes.

The preference for policy initiatives is to create long-term programs that do not create peaks and troughs in demand, or have an expiry date. Previous policies with an expiry date, such as the first home owners grant, have not achieved their desired intent. Such policy initiatives should include a reduction in stamp duties and levies associated with property transfers. This will encourage homeowners to trade up or down in the housing

market according to their particular circumstances, thereby increasing housing market activity.

Ultimately the major recommendation resulting from this dissertation is to ensure the principles of supply and demand in the housing market are balanced. This will involve the provision of additional developable land to be developed at higher density than currently exist in the Roma housing market. In conjunction, the accurate and realistic predictions of housing demand must be incorporated into the regulatory and policy framework to constantly ensure that supply of land is sufficient. The detailed implementation of recommendations established by this dissertation may require further research due to the complexity and volume of the existing regulatory and policy framework.

10. Further Research

The literature regarding the residual income method is comprehensive. However, the detailed implementation of the residual income method of measuring housing affordability is yet to be finalised by the Australian Housing and Urban Research Institute. When completed, AHURI will publish a refined operation model in the final report on *'The residual income method: a new lens on housing affordability and market behaviour'* (Stone, Burke & Ralston 2011). This operational model should be analysed and tailored as necessary to suit the specific market conditions in Queensland.

Once the implementation model is refined to match housing market conditions in Queensland, the results of the residual income method of measuring affordability should be compared to the benchmark ratio method and the disparities analysed. If there are discrepancies between the two methods, as anticipated, then there is merit in using both methods in conjunction as primary measurement tools to gauge housing affordability. Appropriate adjustments can then be made to the existing regulation and policy initiatives.

The Federal Government's *Measuring Sustainability* policy aims to improve measures of wellbeing by developing sustainability indicators. The level of housing affordability determined by the residual income method, ratio method and other secondary measures should reflect part the overall wellbeing of a household, therefore further research is required to compare and potentially integrated affordability levels with the sustainability indicators. Any changes between the levels of housing affordability and the sustainability indicators can be monitored, and appropriate policy responses can be tailored. In this way housing affordability measures have a relationship to nationwide holistic sustainability indicators.

The complexity and coordination of the regulatory and policy framework is enhanced by the regulation and policy roadmaps. Further enhancement of the roadmaps to include the production of an overall roadmap document showing all levels of regulation and policy in one diagram requires additional research and refinement. It would also be useful to state which government and non-government agencies are responsible for

coordinating and executing each respective initiative. This would provide an additional level of detail within the framework roadmap and show the complexity of agency relationships alongside the regulation and policy relationships.

The regulation and policy framework is constantly being refined and amended. This dissertation reviewed a draft version of the *Major Projects Housing Policy*, a draft version of the *Resource Town House Affordability Strategy*, along with a draft version of a State Planning Policy. The content of the draft initiatives should be compared with the final documents to confirm the specific details relating to housing affordability. Additionally, dynamic areas of policy development must be reviewed regularly to ensure that the details remain current.

The extent of available land in Roma that is not constrained by the regulatory framework is shown on the *Developable Land Constraints Plans* in Figure 7.1 and Figure 7.2. Further research is recommended to extend the developable land constraints plans to include infrastructure and site condition variables. The provision, suitability and capacity of infrastructure are critical to the location and density of future residential development in Roma. These factors should be overlayed onto the *Developable Land Constraints Plan* to create a 'Development Constraints Plan'.

Further research is required to refine state land-use regulatory controls. Regardless of whether or not *State Planning Policy SPP1/07 Housing and Residential Development (2007)* is a statutory requirement, a housing needs analysis should be implemented and reviewed to justify future dwelling density rates and the confines of the developable land in relation to the GQAL extents. These aspects have a significant impact on housing affordability in Roma. Additionally, regulation enhancement tools that have been implemented in other areas of the state to expedite the development assessment process should be tailored to the Maranoa-Balonne region. These include the *Next Generation Planning* initiative, the *Target 5 Days* initiative, the both the *Smart eDA* and *HAF-eDA* initiatives.

A draft State Planning Policy for Strategic Cropping Land (SCL) has been released by the State Government and may have significant ramifications on the extent of developable land in Roma. The draft SPP seeks to exclude development activities from land identified as Strategic Cropping Land, and will impose a further regulatory

restriction on residential development. A review of the cropping land and depiction of the SCL boundary on the *Developable Land Constraints Plan* is required.

Further investigation into the impact of flooding on the existing Roma housing market is required. The propensity for flood affected households to relocate to areas not influenced by flooding will create further demand for appropriate developable land on the western and southern sides of Roma. The relaxation of the GQAL boundary to accommodate relocation of flood affected residents may be justified. Additionally, the flooding constraints shown on Figure 7.1 and Figure 7.2 do not allow for any freeboard over the existing Q100 flood level, and do not account for the most recent 'Floodplain Mapping' data released by the *Queensland Reconstruction Authority* (2011). Therefore, the impact of flooding on the housing market in Roma warrants further research.

The impact and outcomes of the integrated housing policy resulting from the *Social Impact Assessment* process requires detailed housing market analysis and site selection analysis. The level of detail in the Coordinator-General's approval of the GLNG project does not provide certainty to the housing market or the local government in Roma. The location of residential development of the magnitude indicated will have a significant impact on the availability and suitability of infrastructure, integration and connectivity with the existing town, and will impact on the suitable land available to the development market. Therefore, the coordination of the SIA approval system impacts and outcomes, and regulatory land-use approval system impacts and outcomes requires significantly more refinement.

The refinement of the ULDA development model specific to the Roma housing market requires further research. In particular, the potential social impacts resulting from higher density dwelling rates should be researched in context to existing low density regional areas with traditional housing market dynamics. Appropriate dwelling densities should then be incorporated into the new local government planning scheme. Further, the ULDA implementation details, such as mechanisms for retaining affordability must be standardised and transparent to provide certainty for stakeholders. The implementation details can then be made available for private sector developments, consistent with the ULDA charter.

Further research should include a relative comparison highlighting the underlying fundamentals underpinning housing affordability with communities displaying similar

dynamics and drivers, such as Moranbah. The housing affordability issues in Moranbah are far more acute and advanced than in the Surat Basin, and represent what the future landscape may look like in Roma (Haslam et al. 2009). The comparison should include variations in regulation, supply constraints, densities and product diversity. The comparison with Moranbah is a logical step in refining regulatory settings.

11. List of References

- AEC Group 2011, *Surat Basin Economic Development Strategy*, Department of Employment, Economic Development and Innovation, Queensland Government, Viewed 23 July 2011, <<http://www.regions.qld.gov.au/dsdweb/v4/apps/web/content.cfm?id=16577>>.
- Australian Bureau of Statistics 2011, *AVERAGE WEEKLY EARNINGS 6302.0 MAY 2011*, Australian Bureau of Statistics, Commonwealth of Australia, Viewed 18 September 2011, <<http://www.abs.gov.au/AUSSTATS/abs@.nsf/DetailsPage/6302.0May%202011?OpenDocument>>.
- Australian Bureau of Statistics 2007, *2006 Census QuickStats : Roma*, Australian Bureau of Statistics, Canberra, Viewed 28 May 2011, <<http://www.censusdata.abs.gov.au/ABSNavigation/prenav/LocationSearch?locationLastSearchTerm=roma&locationSearchTerm=roma&newarea=SSC37335&submitbutton=View+QuickStats+%3E&mapdisplay=on&collection=Census&period=2006&areacode=SSC37335&geography=&method=Place+of+Usual+Residence&productlabel=&producttype=QuickStats&topic=&navmapdisplayed=true&javascript=true&breadcrumb=PL&topholder=0&leftholder=0¤taction=104&action=401&textversion=false&subaction=1>>.
- Beer, A., Tually, S., Rowley, S., Haslam McKenzie, F., Schlapp, J., Birdsall Jones, C., Corunna, V. 2011, *The drivers of supply and demand in Australia's rural and regional centres*, AHURI Final Report No. 165, Australian Housing and Urban Research Institute, Melbourne, Victoria, Viewed 17 April 2011, <<http://www.ahuri.edu.au/>>.
- Berry, M. 2005, 'Show Me the Money: Financing More Affordable Housing', *Paper for VCOSS Annual Congress: 4-6 August 2004*, Australian Housing and Urban Research Institute, Melbourne, Victoria, <<http://www.ahuri.edu.au/>>.
- Commonwealth of Australia 2011, *Nation Building Economic Stimulus Plan*, Commonwealth of Australia, Bardon, Australian Territory, Viewed 06 August 2011,

<<http://www.economicstimulusplan.gov.au/mycommunity/pages/default.aspx?location=4455>>.

Coordinator-General 2010, *Coordinator-General's evaluation report for an environmental impact statement: Gladstone Liquefied Natural Gas - GLNG project, May 2010*, The State of Queensland (Department of Environment and Resource Management), Brisbane, Queensland, Viewed 03 October 2011, <http://www.derm.qld.gov.au/environmental_management/coal-seam-gas/environmental-authority.html>.

Council of Mayors 2011, *Next Generation Planning*, State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 01 April 2011, <<http://www.dlgp.qld.gov.au/growth/ngp>>.

Department of Communities 2006, *Blueprint for the Bush*, The State of Queensland (Department of Employment, Economic Development and Innovation), Brisbane, Queensland, Viewed 09 July 2011, <<http://www.regions.qld.gov.au/dsdweb/v4/apps/web/content.cfm?id=13346>>.

Department of Education and Training 2010, *Workforce Development Plan*, The State of Queensland (Department of Education and Training), Brisbane, Queensland, Viewed 23 July 2011, <<http://deta.qld.gov.au/initiatives/skilledworkforce/wdp.html>>.

Department of Employment, Economic Development and Innovation 2010, *Surat Basin Future Direction Statement*, The State of Queensland (Department of Employment, Economic Development and Innovation), Brisbane, Queensland, Viewed 04 June 2011, <<http://www.regions.qld.gov.au/dsdweb/v4/apps/web/content.cfm?id=15175>>.

Department of Environment and Resource Management 2011, *Environmental Impact Statement Information Sheet*, The State of Queensland (Department of Environment and Resource Management), Brisbane, Queensland, Viewed 29 August 2011, <<http://www.derm.qld.gov.au/register/p00320aa.pdf>>.

Department of Infrastructure and Planning 2010a, *Draft Major Resource Projects Housing Policy*, State of Queensland (Department of Infrastructure and

Planning), Brisbane, Queensland, Viewed 02 August 2011,
<www.qrc.org.au/dbase/upl/SOC_MPHP_Nove10_mem.pdf>.

Department of Infrastructure and Planning 2010b, *Social Impact Assessment Fact Sheet*,
The State of Queensland (Department of Employment, Economic Development
and Innovation), Brisbane, Queensland, Viewed 02 September 2011,
<www.deedi.qld.gov.au/cg/resources/factsheet/eis/sia-fact-sheet.pdf>.

Department of Infrastructure and Planning 2009, *Your guide to the Sustainable
Planning Act 2009*, The State of Queensland (Department of Infrastructure and
Planning), Brisbane, Queensland, Viewed 24 May 2011,
<<http://www.dlgp.qld.gov.au/planning-and-development/sustainable-planning-act-2009.html>>.

Department of Infrastructure and Transport 2011, *Nation Building Program*,
Department of Infrastructure and Transport, Commonwealth of Australia,
Bardon, Australian Capital Territory, Viewed 08 August 2011,
<<http://www.nationbuildingprogram.gov.au/>>.

Department of Local Government and Planning 2011a, *Qplan - Queensland's planning,
development and building system*, The State of Queensland (Department of
Local Government and Planning), Brisbane, Queensland, Viewed 20 September
2011, <<http://www.dlgp.qld.gov.au/about-planning/qplan-queensland-s-planning-development-and-building-system.html>>.

Department of Local Government and Planning 2011b, *Queensland Infrastructure Plan*,
The State of Queensland (Department of Local Government and Planning),
Brisbane, Queensland, Viewed 17 August 2011,
<<http://www.dlgp.qld.gov.au/stronger-regions/queensland-infrastructure-plan.html>>.

Department of Local Government and Planning 2011c, *Queensland Regionalisation
Strategy*, The State of Queensland (Department of Local Government and
Planning), Brisbane, Queensland, Viewed 24 July 2011,
<<http://www.dlgp.qld.gov.au/stronger-regions/queensland-regionalisation-strategy.html>>.

Department of Local Government and Planning 2011d, *Regional Planning*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 04 June 2011, <<http://www.dlgp.qld.gov.au/regional-planning/>>.

Department of Local Government and Planning 2011e, *Surat Basin Regional Planning Framework*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 24 July 2011, <<http://www.dlgp.qld.gov.au/regional-planning/surat-basin.html>>.

Department of Local Government and Planning 2010a, *Draft Resource Town Housing Affordability Strategy*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 25 June 2011, <<http://www.dlgp.qld.gov.au/resources/plan/surat-basin-regional/draft-town-housing-affordability-strategy.pdf>>.

Department of Local Government and Planning 2010b, *Queensland Housing Affordability Strategy*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 25 June 2011, <<http://www.dlgp.qld.gov.au/statewide-planning/housing-affordability-strategy.html>>.

Department of Local Government, Planning, Sport & Recreation 2007a, *A Sustainable Futures Framework for Queensland Mining Towns*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 02 July 2011, <<http://www.dlgp.qld.gov.au/processes-frameworks/framework-for-queensland-mining-towns.html>>.

Department of Local Government, Planning, Sport & Recreation 2007b, *Planning Reform: Planning for a Prosperous Queensland - A reform agenda*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 02 July 2011, <<http://www.dlgp.qld.gov.au/about-planning/planning-reform.html#reformagenda>>.

Department of Regional Australia, Regional Development and Local Government 2011, *Regional Development Australia, An Australian Government Initiative*, Department of Regional Australia, Regional Development and Local

Government, Commonwealth of Australia, Barton, Australian Capital Territory, Viewed 06 August 2011, <<http://www.rda.gov.au/>>.

Department of Sustainability, Environment, Water, Population and Communities 2011a, *Housing Supply and Affordability*, Department of Sustainability, Environment, Water, Population and Communities, Commonwealth of Australia, Canberra, Australian Capital Territory, Viewed 05 August 2011, <<http://www.environment.gov.au/housing/haf/index.html>>.

Department of Sustainability, Environment, Water, Population and Communities 2011b, *National Rental Affordability Scheme*, Department of Sustainability, Environment, Water, Population and Communities, Commonwealth of Australia, Canberra, Australian Capital Territory, Viewed 05 August 2011, <<http://www.environment.gov.au/housing/nras/about.html>>.

Department of Sustainability, Environment, Water, Population and Communities 2011c, *Sustainable Australia, Sustainable Communities*, Department of Sustainability, Environment, Water, Population and Communities, Commonwealth of Australia, Canberra, Australian Capital Territory, Viewed 06 August 2011, <<http://www.environment.gov.au/sustainability/population/index.html#strategy>>.

Department of Tourism, Regional Development and Industry 2008, *Sustainable Resource Communities Policy: Social impact assessment in the mining and petroleum industries*, The State of Queensland (Department of Employment, Economic Development and Innovation), Brisbane, Queensland, Viewed 04 June 2011, <<http://www.regions.qld.gov.au/dsdweb/v4/apps/web/content.cfm?id=16421>>.

Department of the Premier and Cabinet 2009, *Toward Q2, Tomorrow's Queensland*, The State of Queensland (Department of the Premier and Cabinet), Brisbane, Queensland, Viewed 26 June 2011, <<http://www.towardq2.qld.gov.au/tomorrow/index.aspx>>.

Domain 2011, *Domain Suburb Profiles: Roma*, Fairfax Media, Viewed 28 May 2011, <<http://www.domain.com.au/Public/suburbprofile.aspx?mode=research&searchTerm=Roma>>.

ENG 4111 N/A *Research project part 1: Project reference book* 2011, University of Southern Queensland, Toowoomba.

GLNG Media Release 2011, *GLNG Media Release 9 August 2011: GLNG invests more than \$13 million into communities for housing support and new infrastructure*, GLNG, Brisbane, Queensland, Viewed 3 October 2011, <<http://www.glng.com.au/>>.

GLNG NEWS 2010, *GLNG NEWS: ISSUE 6 JUNE 2010*, GLNG, Brisbane, Queensland, Viewed 3 October 2011, <<http://www.glng.com.au/Content.aspx?p=102>>.

Growth Management Queensland 2011, *Draft Resource Town Housing Affordability Strategy*, The State of Queensland (Department of Local Government and Planning), Brisbane, Queensland, Viewed 22 May 2011, <<http://www.dlgp.qld.gov.au/regional-planning/draft-resource-town-housing-affordability-strategy.html>>.

Haslam McKenzie, F., Phillips, R., Rowley, S., Brereton, D., Birdsall-Jones, C. 2009, *Housing market dynamics in resource boom towns*, Final report No. 135, AHURI Western Australia Research Centre, Australian Housing and Urban Research Institute, Melbourne, Victoria, Viewed 26 April 2011, <<http://www.ahuri.edu.au/>>.

Isaac Regional Council 2011, *Adaptive Communities*, Isaac Regional Council, Moranbah, Queensland, Viewed 11 June 2011, <<http://www.adaptivecommunities.com.au/>>.

Local Government Association of Queensland 2010a, *electronic Development Assessment*, Local Government Association of Queensland, Housing Affordability Programme Queensland, Brisbane Queensland, Viewed 3 October 2011, <<http://www.lgaq.asn.au/web/guest/housing-affordability-programme>>.

Local Government Association of Queensland 2010b, *Target 5 Days (T5)*, Local Government Association of Queensland, Housing Affordability Programme Queensland, Brisbane, Queensland, Viewed 3 October 2011, <<http://www.lgaq.asn.au/web/guest/housing-affordability-programme>>.

- Local Government Planning Alliance 2009, *Roma Regional Council Planning Scheme Statement of Proposals*, Maranoa Regional Council, Roma, Queensland, Viewed 03 September 2011, <http://www.maranoa.qld.gov.au/planning/P_and_E_town_planning.shtml>.
- Maranoa Regional Council, AEC Group Limited 2011, *Maranoa Regional Economic Development Strategy 2010-2015*, Maranoa Regional Council, Roma, Queensland, Viewed 11 June 2011, <<http://www.maranoa.qld.gov.au/>>.
- Maranoa Regional Council 2011a, *Maranoa Community Plan 2020 Pathways to our future*, Maranoa Regional Council, Roma, Queensland, Viewed 11 June 2011, <<http://www.maranoa.qld.gov.au/>>.
- Maranoa Regional Council 2011b, *Maranoa Economic Snapshot, March Quarter 2011*, Maranoa Regional Council, Roma, Queensland, Viewed 11 June 2011, <<http://www.maranoa.qld.gov.au/>>.
- Maranoa Regional Council 2009a, *Maranoa Regional Council Corporate Plan 2009-2013*, Maranoa Regional Council, Roma, Queensland, Viewed 11 June 2011, <<http://www.maranoa.qld.gov.au/>>.
- Maranoa Regional Council 2009b, *Submission on the environmental impact statement for the Gladstone Liquefied Natural Gas project*, Maranoa Regional Council, Roma, Queensland, Viewed 20 August 2011, <http://www.maranoa.qld.gov.au/council/documents/EXS_information_Santos_EIS_response.pdf>.
- Microsoft Corporation 2009, *encarta*, Microsoft Corporation, Viewed 12 June 2011, <http://encarta.msn.com/dictionary_1861736653/progress.html>.
- Pinnegar, S., Easthope, H., Randolph, B., Williams, P., Yates, J. 2009, *Innovative financing for homeownership: the potential for shared equity initiatives in Australia*, AHURI Final Report No. 137, UNSW-UWS Research Centre, Australian Housing and Urban Research Institute, Melbourne, Victoria, Viewed 26 April 2011, <<http://www.ahuri.edu.au/>>.
- Queensland Government 2006, *Rural Economic Development and Infrastructure Plan*, The State of Queensland (Department of Employment, Economic Development

and Innovation), Brisbane, Queensland, Viewed 10 July 2011,
<<http://www.regions.qld.gov.au/dsdweb/v4/apps/web/content.cfm?id=15525>>.

Queensland Reconstruction Authority 2011, *New Floodplain Mapping*, The State of Queensland (Queensland Reconstruction Authority), Brisbane, Queensland, Viewed 12 October 2011, <<http://www.qldreconstruction.org.au/>>.

Queensland Treasury 2011a, *Population and housing profile: Maranoa Regional Council May 2011*, The State of Queensland (Queensland Treasury), Office of Economic and Statistical Research, Brisbane, Queensland, Viewed 02 October 2011, <<http://www.oesr.qld.gov.au/products/profiles/pop-housing-profiles-lga/index.php>>.

Queensland Treasury 2011b, *Queensland Regional Profiles: Maranoa Region, Profile generated on 5 August 2011*, The State of Queensland (Queensland Treasury), Office of Economic and Statistical Research, Brisbane, Queensland, Viewed 02 October 2011, <http://statistics.oesr.qld.gov.au/qld-regional-profiles?region-type=LGA_10®ionids=6614,6640&custom-name=Maranoa>.

Queensland Treasury 2011c, *Surat Basin Population Report, 2010*, The State of Queensland (Queensland Treasury), Office of Economic and Statistical Research, Brisbane, Queensland, Viewed 2 October 2011, <<http://www.oesr.qld.gov.au/products/publications/surat-basin-pop-report/index.php>>.

Schandl, H., Darbas, T. 2008, *Surat Basin Scoping Study. Enhancing regional and community capacity for mining and energy driven regional economic development*, CSIRO Sustainable Ecosystems, Commonwealth Scientific and Industrial Research Organisation, 2003-2011, Viewed 11 April 2011, <<http://www.csiro.au/resources/SuratBasinScopingStudy.html>>.

Stiglitz, J., Sen, A., Fittoussi, JP. 2010, *Report by the Commission on the Measurement of Economic Performance and Social Progress*, Commission on the Measurement of Economic Performance and Social Progress, Viewed 11 April 2011, <<http://www.stiglitz-sen-fitoussi.fr/en/index.htm>>.

- Stone, M., Burke, T., Ralston, L. 2011, *The residual income approach to housing affordability: the theory and the practice*, Positioning Paper No. 139, Swinburne–Monash Research Centre, Australian Housing and Urban Research Institute, Melbourne, Victoria, Viewed 11 May 2011, <<http://www.ahuri.edu.au/>>.
- Surveyors Board of Queensland 2011, *Code of Conduct for Members*, Surveyors Board of Queensland, Brisbane, Queensland, Viewed 10 June 2011, <http://www.surveyorsboard.com.au/resources/resources.php?smain=general&sgroup=code_of_practice>.
- Surveyors Board of Queensland 2007, *Code of Practice*, Surveyors Board of Queensland, Brisbane, Queensland, Viewed 10 June 2011, <http://www.surveyorsboard.com.au/resources/resources.php?smain=general&sgroup=code_of_practice>.
- SVY4203 N/A, *Urban and regional planning* 2010, University of Southern Queensland, Toowoomba.
- The Allen Consulting Group Pty Ltd 2004, *Better Housing Futures, Stimulating private investment in affordable housing*, Brotherhood of St Laurence, Australian Policy Online, Viewed 11 April 2011, <<http://www.apo.org.au/research/better-housing-futures-stimulating-private-investment-affordable-housing>>.
- Urban Land Development Authority 2011, *Bowen Street Roma Urban Development Area Development Scheme*, Urban Land Development Authority, Brisbane, Queensland, Viewed 10 September 2011, <http://www.ulda.qld.gov.au/01_cms/details.asp?ID=427>.
- Urban Land Development Authority 2010a, *Residential 30: Guideline to deliver diversity in new neighbourhood development*, ULDA guideline no. 01, March 2010, Urban Land Development Authority, Brisbane, Queensland, Viewed 06 May 2011, <www.ulda.qld.gov.au/dbase_upl/20100304_R30ResGuideline.pdf>.

- Urban Land Development Authority 2010b, *Roma Newsletter #1, October 2010*, Urban Land Development Authority, Brisbane, Queensland, Viewed 06 May 2011, <http://www.ulda.qld.gov.au/01_cms/details.asp?ID=354>.
- Urban Land Development Authority 2010c, *Bowen Street, Roma UDA Development Scheme: Submissions Report, November 2010*, Urban Land Development Authority, Brisbane, Queensland, Viewed 06 October 2011, <http://www.ulda.qld.gov.au/01_cms/details.asp?ID=427>.
- Urban Land Development Authority 2009, *Affordable Housing Strategy*, Urban Land Development Authority, Brisbane, Queensland, Viewed 06 May 2011, <http://www.ulda.qld.gov.au/01_cms/details.asp?ID=145>.
- Visit Maranoa 2011, *Roma*, Visit Maranoa, Viewed 28 May 2011, <<http://www.visitmaranoa.com.au/index.php/ourtowns/roma>>.
- Yabsley, E., Rolfe, J., Greer, L. 2008, *SMOOTHING THE PEAKS AND TROUGHS: MODELLING HOUSING AND INFRASTRUCTURE FOR INFORMED POLICY DEVELOPMENT AND SUSTAINABLE MANAGEMENT OF MINING COMMUNITIES*, Milestone Report Six, Institute for Sustainable Regional Development, CQ University, Rockhampton, Queensland, Viewed 06 May 2011, <<http://www.bowenbasin.cqu.edu.au/ISRDP%20227%20BBHM%20Milestone6%20Final%20Report.pdf>>.
- Yates, J., Gabriel, M. 2006, *Housing Affordability in Australia, National Research Venture 3: Housing Affordability for Lower Income Australians*, Research Paper 3, Sydney Research Centre and Southern Research Centre, Australian Housing and Urban Research Institute, Melbourne, Victoria, Viewed 22 May 2011, <<http://www.ahuri.edu.au/>>.
- Yates, J., Milligan, V., with Berry, M., Burke, T., Gabriel, M., Phibbs, P., Pinnegar, S. and Randolph, B. 2007, *Housing affordability: a 21st century problem, National Research Venture 3: Housing affordability for lower income Australians*, Final Report No. 105, Sydney Research Centre with RMIT-NATSEM Research Centre, Southern Research Centre, Swinburne-Monash Research Centre,

Legislation

Draft State Planning Policy: Air, Noise and Hazardous Materials 2009 (QLD).

Draft Mackay, Isaac and Whitsunday Regional Plan 2011 (QLD).

Maranoa-Balonne Regional Plan 2009 (QLD).

Roma Town Council Planning Scheme 2006 (QLD).

State Planning Policy 1/02: Development in the Vicinity of Certain Airports and Aviation Facilities 2002 (QLD).

State Planning Policy 1/03: Mitigating the Adverse Impacts of Flood, Bushfire and Landslide 2003 (QLD).

State Planning Policy 1/07: Housing and Residential Development 2011 (QLD).

State Planning Policy 1/92: Development and the Conservation of Agricultural Land 1992 (QLD).

Statutory Instruments Act 1992 (QLD).

Sustainable Planning Act 2009 (QLD).

Toowoomba Regional Planning Scheme Draft 2011 (QLD).

Appendix A

Project Specification

University of Southern Queensland
FACULTY OF ENGINEERING AND SURVEYING

ENG 4111/4112 Research Project
PROJECT SPECIFICATION

FOR: WAYNE WILSON

TOPIC: HOUSING AFFORDABILITY IN ROMA; CAN PROGRESS BE MADE WITHIN THE REGULATORY AND POLICY FRAMEWORK?

SUPERVISORS: MARITA BASSON

ENROLMENT: ENG 4111 Semester 1, 2011
ENG 4112 Semester 2, 2011

PROJECT AIM: The project aim is to define what constitutes housing affordability in Roma, to establish the regulation and policy framework relating to housing affordability in Roma, and to investigate viable alternatives in housing affordability within the regulation and policy framework.

PROGRAMME: Issue E, 10th June 2011

- A. Research existing literature with regards to housing affordability definitions and affordable housing definitions, and define progress in the context of housing affordability.
- B. Research background information relating to housing affordability drivers and constraints in Roma.
- C. Review relevant regulation to establish the regulatory framework in Roma.
- D. Review relevant policies and strategies to establish the policy framework in Roma.
- E. Create a roadmap of the regulation, policy and strategy framework relating to housing affordability in Roma.
- F. Determine regulation and policy options to improve housing affordability in Roma.
- G. Prepare and submit the final dissertation.

As Time Permits:

- H. Compare housing affordability fundamentals between Roma and Moranbah.
- I. Investigate the implementation of regulation and policy options to improve housing affordability in Roma.

AGREED _____ (Student) _____
(Supervisor) Date: 09/06/2011 Date:

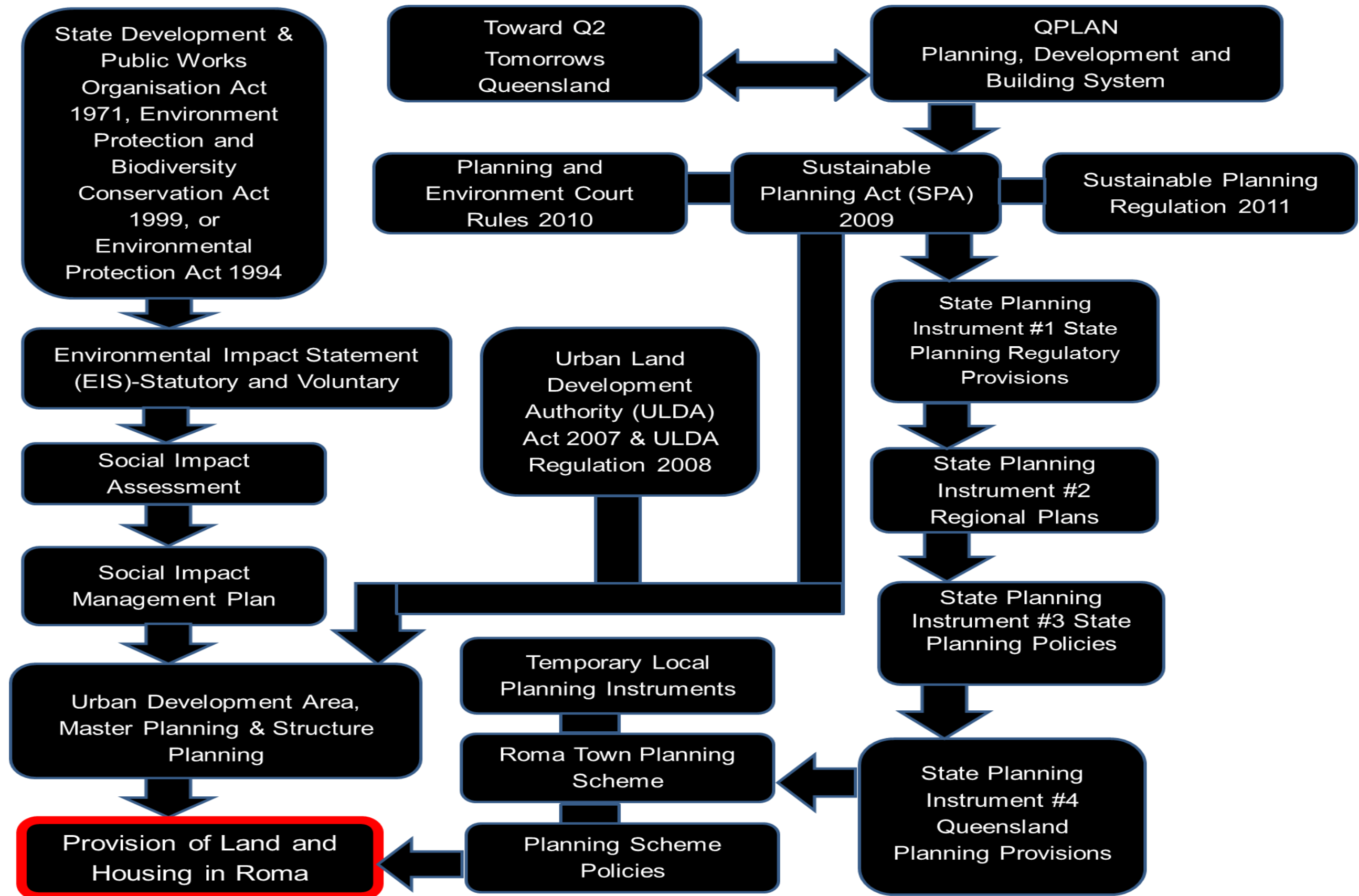
Examiner/Co-examiner _____.

Appendix B

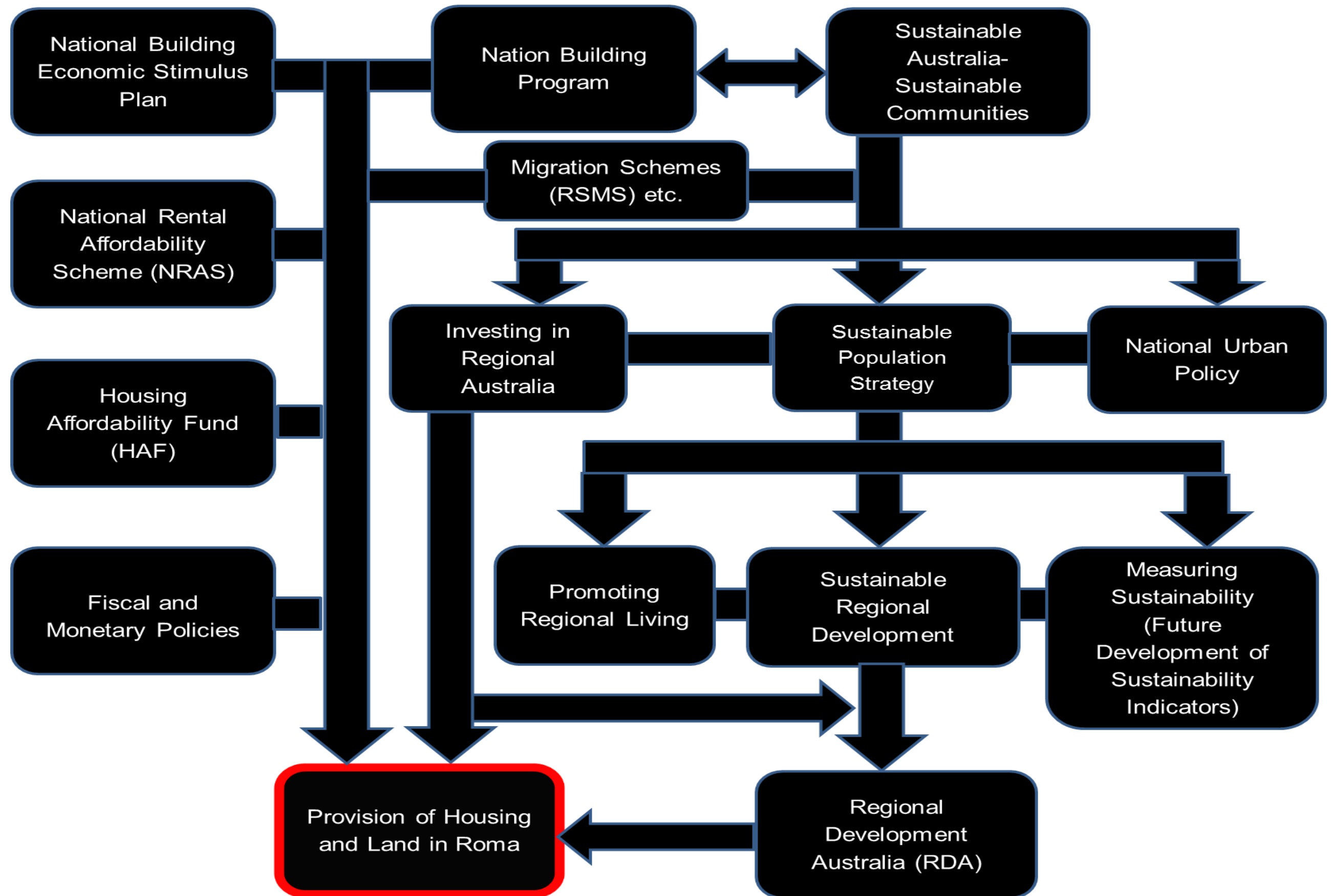
Regulatory and Policy Framework Roadmaps

Appendix B1. Regulatory Framework Roadmap	142
Appendix B2. Federal Government Policy and Strategy Framework Roadmap	143
Appendix B3. State Government Policy and Strategy Framework Roadmap.....	144
Appendix B4. Local Government Policy and Strategy Framework Roadmap	145

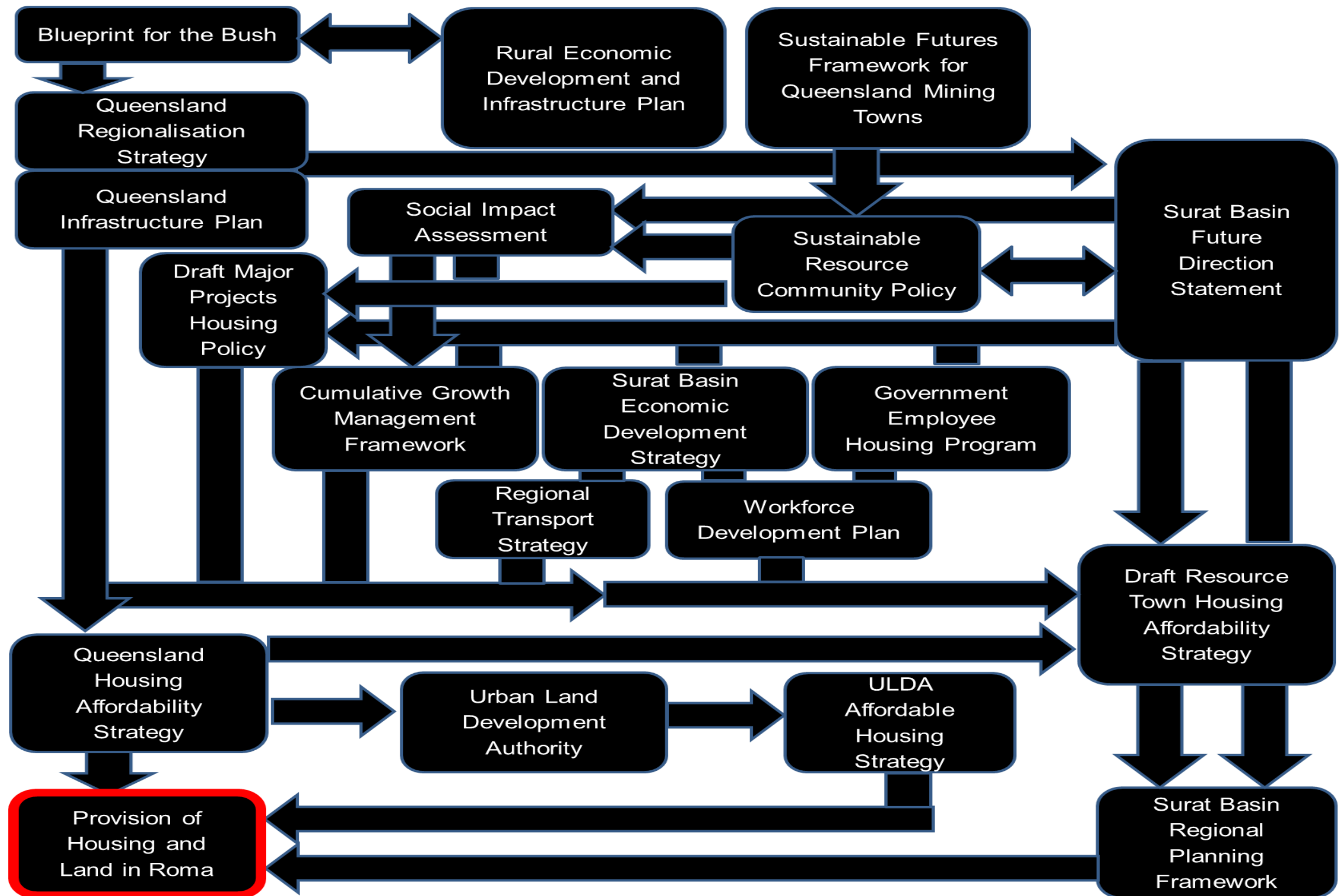
Regulatory Framework Roadmap



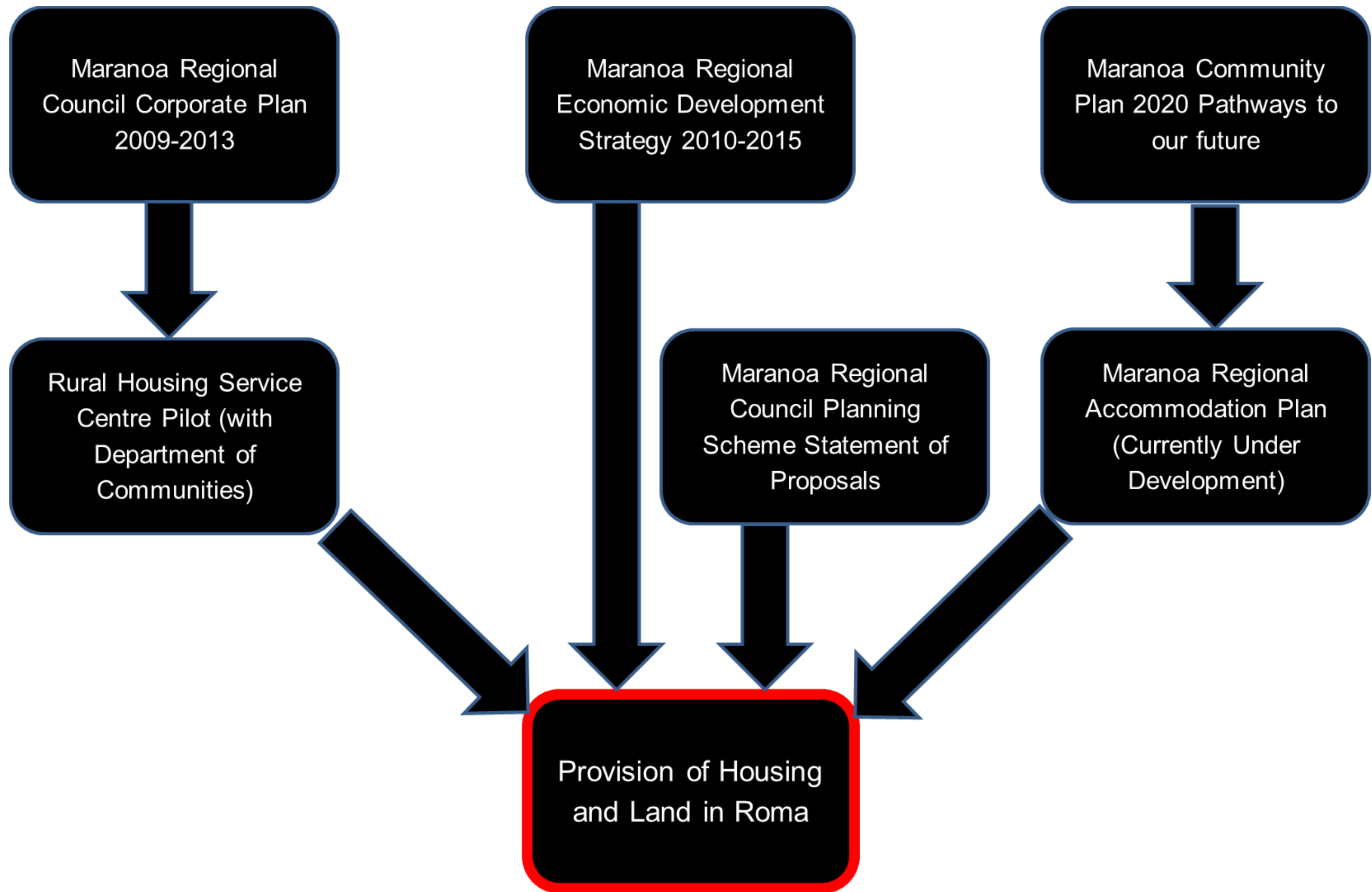
Federal Government Policy and Strategy Framework Roadmap



State Government Policy and Strategy Framework Roadmap



Local Government Policy and Strategy Framework Roadmap



Appendix C

Roma Town Council Planning Scheme (2006) Maps

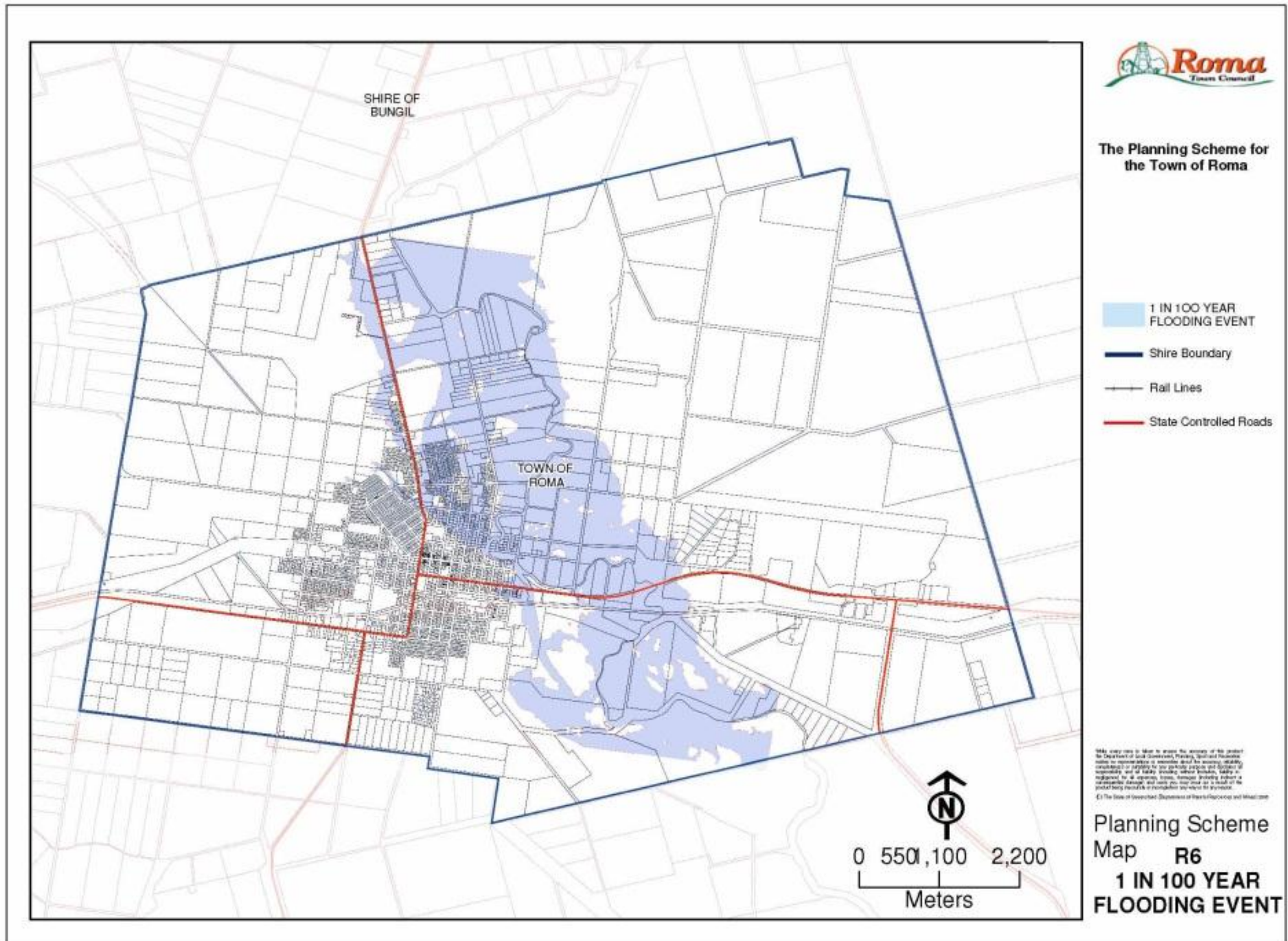
Appendix C1. Planning Scheme Map R6: 1 IN 100 YEAR FLOODING EVENT.... 147

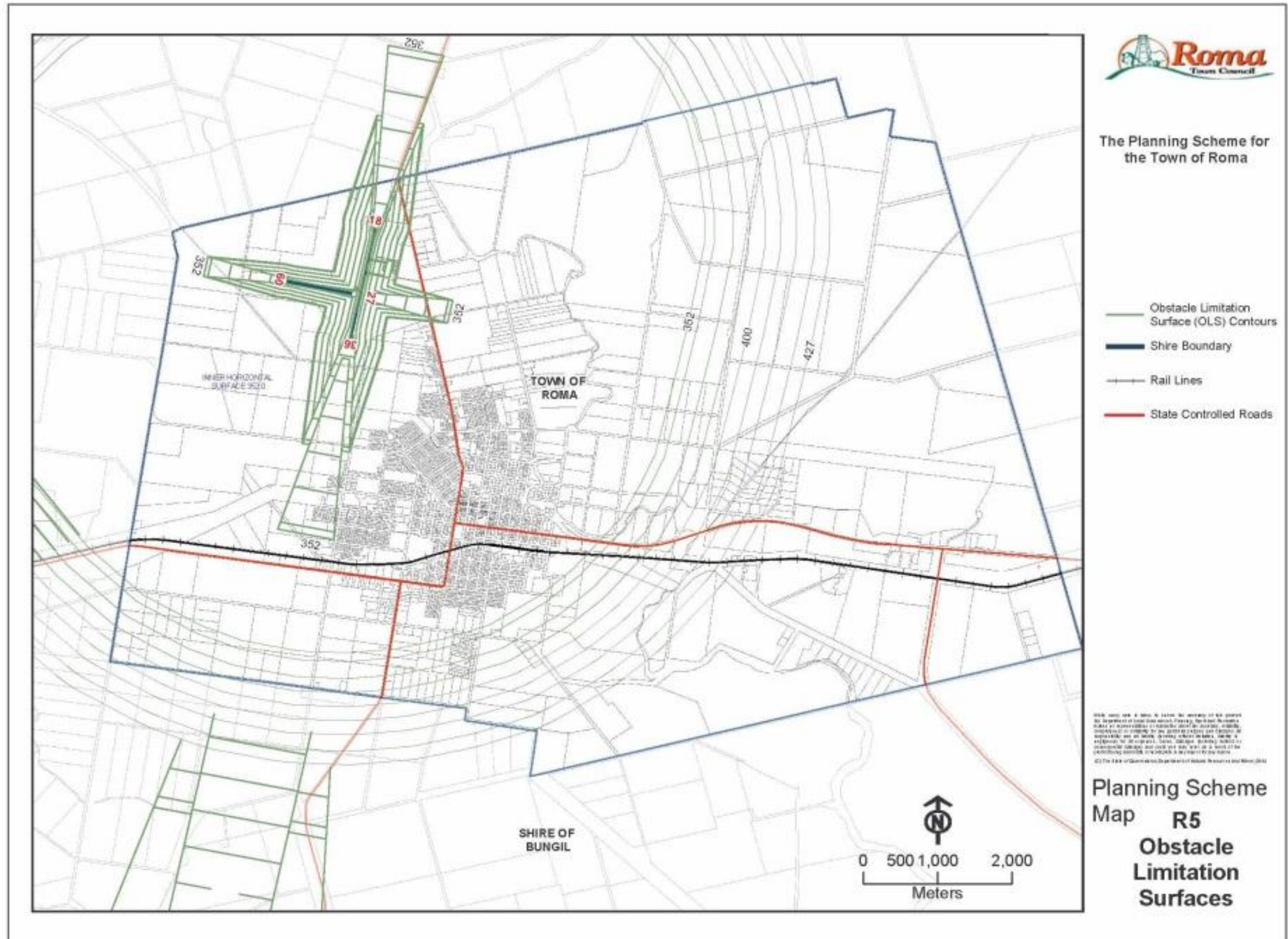
Appendix C2. Planning Scheme Map R5: Obstacle Limitation Surfaces 148

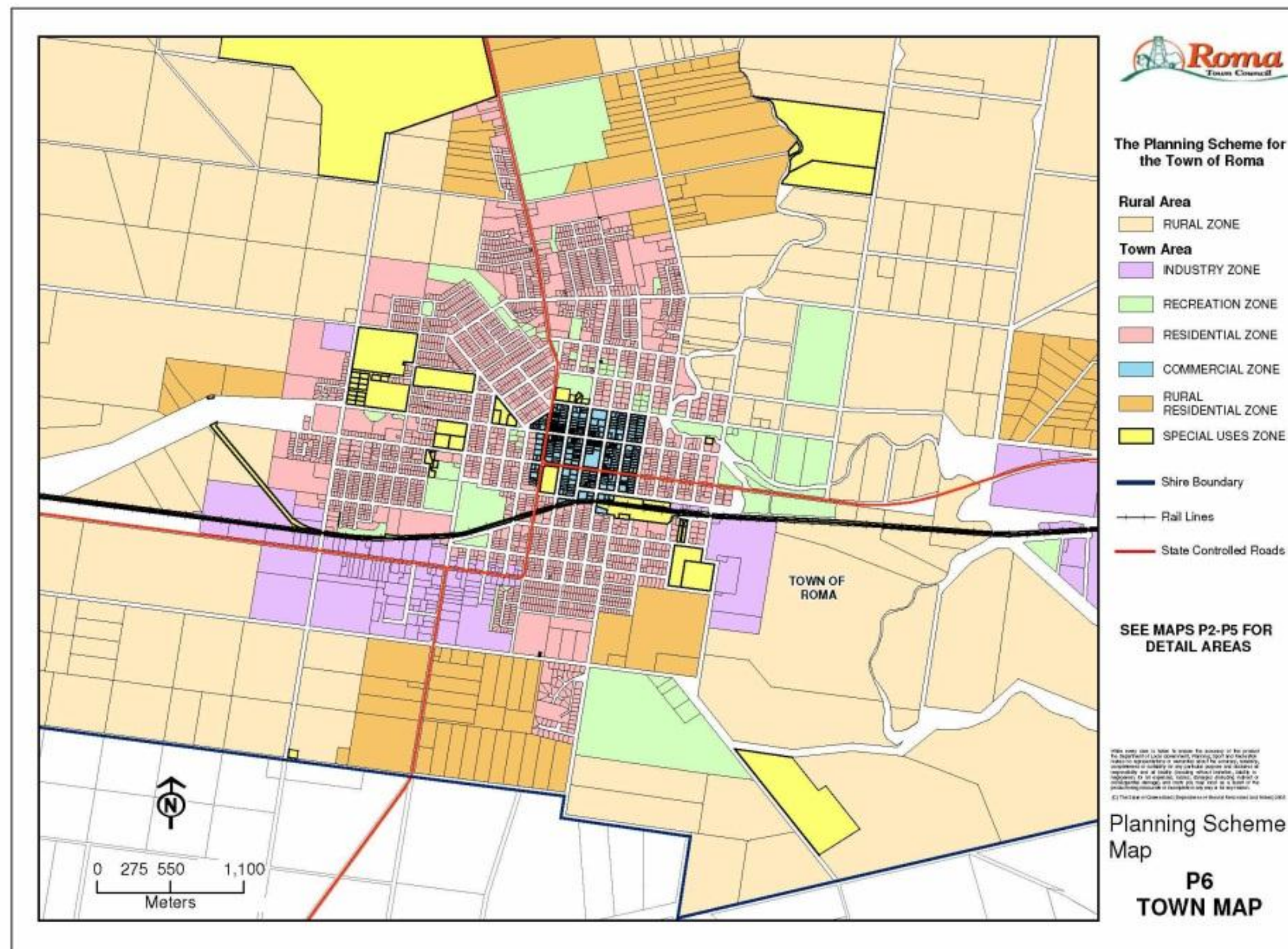
Appendix C3. Planning Scheme Map R2: Good Quality Agricultural Land 149

Appendix C4. Planning Scheme Map P1: TOWN MAP..... 150

Appendix C5. Planning Scheme Map P6: TOWN MAP..... 151







Appendix D

Adaptive Communities Concept Map

Appendix D1. Concept A: Apartment/Units Buildings 153

Appendix D2. Concept B: Motel/Serviced Apartments 154

Appendix D3. Concept C: Integrated Suburb..... 155

Appendix D4. Concept D: Combination of Concepts A, B, C..... 156

Appendix D5. Concept E: Fringe of Urban Area 157

Appendix D5. Concept F: New Town 158



A

Apartment / Unit Buildings

At this scale, opportunities exist to complement the scale and character of a central town location. The 50 rooms can be provided in a series of buildings or 'pavilions' to offer a variety of appropriate scales and self contained accommodation. The resultant streetscapes promote

a sense of home, permanency and a humanised environment

that enables the mining community to develop relationships with colleagues and the wider community in familiar surroundings. This is far removed from the non-descript numbered rooms and modular buildings associated with non-resident worker accommodation.

Key characteristics

- Smaller quality permanent built villages
- Centre of town location
- Self contained accommodation
- No mess facilities
- Increased community integration
- Supporting local businesses

Design principles

- Complements town centre lot sizes
- Street frontage
- Variable density
- Load bearing external walls
- Predominantly two storey
- Permeability, views and breeze
- Social space and landscape
- Inboard ensuite provision
- Reducing the visual impact of the car

Adaptive re-use

- Future family or couple use
- Affordable housing
- Live / work small businesses
- Retirees and aged care person uses



Adaptive Communities

an initiative of Isaac Regional Council



ThomsonAdsett



creation of street address





B



Motel / Serviced Apartments

An increase in room numbers to two hundred creates greater potential for adaptive re-use. This model can still achieve a domestic scale street frontage with rooms arranged perpendicular to the street or parallel to the street. This number of rooms requires a supporting restaurant and administration facility. This density creates a motel style environment with clusters of rooms retaining the qualities of the 50 typology.

Clear wayfinding, legibility of circulation, landscape, break out spaces, shade, recreational areas and colour all contributing to a humanised long lasting environment in the short and longer term.

Key characteristics

- Permanent structures
- Optional relocatable model
- Integrated on a salt and pepper basis
- Utilising existing services where possible
- Maximum 200 room density
- 150m separation between facilities
- Supporting future knowledge based economy jobs

Design principles

- Complements 800 sq.m lot sizes
- Street frontage and landscape
- Accommodates multiple future uses
- Permeability, light, breeze and views
- Restaurant and admin facility
- Reducing the visual impact of the car

Adaptive re-use

- Residential, education, training, health, clinics, medical suites, affordable housing, retail, workplaces and community facilities



Adaptive Communities

an initiative of Isaac Regional Council



200



200 model in context

ThomsonAdsett





C



Integrated Suburb

At this scale, the density of rooms requires a considerably greater site area and is therefore more appropriately sited on the fringe of a regional town. Full service facilities are required with a wet mess and retail which can become the sustainable heart and neighbourhood centre of such a district. A low density dispersed model with nominal concentrations of larger buildings will be most applicable to knit this density into the existing regional context.

This typology complements regional characteristics of organic planning and road networks, addressing infrastructure shortfalls where appropriate.

This model will encourage home ownership and provide housing choices for 'low to moderate income families, key workers, singles, couples, first home buyers and retirees'.

Key characteristics

- Large accommodation centres
- Full service facilities with wet mess and retail
- Maximum of 1200 rooms
- Complement and improve existing infrastructure where possible

Design principles

- Creation of additional district
- Extensions of the existing town character and transport network
- Sustainable heart
- New parks and recreational facilities
- Varying degrees of permanency
- Avoids concentrations of parking

Adaptive re-use

- Affordable housing
- Community buildings and halls
- Retention of sports facilities and public parks
- Conversion to business and aged care precincts

existing town + 1200 fringe development

Adaptive Communities

an initiative of Isaac Regional Council



1200



1200 room fringe development

ThomsonAdsett





D

existing town



Adaptive Communities

an initiative of Isaac Regional Council

Combination of concepts A, B, C

A combination of the 50, 200 and 1200 type developments provides an opportunity to expand the character of the town. This will retain a sense of diversity, a variety of scale and a dispersed provision of accommodation.

//no preference for an accommodation model type//

Key characteristics

- Combination of the 50, 200 and 1200 designs across the community

Design principles

- Offers more choice and diversity of building stock
- 50 unit developments to be sited within town centres to preserve the character of the regional town
- 200 unit developments to retain 150m offset between clusters to avoid the dominance of one model
- 1200 density fringe districts to preserve landscape buffers and site features and to complement infrastructure provisions
- Enables the towns to grow organically in lieu of isolated larger out of town facilities

Adaptive re-use

- Uses listed within the 50, 200 and 1200 types can all be accommodated.



A,B,C



A



B



C

ThomsonAdsett





E



existing town + 2500
fringe development

Fringe of urban area

This model adds to the density of an existing town in lieu of creating a new town. A complementary neighbourhood centre will be required to support the additional 2500 people.

Increasing this model to accommodate 5 to 6 times a 2500 capacity would require peripheral expansion of the town in a number of areas. This will increase the onus on existing infrastructure and service provisions and great care will be required to ensure that the existing characteristics of the town are not compromised.

The model supports growth of an existing town in lieu of creation of a new town.

Key characteristics

- Full FIFO, DIDO, BIBO operational model
- Potential to multiply by a factor of 5 or 6
- Supports live locally model

Key Design principles

- Creation of additional peripheral districts
- Expands an existing urban centre
- Extension of existing character
- Upgrades in infrastructure
- Multiple peripheral districts
- Integrated with existing site features
- New parks / community recreational facilities

Adaptive re-use potential

The accommodation can be retained to offset current shortfalls in areas such as affordable housing stock.

Adaptive Communities

an initiative of Isaac Regional Council

2500



2500 room fringe
development

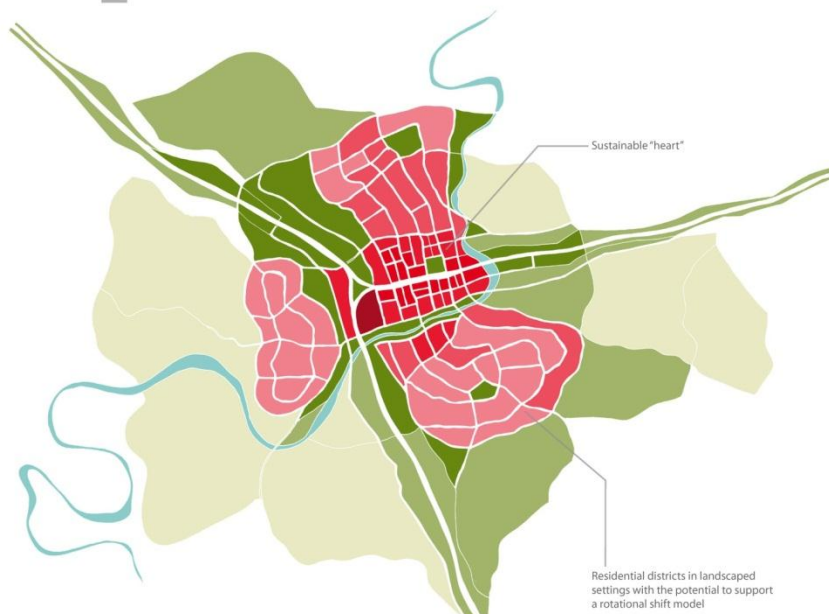
ThomsonAdsett





F

New town



This concept creates a new town which can expand and contract in line with operational requirements. An operational and community heart is required to control the organisation and structure of such a facility. This can adopt the qualities and characteristics of a high street and town centre, serving as a sustainable core and "heart" in the short and longer term

A new community of this scale requires considerable investment in infrastructure, services and facilities.

Developing a cohesive town that can grow in lieu of being duplicated has many cost, life cycle, sustainability, environmental and socio-economic benefits.

Key characteristics

- Full FIFO, DIDO, BIBO operational model
- Potential to expand and contract
- Can also support a live locally model

Key Design principles

- Town and neighbourhoods
- Complementary to adjacent towns
- Sustainable heart
- Utilises existing highway
- Regional destination
- Forms a series of districts
- Town Centre density
- Integrated with existing site features
- Preservation of green space
- New community recreational facilities

Adaptive re-use potential

The diversity of building types and scales will enable the town to develop overtime into a community that is enriched by diversity.

Adaptive Communities

an initiative of Isaac Regional Council

2500

rotating shifts + a central hub



Schools, residential enclaves, shops, community and recreational facilities, health facilities and social neighbourhood centres will establish the diversity required to sustain this town for the longer term. The length of a mining extraction programs and quantum of people required supports the creation of humanised environments to accommodate the work force.

ThomsonAdsett

expansion

existing town



Appendix E

Consequential Effects

Appendix E1. Sustainability 160

Appendix E2. Ethical Considerations 162

Sustainability

Sustainability is a concept that should indoctrinate every aspect of our daily lives as professionals. A key consideration of housing affordability as a topic of research is the sustainable use of our environmental, economic and social resources. In every decision making process there are trade-offs and consequences that must be measured within this paradigm. For example the depletion of natural resources in a region will have corresponding environmental, economic and social impacts that must be considered and managed by policy makers, those who stand to benefit and society as a whole. All stakeholders must aim to achieve a sustainable balance within their sphere of control.

In consideration of the ten aspects of sustainability presented by the Institution of Engineers Australia in 1997 (cited in ENG 4111 2011, pp. 211,212), this dissertation addresses the following:-

- Sustainable development- The level of housing affordability is a physical and social consequence of factors on the supply and demand requirements of society. Supply and demand constraints are the external factors that regulate housing affordability. These constraints are at the very heart of sustainability and address the finite use of suitable land.
- Environmental sustainability- There is a wider context of the affordability issue in Roma that is framed by the cumulative impacts of mining on a community. Schandl and Darbas (2008) note that Environmental Impact Statement assessment process required for proposed significant projects is a reactive process that is prone to trading off aspects of environmental and social losses for economic gain. There is no question that there is some level of environmental degradation in the EIS process, however a balance is required for the economic and social gain of the community. This report seeks to address some issues with this balance.
- Wider impacts of local actions and policies- This is a critical part of this research, which seek to improve both the short-term and long-term outcomes by improved regulation and policy.

- Precautionary approach- Appropriate development outcomes should be sought where those outcomes minimise environmental degradation, or are unsuitable for that location. Some relevant examples in Roma would include limiting the expansion of the urban boundary into adjoining agricultural land, and restricting development in flood prone regions of town.
- Environmental participation and community involvement in the decision making process- Environmental participation of the community relates back to Social Impact Statement assessment through the EIS process (Schandl & Darbas 2008). One of the deliverables of this dissertation is to provide a regulatory roadmap so that the community can understand their involvement in the decision making process.
- Environmental costs- There are no environmental costs related to this research that is not covered by the existing regulatory framework controlling development in Roma.
- Poverty and living standards- The Allen Consulting Group (2004) argues that secure housing is a basic human right. This dissertation establishes that regardless of the level of measurement of affordability, progress must be made that is valued by the household. This is central to improving household living standards.
- Sustainable outcomes- Growth that intensifies inequalities in labour markets consistently reflects inequalities displayed in housing affordability (Berry 2005). These inequalities are as relevant to sustainable development in developing countries and communities, as they are in developed countries and communities.
- Social inclusion is an integral component of accepting the outcome in a scenario, and will assist in providing better understanding and cohesion (Schandl & Darbas 2008).

Ethical Considerations

There are numerous ethical considerations that are applicable to the preparation of this dissertation. Every professional has an ethical responsibility to advance their profession and bridge the gap between their core skill base and the skills of associated disciplines. Accordingly, there is a significant amount of regional and town planning content, urban design content, social impact content and political policy and reform content in this report. The ethical considerations undertaken in this instance are based on the ethical standards for registered Spatial Science practitioners in Queensland. Any ethical issues that may be in conflict with the ethical standards of an associated profession are unintended and minimised due to the adherence to the Spatial Science standards.

The ethical standards relating to the Spatial Science profession in Queensland is articulated through two documents published by the Surveyors Board of Queensland, namely the '*Code of Practice*' and the '*Code of Conduct for Members*'. The Code of Practice relates to the activities of all registered members, whilst the Code of Conduct for Members relates to the activities of the board members of the Surveyors Board. However, the underlying principles of the Code of Conduct define the direction of the profession at the highest level and are relevant in this instance (Surveyors Board of Queensland, 2011).

The Code of Practice states that professionals are defined by certain traits, including:-

- Mastery of intellectual skill acquired by appropriate education and training.
- Acceptance of duties to the community, clients and employer.
- An objective outlook.
- Service to a high standard of competence, conduct and performance.

In consideration of the Code of Practice, the study of a relevant and socially inclusive topic fulfils the requirements of these principles (Surveyors Board of Queensland, 2007).

The Code of Conduct defines the ethical principles and obligations as follows:-

- Respect for the law and systems of Government
- Respect for persons.
- Integrity.
- Diligence.
- Economy and efficiency.

In consideration of the Code of Practice, the study of housing affordability is relevant to achieving all of these principles and as a consequence, the obligations towards advancement of the profession and the betterment of society are fulfilled in this instance (Surveyors Board of Queensland 2007).