



I hereby give notice that an Ordinary Meeting of Council will be held on:

Date: Wednesday 25 February 2026

Time: 9:00 am

**Location: Corner Djinkiya & Lardil Street
Gununa**

MORNINGTON SHIRE COUNCIL

Ordinary Council Meeting Wednesday 25 February 2026

**Gary Uhlmann
Chief Executive Officer**

To empower our Community – Our people
To feel solid and strong like the rock in Mundalbe
To taste and hear the breaking waves of change
To establish clean, safe, healthy lifestyles togetherness
Pride and respect for each other in our culture, achievements and successes.
To see and smell the compassion and peacefulness of our community

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1 OPENING OF MEETING**2 ACKNOWLEDGEMENT OF COUNTRY**

I would like to begin by acknowledging the Traditional Owners of the land on which we meet today, the Lardil people of Mornington Island and pay our respects to Elders past and present. We would also like to acknowledge the Kaiadilt, Yangkaal, Waanyi, Gangalidda and Garrawa people who share our homelands.

3 PRESENT**4 LEAVE OF ABSENCE****5 DISCLOSURE OF INTEREST - COUNCILLORS AND STAFF****6 CONDOLENCES AND MEMORIALS**

7 CONFIRMATION OF MINUTES

7.1 Minutes of the Ordinary Council Meeting - 28 January 2026

Author: Director Corporate & Community

Attachments: 1. Mornington Shire Council - Unconfirmed minutes - 28 January 2026 [7.1.1 - 6 pages]

RECOMMENDATION

That the Minutes of the Ordinary Council Meeting - 28 January 2026 be received and the recommendations therein be adopted.

**MINUTES OF MORNINGTON SHIRE COUNCIL
ORDINARY COUNCIL MEETING
HELD AT THE COUNCIL CHAMBER, CORNER DJINKIYA & LARDIL STREET GUNUNA
ON WEDNESDAY 28 JANUARY 2026 AT 9:00 AM**

1 OPENING OF MEETING

2 ACKNOWLEDGEMENT OF COUNTRY

I would like to begin by acknowledging the Traditional Owners of the land on which we meet today, the Lardil people of Mornington Island and pay our respects to Elders past and present. We would also like to acknowledge the Kaiadilt, Yangkaal, Waanyi, Gangalidda and Garrawa people who share our homelands.

3 PRESENT

Mayor Richard Sewter, Cr Farrah Linden, Cr Renee Wilson and Cr Jane Ah Kit.
Gary Uhlmann (Chief Executive Officer) and Skye Price (Director Corporate and Community).

4 LEAVE OF ABSENCE

Deputy Mayor Robert Thompson.

5 DISCLOSURE OF INTEREST - COUNCILLORS AND STAFF

6 CONDOLENCES AND MEMORIALS

A minute's silence was held for lost loved ones.

7 CONFIRMATION OF MINUTES

RESOLUTION 2026/1

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That the December 2025 Ordinary Council minutes be received and recommendations therein be adopted.

CARRIED 4 / 0

COUNCIL MEETING MINUTES

WEDNESDAY 28 JANUARY 2026

8 DEPUTATIONS

10:00am - Sarah Darley, Principal Planning Officer, Infrastructure Services Division, Queensland Government Department of Education with architect, Jon Larrazabal
Presentation of draft Mornington Island State School Masterplan

11:00am - Sandi Ambler, Principal, Mornington Island State School
General meet and greet, as well as advice related to 2026 priorities

1:00pm – Gary Hall, Chief Operating Officer, Rise Ventures (postponed to another occasion)

9 ACTION SCHEDULE

Action schedule noted.

RESOLUTION

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That the action schedule as tabled be updated and that completed items be removed.

CARRIED 4 / 0

**10 MAYOR AND COUNCILLOR REPORTS
RESOLUTION 2026/2**

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Councillors receive and note the Mayor and Councillors' verbal reports for MONTH 2025.

CARRIED 4 / 0

**11 CHIEF EXECUTIVE OFFICER REPORT
RESOLUTION 2026/3**

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council receive and note the Chief Executive Officer's report for January 2026.

CARRIED 4 / 0

12 FINANCE

RESOLUTION 2026/4

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council receive and note the Financial Report for December 2025.

CARRIED 4 / 0

RESOLUTION 2026/5

Moved: Councillor Jane Ah Kit

Seconded Councillor Farrah Linden

That Council receive and note the periodic Capital Projects Office Masterplan overview for December 2025.

CARRIED 4 / 0

RESOLUTION {resolution-number}

Moved: Councillor Farrah Linden

Seconded Councillor Renee Wilson

That Council nominates and prioritises five (5) addresses for construction of plug-in buildings, upholding Social Housing Accelerator Payment program requirements.

CARRIED 4 / 0

13 GOVERNANCE

RESOLUTION 2026/6

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That pursuant to sections 257 and 260 of the Local Government Act 2009 (Qld), Council resolves to adopt the updated *Delegations register – Council to CEO*, as presented.

COUNCIL MEETING MINUTES

WEDNESDAY 28 JANUARY 2026

CARRIED 4 / 0

RESOLUTION 2026/7

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council adopt the Corporate Plan 2026 – 2031 and review the Corporate Plan annually.

CARRIED 4 / 0

RESOLUTION 2026/8

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That receives and adopts the 2025 – 2026 Operational Plan, with Quarter 2 updates.

CARRIED 4 / 0

14 HUMAN RESOURCES

RESOLUTION 2026/9

Moved: Councillor Jane Ah Kit

Seconded Councillor Renee Wilson

That Council receive and note the Human Resources report for January 2026.

CARRIED 4 / 0

15 HOUSING AND FACILITIES

RESOLUTION 2026/10

Moved: Councillor Jane Ah Kit

Seconded Councillor Farrah Linden

That Council receive and note the Housing and Facilities report for December 2025.

CARRIED 4 / 0

16 ENGINEERING

RESOLUTION 2026/11

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That Council receive and note the Engineering division report for December 2025.

CARRIED 4 / 0

17 PLANNING AND COMMUNITIES

RESOLUTION 2026/12

Moved: Councillor Renee Wilson
Seconded Councillor Farrah Linden

That Council receive and note the Hospitality and Accommodation report for December 2025.

CARRIED 4 / 0

RESOLUTION 2026/13

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That Council receive and note the report related to Queensland Government Department of Housing Tenancy Services for January 2026.

CARRIED 4 / 0

19 CONFIDENTIAL REPORTS

19.2 Variation to contract awarded Lot 926 - Queensland Kit Homes
--

CONFIDENTIAL

COUNCIL MEETING MINUTES

WEDNESDAY 28 JANUARY 2026

Section under the Regulation:	The grounds on which part of the Council or Committee may be closed to the public are listed in Section 254J of the Local Government Regulations 2012.
Sub-clause and Reason:	Section 254J(g) negotiations relating to a commercial matter involving the local government for which a public discussion would be likely to prejudice the interests of the local government

RESOLUTION 2026/14

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council receive and note the report related a variation for the Forward Program of the Lot 926 Lardil Street Housing Capital program construction project.

CARRIED 4 / 0

20 NEXT MEETING

25 February 2026

21 CLOSURE

3:48pm

UNCONFIRMED MINUTES

8 DEPUTATIONS

10:00am - Clare Newton, Executive Director, Remote Health Facilities, Wesley Shann (Acting Chief Operating Officer and Giovanna Castellani, Acting Senior Project Director

North-West Hospital and Health Service

Mornington Island healthcare and early childhood service mapping

9 ACTION SCHEDULE

January 2026 resolutions attached.

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[7.1 Minutes of the Ordinary Council Meeting - 10 December 2025](#)

RESOLUTION 2026/1

Moved: Councillor Jane Ah Kit

Seconded Councillor Farrah Linden

That the December 2025 Ordinary Council minutes be received and recommendations therein be adopted.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[9.1 Action Schedule](#)

RESOLUTION

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That the action schedule as tabled be updated and that completed items be removed.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[10.1 Mayor and Councillor Verbal Reports](#)

RESOLUTION 2026/2

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Councillors receive and note the Mayor and Councillors' verbal reports for MONTH 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[11.1 Chief Executive report - December 2025](#)

RESOLUTION 2026/3

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council receive and note the Chief Executive Officer's report for January 2026.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[12.1 Financial Report - December 2025](#)

RESOLUTION 2026/4

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council receive and note the Financial Report for December 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[12.2 Capital Projects Office - Masterplan monthly update](#)

RESOLUTION 2026/5

Moved: Councillor Jane Ah Kit

Seconded Councillor Farrah Linden

That Council receive and note the periodic Capital Projects Office Masterplan overview for December 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[12.3 Social Housing Program - Selection of five sites for plug-ins](#)

RESOLUTION 2026/6

Moved: Councillor Farrah Linden

Seconded Councillor Renee Wilson

That Council nominates and prioritises five (5) addresses for construction of plug-in buildings, upholding Social Housing Accelerator Payment program requirements.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[13.1 Delegations Register - Update](#)

RESOLUTION 2026/7

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That pursuant to sections 257 and 260 of the Local Government Act 2009 (Qld), Council resolves to adopt the updated *Delegations register – Council to CEO*, as presented.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[13.3 Corporate Plan 2026 - 2031](#)

RESOLUTION 2026/8

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That Council adopt the Corporate Plan 2026 – 2031 and review the Corporate Plan annually.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[13.4 Operational Plan 2025 - 2026](#)

RESOLUTION 2026/9

Moved: Councillor Farrah Linden

Seconded Councillor Jane Ah Kit

That receives and adopts the 2025 – 2026 Operational Plan, with Quarter 2 updates.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[14.1 Human Resources report - January 2026](#)

RESOLUTION 2026/10

Moved: Councillor Jane Ah Kit

Seconded Councillor Renee Wilson

That Council receive and note the Human Resources report for January 2026.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[15.1 Housing and Facilities Report - January 2026](#)

RESOLUTION 2026/11

Mornington Shire Council Resolutions 1st Jan
2026 to 31st Jan 2026 20/02/2026 2:42 PM

Page 4

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That Council receive and note the Housing and Facilities report for December 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[16.1 Engineering report - February 2026](#)

RESOLUTION 2026/12

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That receive and note the report for the Engineering division for December 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[17.1 Hospitality and Accommodation report - February 2026](#)

RESOLUTION 2026/13

Moved: Councillor Renee Wilson
Seconded Councillor Farrah Linden

That Council receive and note the Hospitality and Accommodation report for December 2025.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[17.2 Queensland Government Department of Housing Tenancy Services update - January 2026](#)

RESOLUTION 2026/14

Moved: Councillor Jane Ah Kit
Seconded Councillor Farrah Linden

That Council receive and note the report related to Queensland Government Department of Housing Tenancy Services for January 2026.

CARRIED 4 / 0

ORDINARY COUNCIL MEETING - 28 JANUARY 2026

[19.1 Variation to contract awarded Lot 926 - Queensland Kit Homes](#)

RESOLUTION 2026/15

Moved: Councillor Farrah Linden
Seconded Councillor Jane Ah Kit

That Council receive and note the report related a variation for the Forward Program of the Lot 926 Lardil Street Housing Capital program construction project.

Page 5

Mornington Shire Council Resolutions 1st Jan 2026 to 31st Jan 2026 20/02/2026
2:42 PM

CARRIED 4 / 0

10 MAYOR AND COUNCILLOR REPORTS**10.1 Mayor and Councillor Verbal Reports****RECOMMENDATION**

That Councillors receive and note the Mayor and Councillors' verbal reports for MONTH 2025.

11 CHIEF EXECUTIVE OFFICER REPORT**11.1 Chief Executive report - February 2025**

Author: Chief Executive Officer

Attachments: Nil

PURPOSE (EXECUTIVE SUMMARY)

The purpose of this report is to provide Elected Members with the Chief Executive Officer's report for February 2026.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

- A major issue facing community is the number of youth deaths in the community. This is having a serious impact on our community and workforce.
- The various Health CEOs led by the Ngarnal CEO Stuart Gordon have released a support plan for the next 6-12 months which is being supported by the Council executive.
- We are now entering the period of the year where Council must tightly manage our cash flow, and this will require some hard decisions between now and 30 June 2026.
- The audit for the last financial year is virtually completed which means we have met the statutory requirements for the first time in a number of years.
- We are now commencing our budget development process for the next financial year which will involve a series of workshops for both the Executive team and the Councillors for final signoff prior to 30 June 2026.
- The workshops will cover validations of the major priorities in both the Strategic and Operational Plans to ensure the budget supports Council's major priorities for community.
- There will be a strong focus on major infrastructure, building and social capital projects, particularly social housing projects over the next 6 months.
- Major housing and accommodation project tenders have been awarded with the building activities scheduled to commence immediately after the wet season.
- Visitors and staff accommodation is now at capacity and programs need to be established to meet this critical future need with some short-term initiatives under way.
- Other critical framework plans such as our Community Recreational Plan, the update of our planning scheme and DAs for some of our developments will also be a priority.

- We will also be focussing on our systems, processes, staff development, performance and productivity this year with a number of improvement initiatives currently being rolled out.
- There are still some challenges with our accounts receivable, especially for our major debtors such as James Construction Queensland and the Gununamanda Store.

FINANCIAL & RESOURCE IMPLICATIONS

Council is typically operating within approved 2025/26 allocated budget parameters.

RECOMMENDATION

That Council receive and note the Chief Executive Officer's report for February 2026.

12 FINANCE

12.1 January 2026 Financial Report

Author: Chief Financial Officer

Attachments: 1. January 2026 Financial report [12.1.1 - 6 pages]

PURPOSE (EXECUTIVE SUMMARY)

The purpose of this report is to present Elected Members with a monthly consolidated financial snapshot of key information regarding the financial position of Council.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Finance reports provide Elected Members with essential insights to monitor financial performance, uphold fiscal responsibility, identify and manage risks, ensure efficient resource allocation, and support long-term financial sustainability.

All figures are the interim year to date until 31 January 2026.

Key items to note:

- Sales revenue has reduced due to a number of Accommodation units currently being offline together with lower alcohol sales (-\$1.45m)
- Employee Benefits were higher than budget (+\$221k) due to the back payment of locality allowance to eligible staff members.
- Active treasury management has seen an improved interest received amount (+\$351k) together with the benefit of increase interest rates compared to what had been budgeted.
- The Executive team is keeping a close eye on expenses every month to make sure services are delivered in a cost-effective way. Right now, spending on Facilities has been paused so the team can focus on prioritising current jobs and manage the budget for the rest of the year. New timesheet processes have also been introduced to ensure staff are paid for the hours they work.

FINANCIAL & RESOURCE IMPLICATIONS

Council is mostly operating within 2025/26 budget allocations.

RECOMMENDATION

That Council receive and note the Financial Report for January 2026.

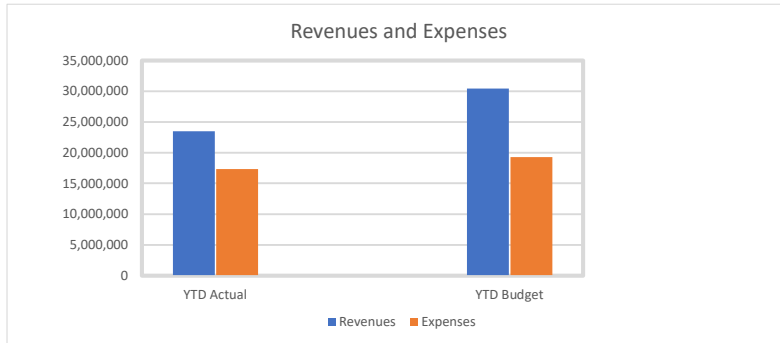
This Month Story

Cashflow was negative for the month. Council has \$23m invested with Queensland Treasury Corporation, earning interest.
Unrestricted cash holdings decreased. Currently just over two months. Target is four months holdings
Really good interest revenue and interest rates have just gone up. A welcome bonus to the budget.
Capital grants are under budget but better than last year
Recording and recouping all revenues must be a focus going forward to maintain our cash position. Still work to be done
The payroll audit has been conducted and is a major focus
2025 Financial statement have been well progressed. Audit in progress. Due for completion in March.
Accounts Receivables decreased by \$100k



Revenues and Expenses

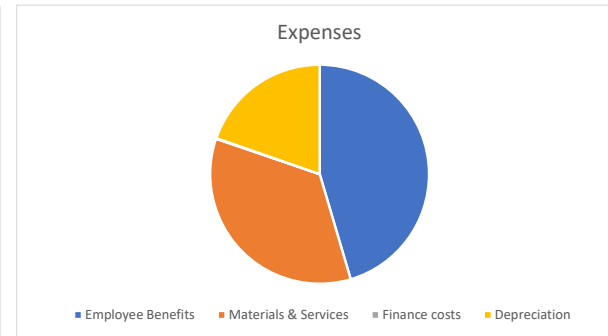
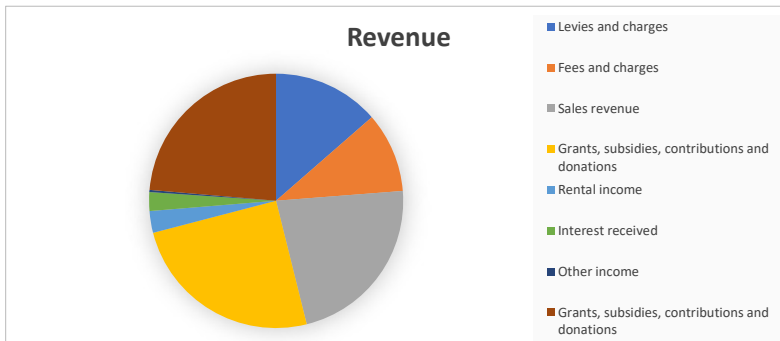
All numbers are year to date up until 31-January-2026



Did we make a profit ?

Where did the Money come from?

Where do we spend our money?



COUNCIL MEETING AGENDA

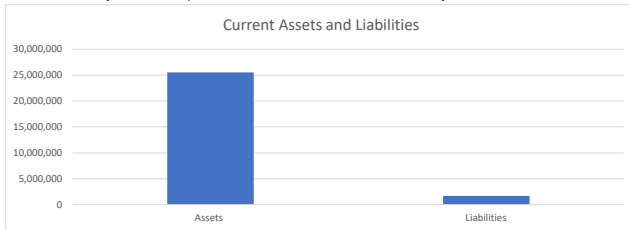
WEDNESDAY 25 FEBRUARY 2026

Details in the numbers

Interim Statement of Comprehensive Income Year to date up to		31-January-2026			Year to Date Last Year	
Income	Actual	Budget	Variance		Year to Date Last Year	
	\$	\$	\$		\$	
Revenue						
Recurrent Revenue						
Levies and charges	3,180,209	3,215,377	-35,168	X	3,093,224	✓
Fees and charges	2,394,901	2,755,317	-360,415	X	2,803,807	X
Sales revenue	5,240,336	6,692,848	-1,452,512	X	5,840,915	X
Grants, subsidies, contributions and donations	5,830,547	9,028,766	-3,198,219	X	8,659,290	X
Total Recurrent Revenue	<u>16,645,993</u>	<u>21,692,307</u>	<u>-5,046,314</u>	<u>X</u>	<u>20,397,236</u>	<u>X</u>
Rental income	643,337	472,500	170,837	✓	790,451	X
Interest received	561,778	210,000	351,778	✓	303,346	✓
Other income	66,919	0	66,919	✓	115,170	X
Total operating revenue	<u>17,918,027</u>	<u>22,374,807</u>	<u>-4,456,780</u>	<u>X</u>	<u>21,606,202</u>	<u>✓</u>
Capital Income						
Grants, subsidies, contributions and donations	5,536,951	8,065,055	-2,528,104	X	4,923,304	X
Total capital income	<u>5,536,951</u>	<u>8,065,055</u>	<u>-2,528,104</u>		<u>4,923,304</u>	
Total income	<u>23,454,978</u>	<u>30,439,861</u>	<u>-6,984,884</u>	<u>X</u>	<u>26,529,506</u>	<u>X</u>
Expenses						
Recurrent Expenses						
Employee Benefits	7,872,990	7,651,262	221,728	-	7,394,968	X
Materials & Services	6,030,130	8,526,290	-2,496,160	✓	8,632,598	✓
Finance costs	17,341	22,400	-5,059	✓	18,465	-
Depreciation	3,407,266	3,082,187	325,080	X	3,422,879	-
	<u>17,327,727</u>	<u>19,282,138</u>	<u>-1,954,411</u>	<u>✓</u>	<u>19,468,909</u>	<u>✓</u>
Capital expenses	0	0	0		0	
Total expenses	<u>17,327,727</u>	<u>19,282,138</u>	<u>-1,954,411</u>	<u>✓</u>	<u>19,468,909</u>	<u>✓</u>
Net result	<u>6,127,251</u>	<u>11,157,723</u>	<u>-5,030,473</u>	<u>✓</u>	<u>7,060,597</u>	<u>✓</u>

Cash Position

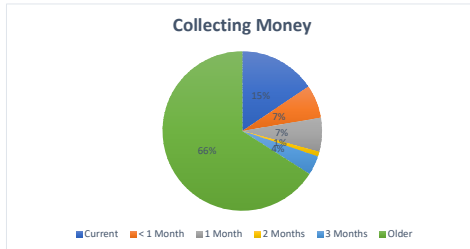
All numbers are year to date up until 31-January-2026



Assets		Liabilities	
Cash at bank Unrestricted	5,824,056	Creditors	952,696
Cash at bank Restricted	16,697,116	GST	-13,128
Debtors	3,017,801	PAYG	408
	<u>25,538,974</u>	Employee entitlements	733,312
			<u>1,673,288</u>

Receivables							
Current	< 1 Month	1 Month	2 Months	3 Months	Older	Total	
411,980.17	178,247.01	182,416.23	25,463.91	102,010.92	1,746,314.78	2,646,433.02	
30%	8%	2%	2%	2%	56%	100%	

Payables							
Current	< 1 Month	1 Month	2 Months	3 Months	Older	Total	
310,202.90	269,522.61	64,351.49	38,404.16	151,664.53	118,550.35	952,696.04	
33%	28%	7%	4%	16%	12%	100%	



Still decreasing

Who owes us money (Debtors) But hasn't paid soon enough	Over 90 days	Total	Comments
AISS (Australian Indigenous Security Service Pty Ltd)	98,280	245,700	
GRAC (Gulf Regional Aboriginal Corporation)	173,112	224,340	
GUNUNAMANDA LIMITED T/A Gununamanda Store	389,479	431,438	Referred
HC Building and Construction	143,822	141,977	
James Construction Queensland Pty Ltd	505,226	505,226	Referred
N & J Building & Construction	92,191	92,191	
Rex Airlines	174,585	174,586	Administrators appointed 21/
Total of above and others	<u>\$1,746,315</u>	<u>\$2,646,433</u>	

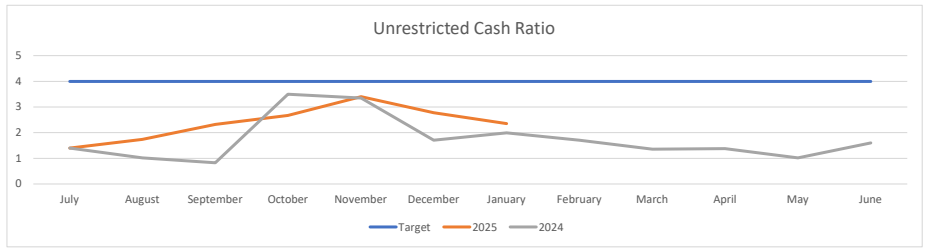
Cashflow

All numbers are year to date up until

31-January-2026

Account	Jul 2025	Sept 2025	Dec 2025	Jan 2026
Normal Business				
Money in	2,405,480.60	2,664,688.22	2,120,316.69	1,131,305.02
Money Out	(1,824,792.77)	(2,557,929.04)	(3,875,582.07)	(2,239,808.12)
Difference	580,687.83	106,759.18	(1,755,265.38)	(1,108,503.10)
Capital Grants				
Money in	0.00	1,448,753.00	1,474,929.17	146,594.52
Money Out	(533,825.62)	(791,907.88)	(728,883.48)	(132,088.97)
Difference	(533,825.62)	656,845.12	746,045.69	14,505.55
Other (Super BAS)	4,441,146.52	(893,624.00)	(60,448.43)	45,019.09
	4,441,146.52	(893,624.00)	(60,448.43)	45,019.09
	4,488,008.73	(130,019.70)	(1,069,668.12)	(1,048,978.46)
Bank				
Start	3,662,639.00	5,103,067.96	7,942,702.89	6,873,034.77
Difference	4,488,008.73	(130,019.70)	(1,069,668.12)	(1,048,978.46)
End	8,150,647.73	4,973,048.26	6,873,034.77	5,824,056.31

This year			
Unrestricted Cash Expense Ratio			
Month	Target	Actual	
July	4	1.40	
August	4	1.74	
September	4	2.32	
October	4	2.68	
November	4	3.40	
December	4	2.78	
January	4	2.35	
February	4		
March	4		
April	4		
May	4		
June	4		



Are we up to date with all the numbers and ticking the boxes

Task	Traffic Light	Due	Due next	Notes
ATO Reporting	✓		21/02/2026	FBT return due in May
Workcover	✓		15/09/2026	
Audit 2025	✓		31/03/2026	Extension of time granted
Grant reporting	✓		11/04/2026	On target
Paying Invoices	✓	Ongoing		Up-to-date and cleaned up
5 Year Plan	✓	Ongoing		
QTC 10 Year forecast	-	Ongoing		Progressing met with the Department and draft has been provided
Policies	-	Over		To be reviewed and adopted
Budget 2027	✓		1/06/2026	
Debt Recovery	-			Solid improvement; Write off's to come
Contracts Register \$200k+	✓			Tender has been released in January 2026
Contracts Register All	✗			Resources to be allocated to improve this position

Measures of Financial Sustainability

Operating Surplus Ratio

Target: NA
Net operating result divided by total operating revenue

2% 

Operating Cash Ratio

Target: Greater than 0%

21% 

Net operating result add Depreciation Amortisation add Finance Costs divided by total operating revenue

12.2 Capital Projects Office - Masterplan monthly update January

Author: Chief Financial Officer

Attachments: 1. CPO reporting to Council January 2026 [12.2.1 - 1 page]

PURPOSE (EXECUTIVE SUMMARY)

The Capital Projects Office (CPO) is a new department within Council that focuses purely on the delivery of key capital projects to the community. The purpose of this report is to provide the Mayor and Councillors a view of the works being undertaken (the Master Planning Scheme) and the indicative finish dates for their noting.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Council has previously expressed concerns that open and transparent oversight for capital projects has not been proactively provided.

The proposed program and schedule are subject to:

1. Collective agreement on project priorities, reflecting the Master Planning Scheme and confirmed community needs.
2. Timely development of site surveys to assess site conditions and constraints, supporting program and schedule planning.
3. An agreed contracting strategy and delivery model (including procurement timelines and approval processes).
4. Adequate internal and external resources to complete all stages of the master capital works program (project management, design, approvals, construction & commissioning).
5. The ability of the Council and internal trade teams to carry out early enabling works when needed.
6. Council accommodation availability to support external contractors in delivering projects.
7. Timely decisions by the Council and executives on scope, budget, and risk issues that impact key milestones.
8. Confirmation of funding availability and cash flow to support the staged delivery of the program and to fund any projects that require council contributions.

For a smaller council this is a lot of work, however the team are dedicated to delivery, especially the Social Housing.

The team meets weekly with the Department of Housing to report progress and discuss concerns; other meetings are held frequently with other Department leads to keep them updated on progress on their sites.

January was a quieter month due to the Christmas break; however we still progressed with planning for the Built Form design tender that will be released in February. This is for the community to be involved in how homes will be designed and built in the future for Mornington Island. This will inform further the development of Lot 911 13 dwelling site on Lardil Street.

The Barge Fridge/Freezer continues to be delayed due to concrete availability as flooded roads are unable to take the load at this time.

152 Lardil Street continues to be challenging, with a full view of defects now becoming available after the Department of Housing inspected the site early in February. To take the list to tender will be difficult and discussions are being had with the Department to explore options, including having the Qbuild team complete the works at this site to bring this housing online earlier.

FINANCIAL & RESOURCE IMPLICATIONS

Most capital projects are operating within assigned budgetary and grant funding parameters for 2025/26.

RECOMMENDATION

That Council receive and note the periodic Capital Projects Office Masterplan overview for January 2026.

CPO PROJECTS

31/01/2026

Project Name	Project stage	Project Timing	Start Date	Completed/ Indicative Finish Date	Comments	
Tech Services Shed	Works Completed	Within Timeframe	9/04/2025	7/11/2025	Further works will be needed for electrical works and ramping into site for vehicles.	
Cool Room Freezer Installations	Works Underway	Unknown Timeframe	1/09/2025	23/01/2025	Works to be completed in January/early February. Awaiting concrete from Townsville. Due to flooding concrete has not arrived.	
30 Lardil Street	Works Underway	30-60 Days	29/08/2025	15/01/2026	Defects being attended to by MSC after the 30th January after terminating contract with James Construction. Tenant already occupying property.	
152 Lardil Street	Works Underway	30-60 Days	10/02/2025	30/01/2026	Defects to be attended to by MSC after termination of contract with James Construction. Defects list being collated. Inspector onsite in early February to confirm.	
Library Rectification Works	Works Underway	30-60 Days	10/02/2025	19/12/2025	Defects being attended to by MSC on behalf of HC Constructions.	
Lot 926 - 4 x Houses	Works Underway	Future	10/02/2025	23/04/2026	Preliminary works to essential infrastructure has been completed. Work onsite begins in April, wet season dependent.	
Motel Expansion - 4 units	Works Completed	Within Timeframe	10/02/2025	31/05/2026	Project into Build and mobilisation stage. Modular units to site expected in April.	
Seawall & Foreshore Project	Planning	Future	1/09/2025	23/11/2027	Design expected to be finalised by 29/6/2026 after consultation with Council and key stakeholders. This will then go out for tender.	
Plug In 286a Mukakiya St - 3 bed	Planning (F)	Future	19/01/2026	18/12/2026	All Plug In locations are indicative at this time. Dept of Housing have completed their final assessments and have advised Council of the outcome. Council meeting today will confirm the sites. After these addresses are confirmed, the Project team will measure up sites. Exploring options to bring in prebuilt module units built to Dept of Housing specs for faster delivery of the program.	
Plug In 323A Mukakiya St- 3 bed	Planning (F)	Future	19/01/2026	18/12/2026		
Plug in 126B Wengka St- 2 bed	Planning (F)	Future	19/01/2026	18/12/2026		
Plug in 254 Warddirrkan Street - 4 bed	Planning (F)	Future	19/01/2026	18/12/2026		
Lot 925 Lardil - 3 bed	Planning (F)	Future	19/01/2026	18/12/2026		
Plug in 205 Lardil - 2 Bed	Planning (F)	Future	1/06/2026	25/06/2027		
Plug in 192 Yarrabarkan Street - 2 Bed	Planning (F)	Future	1/06/2026	25/06/2027		
Plug in 9 Lardil St - 2 Bed	Planning (F)	Future	1/06/2026	25/06/2027		
Plug in 16 Lardil St - 2 Bed	Planning (F)	Future	1/06/2026	25/06/2027		
Plug in 103 Wurruku Cres - 2 Bed	Planning (F)	Future	1/06/2026	25/06/2027		
Plug In 5 Addresses to be confirmed - 2 beds	Planning (F)	Future	1/06/2026	25/06/2027		
Tavern Kitchen upgrade	Planning	60+ Days	10/02/2025	23/10/2026		Progressing to review of design. It is now designing to the new funding amount value.
Water Treatment Plant	Planning (F)	Within Timeframe	31/07/2025	13/10/2026		Project moving forward with the Department.
Council Building upgrades (Tech Services/Bakery)	Concept	Unknown Timeframe	16/02/2026	16/09/2027		Prioritisation of other projects (social housing) have put this project behind schedule and will be revisited in the new year
Lot 911 Lardil - 13 Dwellings	Planning (F)	Future	1/02/2027	1/12/2028	Future project that will be moved to as soon as resourcing available. Built Form Design work must be completed prior to this site being progressed to final design.	
Lot 9 Cemetary Road - Staff Housing	Planning (F)	Future	1/07/2026	26/06/2029	Future project that will be moved to as soon as resourcing available. DA being finalised before proceeding.	

12.3 Social Housing Program - Plug-ins for five sites**Author:** Chief Financial Officer**Attachments:** Nil**PURPOSE (EXECUTIVE SUMMARY)**

Council has an agreement with the Department of Housing to deliver a program of housing to the community over the next five years.

A part of the agreement requires Council to nominate addresses for receive plug-in extension buildings. Elected Members are required to nominate and prioritise five (5) additional properties.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Council has previously committed to the Department of Housing funding agreement that will see the delivery of housing in the Community. Council is responsible under this agreement to advise to the Department of Housing, selection of housing to be developed, based on local knowledge and inputs.

One program of work, Social Housing Accelerator Payment, includes the delivery of plug-in accommodation for five previously unnamed sites. For the Capital Project Office to move forward with designs and plans, we are needing the Council to decide on the final five sites to receive plug ins.

Prior to Christmas, the Department of Housing team sent a representative to identify addresses where there was need for such accommodation. The previous list provided to Council needed further review by the Department of Housing, as minuted in the meeting 28th January 2026.

The original list from the Department is provided below:

Program	Street Address	Suburb Town	RPD	Project Yield	Program	Output Type
Social Housing Accelerator Payment	103 Wurrurku Cres	Mornington Island	137 SP270889	1 x 2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	16 Lardil Street	Mornington Island	49SP270889	2 x 2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	9 Lardil Street	Mornington Island	42 SP270889	3 x 2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	Sites to be Confirmed	Mornington Island	TBC	5 x 2B EXT	Social Housing Accelerator Payment - Extension	Extension

The five (5) sites were previously identified by Council as possible recipients of the plug ins but needed verification by the Department of Housing for feasibility to accommodate the plug ins on the sites. The Department of Housing reviewed the sites when they visited in early February and confirmed that they are feasible.

The five (5) sites reviewed and confirmed as feasible are:

- 19 Lardil Street
- 251 Lardil Street
- 16 Lardil Street
- 327 Mukakiya Street

- 318B Wangi Close

FINANCIAL & RESOURCE IMPLICATIONS

There are no financial implications to this decision.

RECOMMENDATION

That Council confirms and nominates these five (5) addresses for construction of plug-in buildings, upholding Social Housing Accelerator Payment program requirements.

12.4 Social Housing Program Release of Schedule 1 - 5 stand alone houses build - to Department of Housing

Author: Chief Financial Officer

Attachments: Nil

PURPOSE (EXECUTIVE SUMMARY)

Council has an agreement with the Department of Housing to deliver a program of housing to the community over the next five years.

A part of the agreement requires Council to build five (5) stand alone houses. The Council has a significant build program with the Department of Housing and it has been identified that due to Council resource limits, it would prudent to get the Department of Housing to take back this package of work.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

The Council has agreed previously to undertake the build of a significant schedule of housing on behalf of the community and the Department of Housing. The schedule is provided below.

Program	Street Address	Suburb Town	RPD	Project Yield	Program	Output Type
Interim	CU 152 Lardil Street	Mornington Island	277/SP270889	2x2B DU	RCD - CBRC Construction	Dwelling
Interim	30 Lardil St	Mornington Island	Lot 24 on SP270889	1x2B Ext	RCD - CBRC Upgrades	Extension
Forward	Lot 926 Lardil Street	Mornington Island	926SP270889	4x2B Units	RCD - \$105M Construction	Dwelling
Forward	192 Yarrabarkan Street	Mornington Island	233SP270889	1x2B EXT	RCD - \$105M Upgrades	Extension
Forward	205 Lardil Street	Mornington Island	193SP270889	1x2B EXT	RCD - \$105M Upgrades	Extension
QuickStarts	286A Mulakiye Street	Mornington Island	246/SP270889	1x3B DH	QHIG New Construction	Dwelling
QuickStarts	323A Mulakiye Street	Mornington Island	206/SP270889	1x3B DH	QHIG New Construction	Dwelling
QuickStarts	126B Wengia Street	Mornington Island	2/SP323739	1x2B DH	QHIG New Construction	Dwelling
QuickStarts	254 Wardirhan Street	Mornington Island	70/SP270889	1x4B DH	QHIG New Construction	Dwelling
QuickStarts	Lot 925 Lardil Street	Mornington Island	925/SP270889	1x3B DH	QHIG New Construction	Dwelling
Social Housing Accelerator Payment	103 Wurruku Crescent	Mornington Island	137SP270889	1x2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	16 Lardil Street	Mornington Island	49SP270889	1x2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	9 Lardil Street	Mornington Island	42SP270889	1x2B EXT	Social Housing Accelerator Payment - Extension	Extension
Social Housing Accelerator Payment	Sites to be Confirmed	Mornington Island	TBC	5x2B EXT	Social Housing Accelerator Payment - Extension	Extension
QHIG Land and Infrastructure	Mornington Island - Cnr Kaiadit and Lardil Streets	Mornington Island	96SP270889 and 20SP270889	13 Cluster Lots	QHIG Land and Infrastructure	Lot
QHIG New Construction	13DH on Lardil St	Mornington Island	TBC	13 DH	QHIG New Construction	Dwelling

Given the limited resources of Council with a small project management team, a large and demanding schedule of social housing (together with the majority of other major projects for Council) and the need to deliver to community sooner rather than later, it has been discussed with the Department of Housing the possibility of handing back to them the Schedule related to the provision of five stand-alone houses (highlighted above).

They were open to this and can see the benefit of doing so resulting in delivering these to the community in a timely manner.

FINANCIAL & RESOURCE IMPLICATIONS

This will alleviate some clashing resource issues at this time, whilst ensuring that the work is done for the benefit of the community.

It is possible that as the work will be reallocated to Qbuild, that Council will be asked to provide concrete for these builds.

RECOMMENDATION

That Council approve the relinquishment of the Remote Capital Program, Quickstarts Qld -Schedule 1 agreement for the provision of five stand alone houses to the Department of Housing.

12.5 Bad Debts - Write off of historical debts over \$1,000

Author: Chief Financial Officer

Attachments: 1. Bad Debts over \$1,000 historical [12.5.1 - 1 page]

PURPOSE (EXECUTIVE SUMMARY)

The Finance team has been undertaking a thorough clean up of the accounts to ensure that recoverable debts are pursued and old debts that are not recoverable are identified and proposed for write off.

Under the delegations, the CEO can approve write offs of historical debts up to the value of \$1,000 each. Any debts over this threshold must be approved by the Council for write off. This report highlights the items to considered.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

The Finance team have identified twenty (20) debts related to the years from 2019 to 2023 that have been identified as duplicate invoices, unsupported for raising the debt to begin with or unrecoverable. These are provided in the listing attached to this report together with what actions have been undertaken to recover or clarify the debt.

The total amount identified as unrecoverable is \$53,213.52

FINANCIAL & RESOURCE IMPLICATIONS

The financial implications is that this debt will not be recovered. However, given the uncertainty of whether the debt should have been present to start with, it is prudent to acknowledge the unrecoverable amount in our accounts now, prior to the end of the financial year.

RECOMMENDATION

That Council approve the write off of \$53,213.52 as per the attached table.

Bad Debts Over \$1,000					
Invoice Date	W/O Date	INV Number	Supplier	Total	Notes
26/02/2022		7476	Booking Button Guy Constable	\$ 1,600.00	Unable to recover the money from Siteminder
26/02/2022		7694	Booking Button	\$ 1,560.00	Looks like a Dup Invoice as says deposit taken , i cant see anything in siteminder it wont go that far back
27/02/2022		7956	Flight Centre	\$ 2,080.00	Flight Centre asked for statements at the time these were not on there , it is way to late to go back to the guest after 4 years
11/10/2021		9502	Flight Centre	\$ 2,112.00	Flight Centre asked for statements at the time these were not on there , it is way to late to go back to the guest after 4 years
1/07/2021		7163	Flight Centre	\$ 1,280.00	Flight Centre asked for statements at the time these were not on there , it is way to late to go back to the guest after 4 years
1/07/2021		7053	Flight Centre	\$ 1,300.00	Flight Centre asked for statements at the time these were not on there , it is way to late to go back to the guest after 4 years
1/07/2021		7052	Flight Centre	\$ 1,300.00	Flight Centre asked for statements at the time these were not on there , it is way to late to go back to the guest after 4 years
15/08/2022		13094	CPS, Paul Accom 2019	\$ 4,185.00	I cannot find anyback for this and no info in AR setup
24/02/2023		16109	CTM	\$ 1,050.00	This guest was cancelled and the actual guest was then invoiced 16074
4/11/2020		5455	Deadly Ears program	\$ 3,000.00	I was able to recover a bit of this , but the last two will need to be written off
4/11/2020		5447	Deadly Ears program	\$ 1,500.00	I was able to recover a bit of this , but the last two will need to be written off
11/07/2022		13100	Front Line Innovations	\$ 3,696.00	Unable to recover the money there is a email re this
1/07/2022		17435	Front Line Innovations	\$ 9,519.00	Unable to recover the money
19/06/2019		317450	Hays Recruitment	\$ 2,848.00	We have no back up for the charges & they know nothing about it
2/07/2021		8555	NQCCS Pty Ltd	\$ 4,279.96	Looks like council were providing accommodation, email back up
20/03/2022		6552	Choices Flooring Atherton	\$ 1,660.40	Found no back up
26/11/2021		8611	Choices Flooring Atherton	\$ 2,609.20	Found no back up
8/07/2022		13038	FNQ Cable Locators	\$ 3,035.00	Looking at all there other bookings were paid at the time by EFT
28/02/2022		8697	FNQ Cable Locators	\$ 2,278.96	Looking at all there other bookings were paid at the time by EFT
8/09/2021		9332	Keffords	\$ 2,320.00	This invoice apperars to be a duplicate charge , also Keffords have confirmed as well.
Total				\$ 53,213.52	

12.6 Asset Position Paper 2025/26**Author:** Chief Financial Officer**Attachments:** 1. Position paper Asset Valuation 2025 FINAL [12.6.1 - 4 pages]**PURPOSE (EXECUTIVE SUMMARY)**

Each year the Council must deliver Financial Statements for the prior financial year and have these audited.

To stay open and transparent, the Finance team needs to share an Asset Position Paper with the Council. This paper shows the calculations for the value of Council's assets and whether their value has gone up or down. The paper includes details of the assessment for the 2024/25 financial year, which is currently being audited.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

The Council works with APV Valuers and Asset Management to check the value of its assets for the 2024/25 financial year. These valuers look at market trends, like construction costs and the Consumer Price Index (CPI), to decide if asset values should go up or down. They then share this updated information with the Finance team, who carefully review it to make sure everything is accurate.

The findings for 2024/25 show that all asset categories have increased in value, with most going up more than the CPI. This means that in the 2025/26 financial year, the Council will need to set aside more money for depreciation (the cost of replacing these assets in the future). A summary table of the findings is included below.

Asset Class	Indices applied	Applied to
Buildings	+ 7.2%	Gross Replacement Cost
Roads and drainage network	+ 5.5%	Gross Replacement Cost
Water	+ 3.5%	Gross Replacement Cost
Sewerage	+ 3.5%	Gross Replacement Cost
Other infrastructure assets	+ 7.1%	Gross Replacement Cost

The full Asset position paper is attached for your reference.

FINANCIAL & RESOURCE IMPLICATIONS

The increase in asset valuation will result in higher depreciation in the 2025/26 financial year.

RECOMMENDATION

That Council notes the results of the Asset Revaluation for 2024/25 financial year.



Mornington Shire Council
Position Paper
Asset Valuations as at 30 June 2025

PURPOSE

This paper sets out the valuation process conducted by Council for each class of assets as at 30 June 2025.

BACKGROUND

Council prepares general purpose financial statements in accordance with the *Local Government Act 2009* and the *Local Government Regulation 2012*. These financial statements comply with Australian Accounting Standards and Interpretations issued by the Australian Accounting Standards Board (AASB). Council is a not-for-profit entity for financial reporting purposes and complies with Australian Accounting Standards as applicable for not-for-profit entities.

Under AASB 116 *Property, Plant & Equipment*, Council has chosen the cost model for the 'work-in-progress' asset class and has chosen the revaluation model for each of the remaining classes, being 'Buildings', 'Roads and Drainage network', 'Water' and 'Sewerage Infrastructure' and 'Other Infrastructure Assets'.

The revaluation model is set out in this extract from AASB 116:

Revaluation model

- 31 After recognition as an asset, an item of property, plant and equipment whose fair value can be measured reliably shall be carried at a revalued amount, being its fair value at the date of the revaluation less any subsequent accumulated depreciation and subsequent accumulated impairment losses. Revaluations shall be made with sufficient regularity to ensure that the carrying amount does not differ materially from that which would be determined using fair value at the end of the reporting period.

'Fair value' is defined in AASB 13 *Fair Value Measurement*:

Definition of fair value

- 9 This Standard defines fair value as the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date.

Also, AASB 136 *Impairment of Assets* requires that Council consider if there are any indications that an asset might be impaired:

- 9 An entity shall assess at the end of each reporting period whether there is any indication that an asset may be impaired. If any such indication exists, the entity shall estimate the recoverable amount of the asset.



Council's accounting policy for accounting for property, plant and equipment is set out in full in the annual financial statements, in Note 15. This is an extract from Note 15(f) Valuation:

'Council considers the carrying amount of its property, plant and equipment on an annual basis compared to fair value and makes adjustment where these are materially different. Every 5 years, council performs a full comprehensive revaluation by engaging an external valuer. In the intervening years, Council undertakes:

- A management valuation using internal engineers and asset managers to assess the condition and cost assumptions associated with all infrastructure assets and an appropriate cost index for the region.
- A "desktop" valuation for land and improvements, buildings and plant asset classes which involves management providing updated information to the valuer regarding additions, deletions and changes in assumptions such as useful life, residual value and condition rating. The valuer then determines suitable indices which are applied to each of these asset classes.

A 'comprehensive revaluation' includes a physical inspection of each asset and consideration of its unique features.

In the intervening years, Council undertakes only a 'desktop valuation' which involves management providing updated information to the valuer regarding additions, disposals and changes to assumptions such as useful life, residual value and condition rating, but there is no physical inspection of the individual assets. The valuer determines suitable indices which are applied to each class of asset that is being revalued.

On revaluation, accumulated depreciation is restated proportionately with the change in the carrying amount of the asset and any change in the estimate of remaining useful life.

The most recent comprehensive revaluations have been conducted as follows:

Asset Class	Latest Comprehensive Valuation Date
Buildings	30/6/2023
Roads and drainage network	30/6/2023
Water	30/6/2023
Sewerage	30/6/2023
Other infrastructure assets	30/6/2023

REVALUATIONS 30 JUNE 2025

For the year ended 30 June 2025, Council engaged independent valuers APV Valuers and Asset Management to conduct the desktop valuation for all asset classes.

In considering the suitability of APV Valuers and Asset Management, Council considered the valuer's regional knowledge, understanding of council assets and corporate memory through previous dealings with Council, technical expertise, industry experience, understanding of relevant local government legislation and accounting standards and engineering expertise.

Council's Asset register is a module within it's the APV Asset Valuer Pro software system. The asset registers are updated with the new assets for the financial year and any upgrades/improvements and disposals, the indices are applied to each asset component and then uploaded to the system. A reconciliation of the system to the valuation worksheets is completed and documented.



A review of useful lives was conducted by the relevant departments' Directors or specialist staff in the asset class. The same useful lives were adopted as for the previous year when the useful lives were reviewed and updated.

An analysis was conducted by the financial accountant for all assets to ensure all assets were updated with the correct indices and any adjustments. It was discovered that there were errors in the additions for Buildings. Whilst not material they were corrected,

The underground pipe network for the Stormwater Assets had been previously valued based on similar assets at a comparable Indigenous Council. For the year ended 30 June 2005 a separate valuation was conducted based on the drawings and measurements obtained from Council records from the original installation. Together with the construction date and a reasonable assessment of the condition of the assets a valuation was obtained.

There were ambiguities with the Stormwater assets and some individual components were already itemised and indexed and some being the pipe work shown as a single item. , A further table was inserted to clarify the components and valuation of this asset class as a whole. Essentially this is the indexed and revalued component being the pipe network combined. The increase was deemed reasonable by management due to the improved accuracy of the valuation method.

Table 5c: Analysis to previous values – Total for Stormwater and Drains

Asset	Gross (RC or MV)			Fair Value			Depreciation Expense Estimate		
	2024	2025	Var (%)	2024	2025	Var (%)	2024	2025	Var (%)
Total Stormwater	16,512,124	20,453,412	23.9%	8,735,642	12,700,790	45.4%	230,102	271,092	17.8%

A further review of the valuation was then conducted by the Chief Financial Officer.

DESKTOP REVALUATION

All asset classes which are carried at valuation have been subject to a desktop revaluation.

Fair Value under AASB 13 for these assets was calculated using the 'Cost Approach', which is a "valuation technique that reflects the amount that would be required currently to replace the service capacity of an asset (often referred to as current replacement cost)".

At Management's request, AVR Consulting provided a report outlining the indices that could be used as representative of the movement in costs over the year 1 June 2024 to 31 March 2025 for the relevant asset classes to conduct the 'desktop' revaluation of these asset classes to estimate the current replacement cost.

The report states that the indexation percentages for the construction costs of these assets classes were derived by reference to costing guides issued by Rawlinson's (Australian Construction Handbook), Construction Index and Producer Price Index from the Australia Bureau of Statistics and land price data from the Queensland Valuer General.

A summary of the applied cost indices:

Asset Class	Indices applied	Applied to
Buildings	+ 7.2%	Gross Replacement Cost
Roads and drainage network	+ 5.5%	Gross Replacement Cost
Water	+ 3.5%	Gross Replacement Cost



Sewerage	+ 3.5%	Gross Replacement Cost
Other infrastructure assets	+ 7.1%	Gross Replacement Cost

Management have also reviewed the valuer’s recommended indices against the relevant ABS Producer Price Index movements together with the Queensland Treasury Revaluation Indices.

Accordingly, Management have accepted the valuer’s recommendations for indexation to 30 June 2025.

IMPAIRMENT

It is considered that there are no indicators of impairment of Council’s assets valued under the revaluation model as at 30 June 2025.

CONCLUSION

Management has accepted the indices provided by APV Valuers and Asset Management as at 30 June 2025.

RECOMMENDATION

That the Council **notes** this paper.

ATTACHMENTS

The valuation reports for 30 June 2025 referred to above are attached for your reference

Signed by

13 GOVERNANCE

13.1 Residential land supply and housing needs assessment (Implementation actions report including a Planning Scheme amendment package)

Author: Director Corporate & Community

Attachments:

1. WP 25 021 MOR Planning Scheme Review Draft Report Dec 2025 [13.1.1 - 127 pages]
2. WP 25 021 MOR Planning Scheme Review Scheme Amendments Final 2 [13.1.2 - 19 pages]
3. WP 25 021 MOR Planning Scheme Review PPT [13.1.3 - 11 pages]

PURPOSE (EXECUTIVE SUMMARY)

The purpose of this Council document is to provide Elected Members with a summary of the Residential Land Supply and Housing Needs Assessment and associated Planning Scheme Amendment Package results and recommendations.

The purpose of the *Mornington Shire Council Residential Land Supply and Housing Needs Assessment 2021-2041* (the Study) is to provide a comprehensive review of land supply and housing requirements within the Mornington Shire LGA, in the context of projected growth to 2031 and 2041.

The *Implementation Actions Report* includes the resulting planning scheme amendment recommendations from the Study. The recommendations are provided to ensure that assessment benchmarks within the Planning Scheme can respond appropriately to population growth demands e.g. streamlining approval for appropriate development and reducing the current administrative burden on Council.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Mornington Shire Council commissioned the study to guide long-term land use and growth management in Gununa. wildPLAN Pty Ltd led the study with support from Foresight Partners Pty Ltd (regional economics).

The Study applies a multi-layered methodology to understand current housing conditions, forecast future needs, and evaluate the Shire's capacity to support additional residential growth including:

- Population and housing demand forecasts and site surveys to identify areas where there is a surplus or shortage of suitable land and housing
- Review of the latest State and Local planning frameworks, updated legislation, Native Title determinations and development applications and approvals
- Consideration of environmental, hazard, economic, infrastructure and cultural issues and impacts
- Stakeholder and community engagement
- Consideration of State and Council funding strategies

The land supply and demand assessments undertaken as part of the study produced the following key findings:

- **Housing need:**

- Housing need in Gununa is characterised by persistent overcrowding, a mismatch between dwelling size and household size, and a lack of culturally responsive housing options.
- **Dwelling demand:**
 - At least 69 dwellings are required to achieve housing suitability (additional bedrooms or new dwellings).
 - Demand for larger 4–6-bedroom dwellings is increasing, consistent with extended family living patterns in the community.
- **Land demand:**
 - Gununa currently contains 270 lots zoned for residential use, of which 258 are occupied, representing 95.6% utilisation. The remaining 12 lots are vacant and potentially developable for single detached dwellings.
 - An additional 5 lots are identified for potential development. These lots would require reconfiguration and other significant interventions to contribute to future residential land yield.
 - As a result, there are currently 17 lots considered available for future dwelling construction. This represents a shortfall of 50 lots, requiring an estimated need for 4.8 ha of additional residential land to meet projected demand to 2041.
- **Planning Scheme suitability:**
 - The Planning Scheme does not clearly identify requirements for:
 - Short-term accommodation
 - Worker accommodation
 - Supported housing
 - Community residences
 - Aged care / residential care
 - Medium-density or multi-unit housing
 - This can lead to assessment inconsistency. slow approvals and reduced investor certainty.
 - The scheme does not currently support or allow for:
 - long-term residential expansion areas and future infrastructure planning
 - diverse housing options to align with changing community need and demand.

The following Planning Scheme amendment recommendations respond to the findings of the Study and provide a coordinated pathway for Mornington Shire Council to address critical housing pressures, unlock new land supply, strengthen planning provisions and improve long-term housing outcomes for the Gununa community. Key recommendations include:

- Amend the Strategic Framework to clearly acknowledge existing housing shortages, overcrowding and future demand, and to provide strategic direction for land supply, housing diversity and culturally appropriate housing outcomes.
- Lower levels of assessment for all forms of accommodation to 'accepted development' (subject to relevant 'Applicable Outcomes') to reduce 'red tape' including cost, timing and uncertainty.
- Introduce a Medium Density Residential Zone to enable duplexes, multi-unit dwellings, supported accommodation and Elders' housing in suitable locations proximate to key services.
- Introduce an Emerging Community Zone to secure long-term residential expansion and support structure planning, including a minimum land allocation of 4.8ha to meet projected demand to 2041.

FINANCIAL & RESOURCE IMPLICATIONS

The *Mornington Shire Council Residential Land Supply and Housing Needs Assessment 2021-2041* and associated planning scheme amendments, inclusive of the amendment process is grant funded by the Queensland State Government under the Scheme Supply Fund.

RECOMMENDATION

That Council:

1. Endorse the *Mornington Shire Council Residential Land Supply and Housing Needs Assessment 2021-2041* prepared by wildPLAN and dated 10 December 2025;
2. Endorse the Implementation Actions prepared by wildPLAN and dated 19 February 2026;
3. Propose to amend the Mornington Shire Planning Scheme in accordance with the Implementation Actions; and pursuant to Section 18 of the *Planning Act 2016*.



MORNINGTON SHIRE COUNCIL

RESIDENTIAL LAND SUPPLY & HOUSING NEEDS ASSESSMENT 2021 - 2041

DRAFT REPORT

DEC - 2025



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

A PROJECT CONTACT DETAILS

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B DOCUMENT INFORMATION

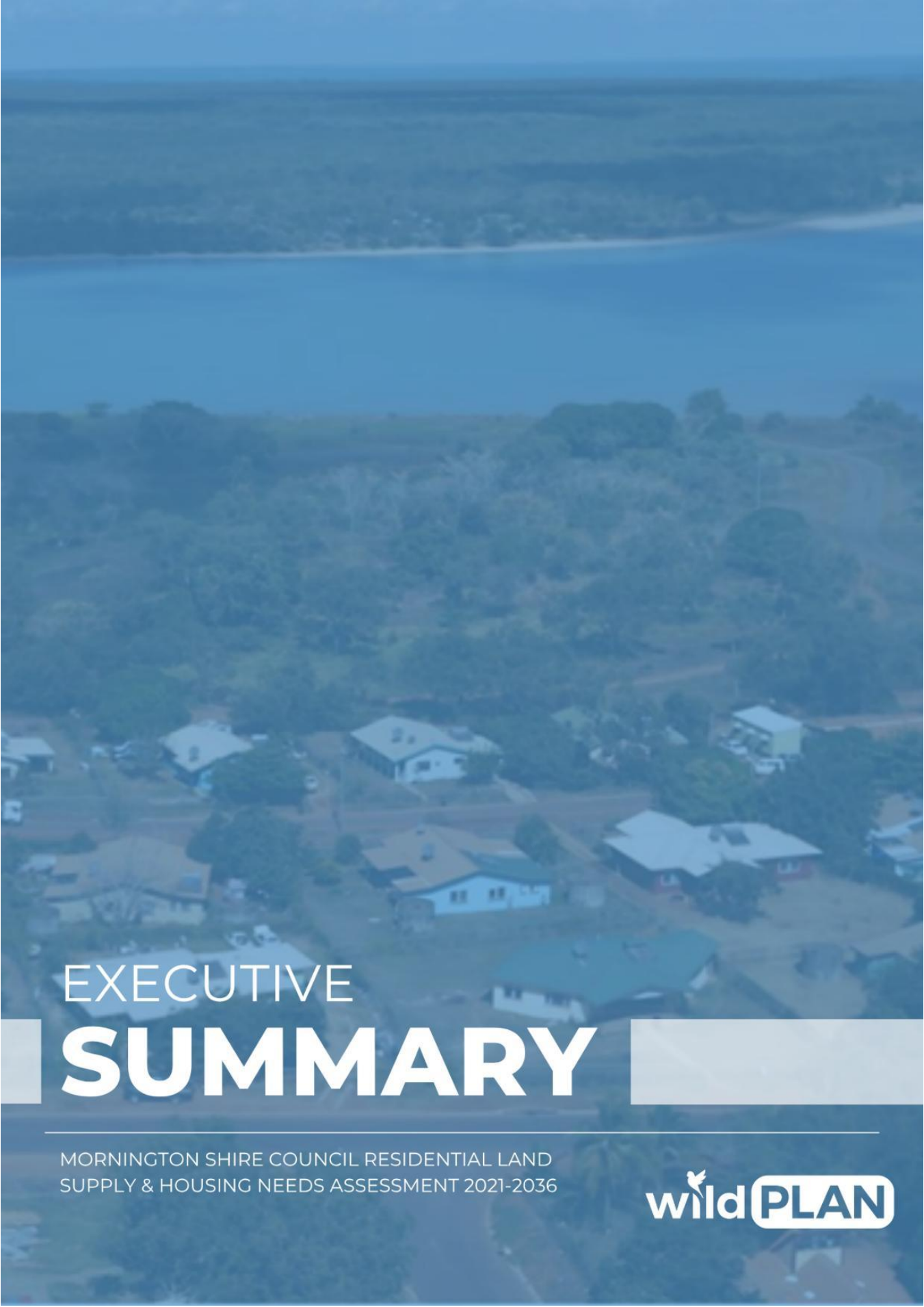
Client Name	Mornington Shire Council
Project Reference	WP25 021 MOR
Document Reference	Draft Outline

C DOCUMENT HISTORY

Version	Execution Date	Description	Preparation	Review
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Draft	10/12/25	Draft Report	DR	DH

D DOCUMENT AUTHORISATION

Version	Description	Authorised by	Signature	Execution Date
1	Draft Report	DH		10/12/25



EXECUTIVE
SUMMARY

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2036





Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

EXECUTIVE SUMMARY

THE STUDY

The purpose of this Study is to provide a comprehensive review of land supply and housing requirements within the Mornington Shire LGA, in the context of projected growth to 2031 and 2041.

Mornington Shire is experiencing significant pressure on its housing system, driven by limited residential land, persistent overcrowding, cultural housing needs, and infrastructure constraints. Gununa’s existing residential area is almost fully developed, and with minimal private market activity, the Shire relies heavily on State-funded social housing to meet community needs.

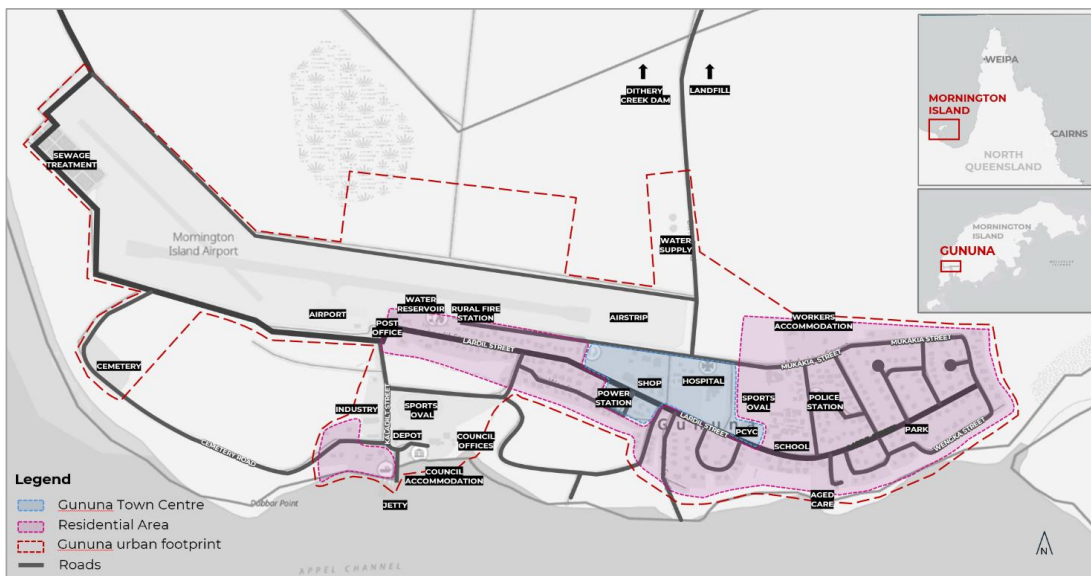
This Study provides a clear, evidence-based understanding of current housing conditions, future demand, the land and infrastructure required to support sustainable growth over the next 10–20 years.

METHODOLOGY

The assessment applies a multi-layered methodology combining:

- Demographic modelling, population and household projections to understand housing suitability and supply.
- Spatial review of aerial imagery, cadastral data and zoning analysis were used to confirm existing development patterns and land availability.
- Planning scheme provisions, land tenure, Native Title, environmental overlays and infrastructure capacity were assessed to determine the feasibility of accommodating new growth and identification of environmental and servicing constraints.
- Consultation with key stakeholders including Council, Department of Housing and Public Works (DHPW), Mornington Island State School, Mornington Island Health Service, Kuba Natha Aged Care, and the Gununa Futures report was also undertaken to obtain valuable up to date insights into current overcrowding, cultural living patterns, service capacity and housing adequacy.

GUNUNA, MORNINGTON LOCATION MAP



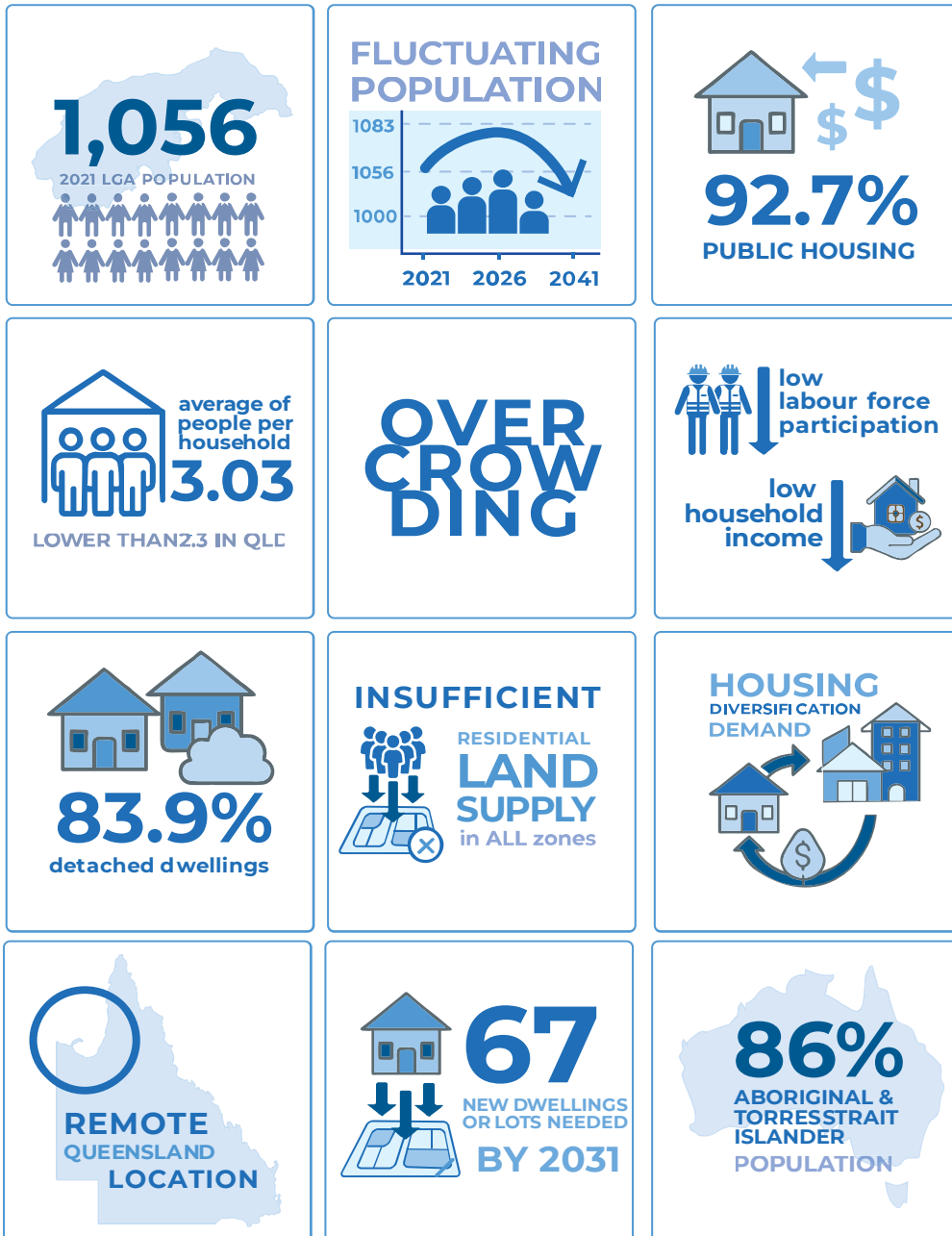
wildPLAN Pty Ltd

3 | Citation



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

MORNINGTON SHIRE SNAPSHOT





THE RESULTS

POPULATION PROJECTIONS

Mornington Island’s population is forecast to remain broadly stable, with approximately 1,056 residents in 2021 increasing slightly to 1,083 by 2026, before slowly declining to around 1,000 residents by 2041.

Despite minor population changes, household numbers increase due to decreasing household size driving housing demand even in a stable population environment. Depending on the scenario, households may peak at 338–352 in 2026–2031, creating additional pressure on already constrained housing supply.

INFRASTRUCTURE REQUIREMENTS

Any residential expansion will require significant coordination across infrastructure networks:



Water Supply: Upgrades to raw water storage, treatment and filtration are needed, with high per-capita use exceeding sustainable extraction levels.



Wastewater: Existing lagoon system (1,350 EP) requires expansion to approximately 1,500 EP to support additional dwellings.



Power: Capacity may support moderate growth, but relocation or upgrading of the power station—and integration of renewable energy—will be required long-term.



Roads: All-weather standards are critical due to wet-season isolation. New areas require road extension and drainage solutions.



Stormwater: Low-lying, sandy or clay soils require engineered solutions to prevent flooding and erosion.



Digital Connectivity: Internet and telecommunications remain unreliable, impacting education, employment and retention of working-age residents.



Community Infrastructure: Sports, recreation, health and aged care facilities will need to expand proportionally with new housing areas.

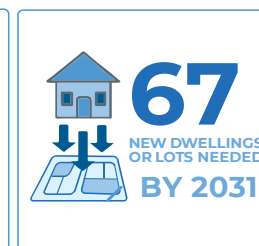
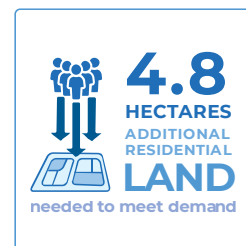
Infrastructure availability is a key limiting factor in determining which growth areas are feasible.

LAND SUPPLY & DEMAND

Land supply and demand findings indicate:

- Significant housing need is evident characterised by persistent overcrowding, a mismatch between dwelling size and household size, and a lack of culturally responsive housing options.
- At least 69 dwellings are required to achieve housing suitability (additional bedrooms or new dwellings). Demand for larger 4–6-bedroom dwellings is increasing, consistent with extended family living patterns in the community.
- With only 17 lots available within the existing zone, there is a shortfall of 50 lots, requiring an estimated 48,000 m² (4.8 ha) of additional residential land.
- Gununa contains 270 residential lots, of which 258 are occupied, representing 95.6% utilisation. Only 16 lots have further development potential and only 12 are developable in the short term.
- The social housing waiting list remains at 42 applicants, but demand has shifted toward larger dwellings indicating worsening overcrowding and unmet need. Community feedback suggests that demand is under-reported, as many residents do not apply until new construction is visibly underway.

Existing residential zoned land is at capacity, requiring identification of new developable land through structure planning and potential rezoning. Feasible expansion fronts include areas identified in the Barwu Concept Plan and Lardil Street Precinct, though both are subject to Native Title negotiations, servicing constraints, cultural considerations and feasibility testing.





RECOMMENDATIONS

IMMEDIATE ACTIONS



- Utilise Secondary dwellings to alleviate housing demand in the lead up to land release, which can be used by extended family members independent of the primary Dwelling House.



- Consider Dual Occupancy development as an additional dwelling on lots with existing Dwelling Houses, with facility for independent frontage and space for a second dwelling.



- Progress short-term subdivision projects at Lardil & Kaiadilt Streets and other scheduled funded development.



- Deliver additional large, detached dwellings (3–6 bedrooms) and culturally responsive housing typologies.



- Provide workforce accommodation in higher density formats with more useable recreation facilities to improve the amenity and quality of life for the visiting workforce (the latest VAC is a step in the right direction; however, room sizes and recreation facilities are insufficient for more than a 3-night stay). Dedicated worker accommodation will also reduce pressure on community housing.

STRATEGIC LAND SUPPLY

- Undertake a Strategic Residential Land Identification Study to determine the preferred long-term growth area.
- Begin early ILUA / Native Title negotiations, seeking a larger land allocation to accommodate 10–20 years of supply.

INFRASTRUCTURE COORDINATION

- Plan and cost upgrades to water, wastewater, power, drainage and telecommunications networks.
- Prepare a staged servicing plan for the preferred expansion area.

PLANNING SCHEME REFORM

- Introduce Emerging Community Zone and Medium Density Residential Zone.
- Update Strategic Framework with new projections and cultural housing requirements.
- Revise Tables of Assessment to support diverse and specialised residential uses.

HOUSING DESIGN & DIVERSIFICATION

- Partner with DHPW to deliver culturally appropriate designs, climate-responsive construction, and Liveable Housing Design (Gold) standards.
- Support medium-density options for singles, Elders and key workers.

GOVERNANCE & MONITORING

- Conduct annual audits of dwelling condition and unoccupied dwellings.
- Monitor household structure and design a long-term Worker Accommodation Strategy.
- Together, these actions establish a clear pathway for Mornington Shire Council to deliver housing that is culturally appropriate, serviced, and sustainable, ensuring that the Gununa community has access to safe, adequate and future-ready homes

PLANNING SCHEME AMENDMENTS

Recommended planning scheme amendments focus on statutory changes required to align the scheme with updated housing needs, land supply constraints and cultural living patterns identified in this Study.

STRATEGIC FRAMEWORK AMENDMENTS

Action	Detail	Priority
Update housing needs section	Reflect updated demand analysis, need for large dwellings, cultural housing requirements, and lot supply shortfall	High
Incorporate long-term growth strategy	Identify preferred growth areas and rationale (constraints, servicing, tenure)	High
Strengthen statements on culturally responsive housing	Embed need for flexible, multi-generational layouts and diverse typologies	Medium
Align residential development outcomes with infrastructure sequencing	Require servicing strategies for all major growth areas	High

TABLES OF ASSESSMENT REFORM

Reform	Detail	Priority
Differentiate residential uses by operational requirements	Recognise distinct needs of community residences, aged care, residential care, supported accommodation, worker accommodation	High
Lower assessment levels for State-funded or Council-funded projects	e.g., code assessment for up to 4 dwellings where standards met	Medium
Enable transitional housing and crisis accommodation appropriately	Provide clear pathways for essential support uses	High

ZONING & LAND USE AMENDMENTS

Amendment	Purpose	Priority
Introduce Emerging Community Zone	Secure long-term residential expansion areas and support structure planning	High
Introduce Medium Density Residential Zone	Enable duplexes, multi-unit dwellings, supported accommodation and Elders' housing near key services	Medium
Expand Community Facilities Zone provisions	Allow aged care, residential care, community residences and supported housing	Medium
Revise minimum lot sizes	Enable small-lot housing and higher-yield development where infrastructure supports it	Medium
Permit dual occupancy and small-scale multi-unit housing as Accepted Development (subject to requirements)	Accelerate delivery of diverse housing	High



DEVELOPMENT CODES & DESIGN CONTROLS

Amendment	Detail	Priority
Introduce culturally responsive housing provisions	Multi-family dwellings, flexible layouts, high-durability materials	High
Embed Livable Housing Design Guidelines (Gold)	Improve accessibility and suitability for Elders and people with disability	Medium
Include remote climate design principles	Ventilation, shading, thermal comfort, durability	Medium

OVERLAYS & MAPPING UPDATES

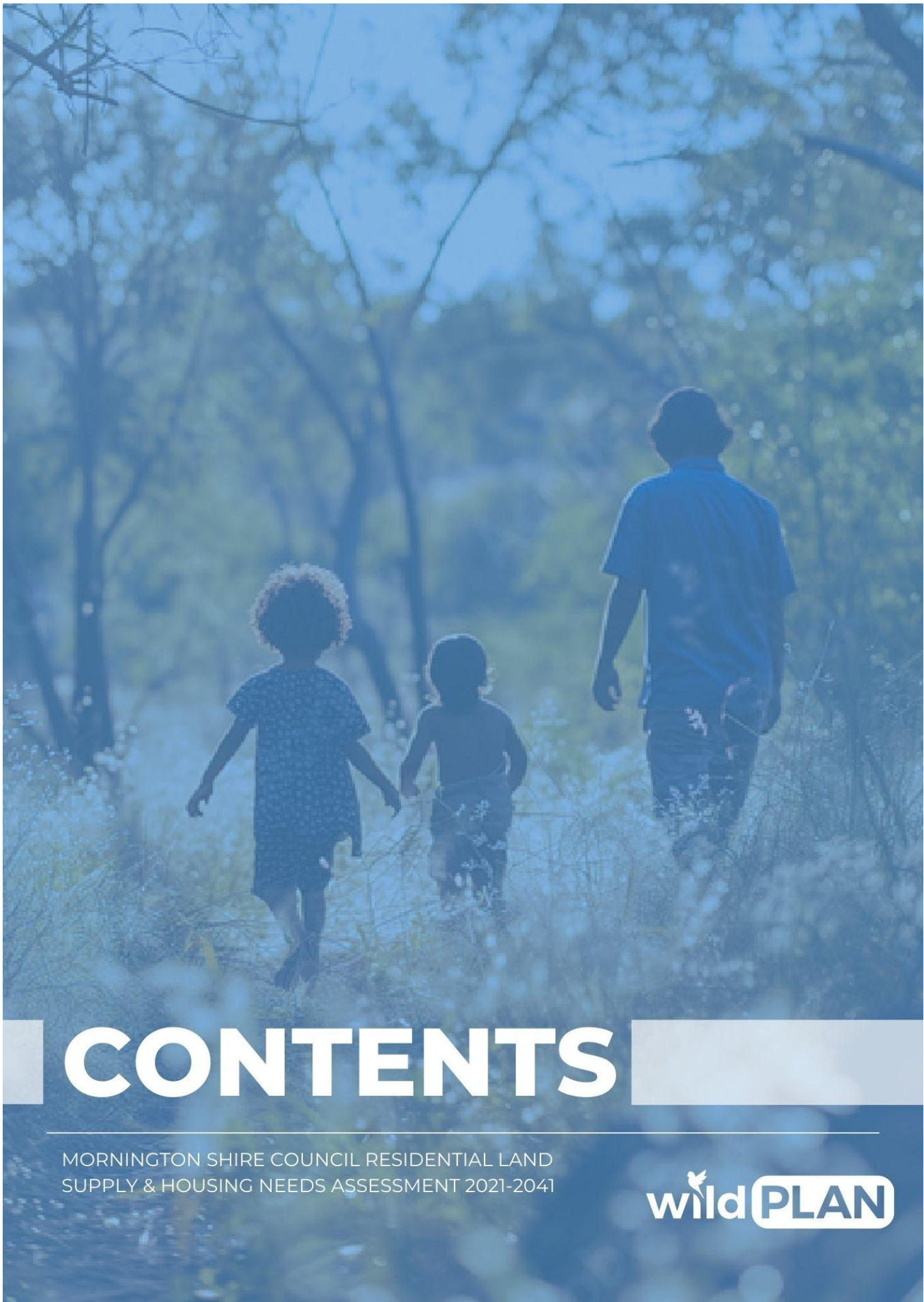
Action	Detail	Priority
Introduce cultural consultation trigger overlay	Applied to land outside existing urban footprint; mandatory engagement with appropriate traditional owner representatives	High
Update environmental overlays	Include conservation, wetlands, coastal hazard, acid sulphate soils where required	Medium
Consider new constraints mapping for loose sandy soils and drainage limitations	Reflect geotechnical challenges identified in assessment	Medium

INFRASTRUCTURE INTEGRATION

Action	Detail	Priority
Integrate infrastructure capacity statements into zoning and development codes	Ensure development aligns with realistic servicing pathways	High
Amend scheme to encourage coordinated trunk infrastructure delivery	Particularly for water, wastewater, drainage and power in expansion areas	Medium
Support renewable energy and off-grid-ready infrastructure in codes	Reflect future remote housing solutions	Medium

ADMINISTRATIVE & PROCESS IMPROVEMENTS

Action	Detail	Priority
Streamline approval processes for State-funded housing	Align scheme with Forward Remote Capital Program delivery needs	High
Provide clear guidance for worker accommodation	Ensure all non-residents occupy dedicated facilities	High
Prepare internal policy for assessment of culturally responsive housing	Provide clarity for applicants and reduce delays	Medium



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MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





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INTRODUCTION

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





Why undertake a Residential Land Supply and Needs Assessment?

"The Planning Act requires councils to "integrate state interests" (s.26) including the State Planning Policy - Housing Supply and Diversity State Interest. This requires Council's to monitor housing demand, ensure adequate residential land supply, provide diverse dwelling options, respond to housing needs of Aboriginal and Torres Strait Islander communities and ensure the planning scheme supports short-, medium- and long-term housing supply.

This assessment is prepared to provide a comprehensive review of land supply and housing requirements within the Mornington Shire LGA, in the context of projected growth to 2031 and 2041. "

1.1 INTRODUCTION

The Mornington Shire Council Local Government Area (LGA) encompasses the Wellesley Islands, including Gununa Township on Mornington Island (*Kunhanha*), in the southern Gulf of Carpentaria, a remote and culturally significant region known for its pristine coastal waters, tidal flats, mangrove estuaries, and unique island ecosystems.

The islands are the traditional lands of the Lardil, Yangkaal, Gangalidda and Kaiadilt Peoples. Notably, the area is covered by a significant area of Native Title land, which has influence on development on Gununa and surrounding the islands. The region faces challenges of geographic isolation alongside opportunities in sustainable development, eco-tourism, and cultural heritage protection. Several trends including climate resilience planning, regional investment, and population change, continue to shape its future.

Mornington Shire Council (Council) commissioned this report, the *Residential Land Supply Study and Housing Needs Assessment* (the 'Study') to guide long-term land use and growth management for the area. wildPLAN Pty Ltd led the Study with support from Foresight Partners Pty Ltd (regional economics).

1.2 PURPOSE

The purpose of this Study is to provide a comprehensive review of land supply and housing requirements within the Mornington Shire LGA, in the context of projected growth to 2031 and 2041.

For the purposes of the Study, residential land' includes all zoned land with potential for residential and accommodation activities under the 2014 *Mornington Shire Council Planning Scheme* (the 'Planning Scheme').

Population and housing demand forecasts, prepared by Foresight Partners, identify areas where there is a surplus or shortage of suitable land and housing. This process also considers emergent trends such as shifts in regional migration and housing preferences, allowing refinement of projections beyond standardised models.

The Study builds on previous but outdated strategic planning and provides a framework for guiding sustainable residential growth, whilst maintaining the cultural needs of the population and environmental protection. It is an evidence-based tool that seeks to assist Council guide orderly, well-sequenced development aligned with the intended settlement pattern and planning outcomes.



1.3 BACKGROUND

The following documents provide the strategic basis for this assessment.

1.3.1 MORNINGTON SHIRE COUNCIL PLANNING SCHEME

The Planning Scheme provides the statutory framework for guiding land use and development across the LGA in a manner consistent with the *Planning Act 2016*, *Planning Regulation 2017* and *State Planning Policy 2017* (SPP)¹. It sets out Council's preferred settlement pattern, strategic direction, and policy framework to ensure growth and change are managed sustainably and in alignment with community values.

The Strategic Vision for the LGA communities and the Planning Scheme reflects the commitment of the community in protecting its unique natural and cultural heritage, supporting strong and resilient communities, and fostering sustainable economic opportunities.

The Planning Scheme forms part of Queensland's broader planning framework and is required to reflect relevant State Planning Instruments, including the Gulf Regional Development Plan (GRDP). The planning scheme also aims to ensure that all development is undertaken in accordance with the duty of care provisions of the *Aboriginal Cultural Heritage Act 2003*. There are two Native Title determinations applicable to Morningson Island:

- Lardil, Yangkaal, Gangalidda & Kaiadilt Peoples (QCD2006/001), excluding Gununa township.
- Wellesley Islands Sea Claim (QCD2004/001).

The existing Native Title determinations across the land and sea of broader Morningson Island (*Kunhanha*) recognise the existence of Native Title rights in the area, which has respective implications for the implementation of the Planning Scheme. Further discussion of the statutory context of the Study, as informed by the Planning Scheme, is provided in Part 4 of this Report.

1.3.2 MORNINGTON SHIRE COUNCIL CORPORATE PLAN 2018–2023

Morningson Shire Council's *Corporate Plan 2018–2023* ('the Corporate Plan') sets out the priorities for building a resilient, sustainable, and prosperous community across the Shire. The Corporate Plan emphasises the importance of strengthening the local economy, creating employment opportunities, and ensuring development aligns with the Shire's cultural values and environmental responsibilities.

In relation to land use planning, the Corporate Plan recognises that a strong, sustainable economy is closely linked to the wellbeing and vitality of the community. To achieve this outcome, strategic investment in housing, infrastructure, and services, as well as fostering an environment that supports local enterprise, tourism, and economic participation is required.

In supporting the vision of the Corporate Plan, the Residential Land Supply and Housing Needs Assessment provides critical evidence in understanding current and future land and housing availability. This knowledge is essential to enable the orderly and sequential development of land, ensuring growth meets projected needs while advancing the economic, social, and cultural objectives of the LGA.

¹ The Planning Scheme had a commencement date of 17 April 2014, then was amended in 2018 to align with the *Planning Act 2016*. Version 1.1 commenced on 30 July 2018 and is still current.



1.3.3 MORNINGTON ISLAND MASTER PLAN 2020

The *Mornington Island Master Plan 2020* (the 'Master Plan') is a non-statutory plan for Gununa Mornington Island's township, prepared to guide future residential, community, commercial, industrial and tourism development in line with community aspirations and State planning frameworks.

The Master Plan responds to planning considerations that impact development on the Island including Aboriginal freehold tenure, Deed of Grant in Trust² (DOGIT) boundaries, airport OLS constraints, essential habitat and bushfire overlays, and high service delivery costs in a remote island context. It builds on the previous *2018 Mornington Island Master Plan* and *Barwu Concept Plan* and is intended to shape future amendments to the Planning Scheme and local housing plans.

The Master Plan is not a singular document but a collection of strategic plans and ongoing projects that are addressing the long-term development of the Island. Government-led initiatives like the *Local Thriving Communities Action Plan 2022–2024* are driving change, but they are part of a larger strategy that includes community-led research and projects focused on critical issues like housing and energy (refer to **Section 4.4** for further information).

1.3.4 GUNUNA FUTURES REPORT 2024

The *2024 Gununa Futures Report* ('*Gununa Futures*') is a 2022–2024 research project prepared by the University of Queensland and commissioned by Mornington Shire Council to evaluate housing, energy and town design in Gununa.

The research undertaken for this report provides a more recent and community-grounded appraisal of housing adequacy on Mornington Island than available ABS or Census data. While the research applied ABS data, it also adds empirical data including surveys of local households, stakeholder consultation and on-site observation. The findings highlight severe overcrowding, culturally inappropriate housing layouts, lack of diversity in dwelling types, and persistent hidden homelessness. As only two of the seven internationally recognised criteria for "adequate housing" are met (tenure security and affordability), the report highlights an urgent and unmet demand for new and culturally suitable housing. This is a need that must contribute to the basis of this Study.

1.3.5 FUNDING PROGRAMS

Delivering new housing and essential infrastructure in Mornington relies heavily on targeted State and Federal funding programs designed for remote and Indigenous communities. As a very remote Aboriginal community with limited private-sector development, Council depends on these programs to construct new dwellings, upgrade existing homes, provide extensions to relieve overcrowding, fund community facilities upgrades that support urban development, and support essential enabling infrastructure required for residential development.

Funding programs also assist Council and State agencies to overcome logistical challenges of building on Mornington Island, including high transport costs, short construction timeframes, and the need for culturally appropriate and climate-responsive housing design. The *Aboriginal and Torres Strait Islander Housing Action Plan 2019–2023* and its follow-up *Our Place Action Plan 2024–2027* is the statutory framework under which remote housing capital works are funded (refer to **Section 5.5** of this Study for additional information). Remote Indigenous communities, including Mornington Island, are the specific target beneficiaries under this framework.

² A Deed of Grant in Trust (DOGIT) is a form of land tenure in Queensland where land is granted to a community-based trust, usually an Aboriginal or Torres Strait Islander council, to hold and manage the land for the benefit of the community. It is common in many remote Indigenous communities.



CAPITAL HOUSING STRATEGY

The core funding resource for Morningson is via the Local Housing Plan, Capital Investment Strategy 2024 (Capital Housing Strategy or 'the Strategy'), developed in partnership with the Queensland Government Department of Housing and Public Works (DHPW). The Strategy outlines the current demand, priority cohorts, approved building program, and forward pipeline of capital projects to guide remote Indigenous housing investment on the island.

Funding is provided for new construction, upgrades, infill projects and infrastructure under several programs including:

- **The Forward Remote Capital Program (FRCP):** The FRCP refers to the Queensland Government's multi-year pipeline of capital investment for new housing, extensions and upgrades in remote and discrete Indigenous communities. It sits under the State's First Nations Housing and Homelessness investment framework and is delivered by the DHPW. For Gununa, the FRCP represents the confirmed and planned funding allocation that supports:
 - construction of new social housing dwellings
 - delivery of housing extensions to reduce overcrowding
 - replacement of aging or unserviceable stock
 - enabling works needed to prepare serviced lots for new homes
 - staged development of future residential precincts identified in Morningson's Local Housing Plan / Capital Strategy.

Unlike competitive grants, funding under the FRCP is allocated directly to remote Indigenous councils and communities based on:

- demonstrated housing need
 - overcrowding and waiting lists
 - land readiness and tenure
 - infrastructure capacity
 - delivery capability and procurement readiness.
- **Remote Indigenous Capital Delivery (RICD) – CBRC Construction and Upgrades:**

This funding stream is approved through the Queensland Government's Cabinet Budget Review Committee (CBRC). This program provides capital funding for new social housing construction in remote and discrete Aboriginal and Torres Strait Islander communities.

It typically includes the construction of new detached dwellings, duplexes, and other housing typologies aligned to priority cohorts identified by the Department of Housing.

It also includes major upgrades, extensions and refurbishments to existing social housing assets in remote Indigenous communities.

Works may include structural upgrades, extensions to relieve overcrowding, major repairs, and improvements to ensure houses meet health, safety and accessibility standards.
 - **Social Housing Accelerator Payment (SHAP):** A Commonwealth Government initiative delivered through State partnerships that provides capital funding for the rapid delivery of social housing. Funds can be used for new social housing construction, purchasing existing dwellings for social housing, or upgrading stock to ensure faster occupation. For remote communities like Morningson, SHAP is often used to fast-track dwellings that are already designed, planned, or shovel ready.



- Queensland Housing Investment Growth Initiative (QHIGI) – New Construction:** A major Queensland Government initiative to increase social and affordable housing supply. The New Construction stream specifically funds the delivery of new social housing dwellings, including partnerships with Indigenous councils, community housing providers, and private industry.

QHIGI prioritises investment in locations with critical housing shortages, including remote communities. A component of QHIGI that funds land acquisition, subdivision works, trunk and internal infrastructure, or site-ready preparation to enable housing development.

This is particularly relevant for Mornington Island, where new residential expansion areas require significant upfront servicing (roads, drainage, water, sewerage, power).
- RICD – \$105M Construction Program:** A dedicated allocation within the RICD Program, totalling \$105 million, to deliver new housing in remote and discrete Indigenous communities. Funding supports Mornington’s construction pipeline and is focused on producing culturally appropriate, durable homes for large and complex households.
- QuickStarts QLD:** A Queensland Government capital works initiative aimed at rapidly increasing social housing supply, initially targeting 2,000 new dwellings across Queensland. QuickStarts prioritises design-ready or easily deliverable projects, including those in Indigenous shires. In remote communities, it often funds modular or prefabricated housing that can be deployed more quickly.

In Mornington, this program is the primary funding source for new dwellings and housing-related capital works, and therefore a critical component of future housing supply planning.

The Capital Housing Strategy identifies a 10-year construction program focused on detached houses delivered on infill sites and lists the approved projects and anticipated forward works on Mornington Island. Demand is informed by both Council and by an application process that accepts housing requests from the local community.

Currently, twenty (20) housing applicants are awaiting housing allocation including large families, single men and people with disability. This demonstrates strong demand and highlights the need for culturally appropriate designs that meet the Gold Standard of the *Livable Housing Design Guidelines*³.

TABLE 1-1 CURRENT FUNDING AGREEMENTS FOR SOCIAL HOUSING PROJECTS

Schedule	Yield#	Type	Program
1	5	Dwelling	QuickStarts
2	8	Extension	SHAP
3	13	Dwelling	QuickStarts
4	13	Lot	HIGI Infrastructure
F	4	AH	Forward Remote Capital Program

Source: Department of Housing and Public Works, Nov 2025

³ Livable Housing Australia (2017). *Livable Housing Design Guidelines* (4th Edition). Canberra, ACT. The Livable Housing Design Guidelines are not legally required but often required as a state funding condition in Queensland. The 2024 Mornington Capital Housing Strategy states that new dwellings must be designed to the Gold Standard.



INFRASTRUCTURE FUNDING PROGRAMS

To support future housing supply, Morningside is eligible for a range of remote-area infrastructure grants, including:

- Building Our Regions (water, sewer, road upgrades)
- Local Government Grants & Subsidies Program (LGGSP)
- Remote Indigenous Water and Sewerage Program
- Disaster Resilience and Recovery funding for resilient infrastructure
- Queensland Works for Queensland (W4Q), which has historically funded staff accommodation, community facilities and essential service upgrades.

These programs are important in enabling new residential areas, as servicing constraints are one of the major barriers to land release.

1.4 REPORT STRUCTURE

The Study Report includes ten (10) parts, as follows:

- Part 1** - Introduction
- Part 2** – Existing Context
- Part 3** – Demographics
- Part 4** – Development Activity
- Part 5** – Statutory Planning Context
- Part 6** – Land Supply
- Part 7** – Land Demand
- Part 8** – Housing Needs
- Part 9** – Conclusion
- Part 10** – Recommendations.



STATUTORY PLANNING **CONTEXT**

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“Part 2 – ‘Existing Context’ This section describes the current development context of Gununa and Morningson, including the natural landscape, built form and existing infrastructure. Establishing this baseline is essential for understanding current residential patterns and for identifying the opportunities and constraints that will inform future housing planning.”

2.1 EXISTING NATURAL LANDSCAPE

Gununa sits within the broader natural landscape of Morningson Island, which is characterised by undulating coastal terrain, extensive bushland, tidal flats, and significant coastal and marine areas. Topography across the town and surrounding areas is generally low-lying, with significant portions of land subject to acid sulfate soils and influenced by natural coastal processes.

The Island’s landscape includes creeks, gullies, drainage lines, wetland habitats, mature vegetation and environmental corridors that contribute to its ecological and cultural significance, and which development is required to retain and protect. These natural features frame the small built footprint of Gununa, the South Eastern Gulf⁴ to the south and bushland surrounding the landside (refer to **Figure 2-1**).

2.2 EXISTING BUILT LANDSCAPE

Gununa is a compact, coastal town situated on the south-western coast of Morningson Island, with development concentrated within a small, well-defined urban footprint. The town is structured around a walkable grid of local streets extending inland from the foreshore, with residential areas forming the dominant land use.

The built landscape is dominated by low-density detached housing organised into several neighbourhood clusters, with community facilities such as the school, health centre, council buildings and local store forming a central civic core (Gununa town centre). The town centre is compact with an area of approximately 3–4 hectares.

Residential neighbourhoods surround the town centre with the main residential area located to the east. This area is approximately 45–55 hectares, or around 70–75% of the township and comprises simple, low-density detached dwellings (refer to

Figure 2-2).

Residential areas are surrounded by extensive open space, coastal margins and undeveloped land, reflecting the township’s remote island context. The island can be accessed by a regional airstrip located just north of the town or by sea with a small port located on the southwest coast.

2.2.1 RESIDENTIAL HOUSING TYPOLOGIES IN GUNUNA

In addition to standard detached dwellings, Gununa accommodates a range of specialised housing types that support essential service delivery and community functioning. These include dedicated housing for Council, school and hospital staff, as well as other worker accommodation that enables short- and long-term deployment of visiting workers.

The community also relies on aged-care housing to support Elders with higher-care needs. Visitor accommodation, including short-stay facilities and limited hotel-style options, provides for contractors, service providers and occasional tourists.

⁴ eastern section of the Gulf of Carpentaria.



To understand the existing number of dwellings and beds provided within these specialised residential facilities, wildPLAN contacted key service providers including Council, the DHPW, the Kuba Natha Hostel aged-care facility, Morningson Island State School, Morningson Island Hospital and Aboriginal Community Health Centre.

Responses were limited, and where information was provided, it was generally indicative rather than exact. For providers that did not respond, estimates were developed using recent aerial imagery, site observations, advice from Council and desktop research. As a result, the figures presented in this section should be interpreted as high-level estimates intended to illustrate the scale and function of these accommodation types rather than definitive counts.

Existing housing supply data for each sector is summarised below:

Community housing

- The permanent local community population are housed in neighbourhood clusters
- The majority of dwellings are funded by the Queensland Government DHPW delivered over several decades through remote Indigenous housing programs and therefore share consistent construction forms with limited variation in typologies.
- Most homes are detached, single-storey dwellings on individual allotments, typically constructed using standardised designs suited to remote delivery, fast assembly. Earlier housing stock includes lightweight timber-framed or fibro-style kit homes, while more recent builds generally feature modular steel-framed or masonry block construction (refer to
- **Figure 2-2**).

Government employee housing

- A 2022 Queensland Government servicing brief⁵ for Morningson Island notes that Government Employee Housing (GEH) for all agencies including Department of Education (DoE), health, policing and other services on the island comprises 71 residences in total (13 houses, 39 apartments, 19 dongas/caravans).
- It also records known demand for four additional GEH residences, two requested by the DoE and two by the Queensland Ambulance Service.

Council workers accommodation

- Morningson Shire Council also owns and manages a small number of accommodation units to support council staff and visiting workers (refer to 'visitor accommodation' below)
- Staff are also accommodated in detached houses within the residential neighbourhoods.

Visitor accommodation

- Council operates Morningson Council Motel and Visitors' Accommodation in Gununa
- Originally, 30 rooms were available to visitors. With the construction of a new visitor accommodation centre in 2024, an additional 34 self-contained rooms, and 10 additional motel cabins at the existing motel site equating to a total of approximately 72 rooms and cabins.
- These rooms were earmarked to house doctors and health staff so they can stay longer on the Island, other government staff, contractors, service providers, NGOs and short-term workers.
- The motel is the only accommodation available to tourists in Gununa.

⁵ 2022 Queensland Government service-mapping brief <https://www.premiers.qld.gov.au/right-to-info/disclosure-log/assets/RTID580-part-15-regional-visit-pack-morningson-island-june-2022.pdf?a=>



Hospital workers accommodation

- Dedicated staff accommodation is provided for Mornington Island Hospital and Mornington Island Health Centre workers, supported by Queensland Government investment. In 2019 a specific “Mornington Island Hospital Staff Accommodation” project was completed, and in 2021–22 a further \$6.3 million was allocated as part of a program for construction of staff accommodation.
- Publicly available information does not specify the number of staff dwellings or beds, but job recruitment material confirms that subsidised staff accommodation is offered to eligible health workers, indicating a defined health staff housing pool that sits within the broader GEH supply.

School workers accommodation

- The DoE owns one dedicated teacher housing property on Mornington Island, with additional teacher accommodation provided through the broader GEH pool.
- Publicly available data does not specify how many of these GEH dwellings are currently allocated to Mornington Island State School staff, but demand data confirms ongoing pressure for additional government staff housing, including at least two further residences requested by the Department of Education.

Aged care facility accommodation

- Kuba Natha Hostel staff responded to a request for information citing they currently provide 15-beds, of which nine (9) are utilised at present. They also advise that additional beds are planned for 2026.

TABLE 2-1 TOTAL EXISTING HOUSING SUPPLY (APPROXIMATE NUMBER OF DWELLINGS)⁶

Housing type	Estimated number of dwellings
Council workers accommodation (other than VAC/Motel) (Mornington Shire Council)	5
Visitor accommodation (Mornington Council Motel & Council Visitors Accommodation)	92
Health workers accommodation (Mornington Island Hospital & Aboriginal Community Health Centre)	20
Aged care facility (Kuba Natha Hostel)	15
Education workers accommodation (Mornington Island State School)	10
Permanent community housing⁷	285
TOTAL	~422

Source: Consultation with Council, service providers, Foresight housing analysis, desktop assessment.

⁶ Estimated number of dwellings/beds have been derived from a combination of limited stakeholder feedback and aerial imagery review (latest available imagery from QLD Globe, December 2025). Actual dwelling counts, occupancy levels and bed capacity may differ from the estimates presented in this Study. It is recommended that Council undertake further confirmation with relevant agencies to refine these figures for future planning, funding applications and project delivery.

⁷ Based on approximate total residences (Table 3-5 - 285 occupied private dwellings based on 2021 ABS census data for Mornington LGA) and approximate total beds (3.99 per dwelling)



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

FIGURE 2-1 EXISTING CONTEXT MAP



Legend

- Gununa Town Centre
- Gununa urban footprint
- Roads
- Residential Area
- Cadastre



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

FIGURE 2-2 EXISTING RESIDENTIAL DEVELOPMENT TYPOLOGY



Legend

- Gununa Town Centre
- Cadastre
- x Photo reference



Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041





Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041





Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041





Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041





Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041

Council Workers Accomodation





2.2.2 EXISTING INFRASTRUCTURE

Gununa is the only location in Mornington Shire with reticulated urban infrastructure, and all essential services are concentrated within the township (refer to **Figure 2-1**). A summary of infrastructure currently provided in the area is provided below:

Water and Sewer

- Gununa is currently serviced by Council-owned and maintained water supply, sewerage treatment, stormwater drainage and waste management systems, with electricity provided by Ergon and telecommunications supplied by Telstra.
- Residential development within Gununa is expected to connect to these networks, whereas land outside the township has no utility services and very limited road access, requiring any new development to provide on-site infrastructure.

Roads and Access

- Roads within Gununa are generally sealed or formed local streets, though kerbing and drainage infrastructure is limited due to the Island's low-lying terrain. Accessibility during the wet season can be constrained, particularly on unsealed or peripheral roads, as the Island's coastal soils and flat topography reduce surface drainage. Overall, the network functions adequately for the existing settlement but is sensitive to seasonal conditions and requires ongoing maintenance to remain safe and reliable.
- Gununa is supported by a small local airport that provides essential air transport for residents, freight, health services and visitors, forming a critical link between Mornington Island and the mainland. Daily flights are provided with Rex airlines from Cairns via Normanton (1.5 hours, short stop in Normanton, 30-minute flight to the island)
- Sea access to Mornington Island is provided via the community's barge landing and ferry facilities, which accommodate the transport of freight, essential goods and occasional passenger movements. This maritime link is vital to sustaining the township, supplementing air services and supporting the delivery of supplies, equipment and services that cannot be transported by air.

Power and Telecommunications

- Power is currently provided to the town by a diesel power station located in proximity of the town centre with the capacity to maintain additional future residential development.
- Telecommunication and internet supply is primarily via Telstra (mobile or wireless) and supplemented by satellite-based / LEO broadband for public or communal access. The remote location of Gununa results in inconsistent and often unreliable service.

Community Infrastructure

- Community infrastructure within the town includes a range of civic, cultural and service facilities such as temporary accommodation buildings, community legal centre, Indigenous Knowledge Centre (IKC), recreation centres (PCYC), retail services, small parks, and the visitor information centre, which together support daily life, service delivery and limited tourism activity.
- Currently the only temporary visitor accommodation available includes council managed air-conditioned en-suite cabins in the town centre and basic workers accommodation in dongas outside the town centre, both of which are largely used by government or temporary workers.



MORNINGTON SHIRE **DEMOGRAPHICS**

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“Part 2 – ‘Morningson Shire Demographics’ discusses the socio-economic characteristics of the people of the Morningson Shire and identifies relevant regional and macro-economic population trends. The implications of these trends on land supply and strategic planning objectives are also discussed.”

3.1 THE STUDY AREA

A Study Area has been defined to assess housing needs and define demographic characteristics in Gununa. The Study Area comprises a single Statistical Area 1 (SA1) identified as 31502140402 (refer to **Figure 3-1**). It should be noted that in some instances, data for the LGA ‘Morningson (S)’ identified as 35250 is used in some sections where SA1 data is not available.

3.1.1 METHODOLOGY

This section defines a study area, extracts relevant socio-economic data, and provides population projections to establish current market fundamentals as a base to assess residential needs in Morningson. To do this, the following tasks were undertaken:

- Definition of, and justification for a Study Area
- Analysis of historic and forecast population of the defined Study Area based on ABS Census data, more recent ABS resident population estimates, and QGSO Population Projections
- Extraction and analysis of time series data on selected socio-economic characteristics of Study Area residents.

The Australian Statistical Geography Standard (ASGS⁸) provides a framework of statistical areas used by the Australian Bureau of Statistics (ABS). This Study has relied upon SA1s and Mesh Blocks (ABS structures) generally defined as follows:

- Mesh Blocks are the smallest geographical area defined by the ABS. They are designed as geographic building blocks, which are collectively used to form all statistical areas in the ASGS.
- Statistical Areas Level 1 (SA1s) are aggregates of Mesh Blocks, which generally categorise areas with different geographic characteristics within Suburb and Locality boundaries. Most SA1s have a population of between 200 to 800 persons with an average population of approximately 400 persons.

Small-area analysis was undertaken using SA1 data for Morningson (S) from the Queensland Government Statistician’s Office (QGSO) SA1 correspondence file (ASGS 2021). SA1s wholly within Morningson Shire were identified and their estimated resident population (ERP) occupied private dwelling counts (ABS Census 2021) and other relevant data extracted and analysed to inform the following sections of this Study.

⁸ Australian Statistical Geography Standard (ASGS) is the national framework the ABS uses to divide Australia into consistent geographic units for statistics, planning and analysis. The ASGS can also be defined as the official geographic system used for Census data, population estimates, and projections (e.g., SA1, SA2, SA3, SA4, LGAs, Remoteness Areas).



FIGURE 3-1 THE STUDY AREA



Source: QLD Globe (amended by wildPLAN)

3.2 POPULATION PROJECTIONS

This section sets out population projections published by other sources alongside projections prepared by Foresight Partners for the purpose of the Study.

3.2.1 HISTORIC POPULATION GROWTH

Table 3-1 sets out the Estimated Resident Population (ERP) in the Study Area between 2011 and 2021. Estimates are sourced from a paid dataset obtained from the Australian Bureau of Statistics (ABS).

In June 2011, the Study Area had an estimated resident population of 1,199 persons, peaking the following year at 1,207. Between 2011 and 2021, the population declined by 143 persons to 1,056, reflecting an average annual growth rate of -1.3%.

More recently, the Study Area population is estimated to have increased from 1,056 persons in 2021 to 1,083 persons in 2024, indicating a future upward trend in population growth.

In addition to the permanent resident population, anecdotal information from Council indicates an average weekly visitor population of around 70-75 persons⁹. Subject to the nature of the visit, this visitor population is likely to be visiting friends and relatives (i.e. accommodated in dwellings) or travelling for work (i.e. staying in accommodation). A consistent visitor population likely contributes to the need for larger dwellings.

⁹ However, based on anecdotal evidence the visitor population may exceed double this estimate.



TABLE 3-1 HISTORIC POPULATION, STUDY AREA, 2011 TO 2021

Year	Population
2011	1,199
2012	1,207
2013	1,197
2014	1,194
2015	1,195
2016	1,192
2017	1,166
2018	1,146
2019	1,123
2020	1,089
2021	1,056
Population Change 2011-21	-143
Average Annual Growth Rate (AAGR) 2011-21	-1.26%

Source: ABS customised report 2025 (Estimated Resident Population by SA1)

3.2.2 PUBLISHED POPULATION PROJECTIONS

The *Morningside Island Master Plan 2020* (the Master Plan) provides data on demographic and housing (drivers of need) as a baseline for the development of Gununa. The data is based on the ABS 2016 Census estimates and is summarised as:

- The population in Gununa is defined as being a total of 1,143 people in 2020, around 86% Indigenous, with a young age structure (33.9% aged 0–14, median age 27 vs 37 for Queensland). This total is higher than recent estimates.
- Dwellings are predominantly detached houses (~89%) with high average household size (3.7 persons) compared to Queensland (2.6).
- Around 41.5% of Indigenous households are considered overcrowded (need one or more extra bedrooms), signaling latent demand for additional and/or larger dwellings and more diverse stock.
- Community engagement confirms a “lack of space for new housing”, limited aged care housing, and very limited temporary and visitor accommodation.

These findings directly underpin the case for increased and more diverse residential land supply. Additional analysis has been undertaken by Foresight Partners using more current data, to better understand housing needs and pressures in Gununa in 2025. This analysis is detailed in the following sections.

3.2.3 FORESIGHT PARTNERS POPULATION PROJECTIONS

For the purpose of the Study, Foresight Partners have prepared population projections by district and for the broader LGA. These projections are based on historic Census data, published population projections and recent ABS and Council dwelling approval data. **Table 3-2** provides a forecast for the Study Area’s ERP¹⁰ between 2021 and 2041. Population projections are based on QGSO Medium Series Population Projections (2023 edition) rebased with more recent ABS population estimates by SA1 (at June 2024). As previously identified, the 2021 Study Area population is anticipated to increase to 1,083 persons by 2026. Foresight forecasts suggest this total will potentially decrease to 999 persons by 2041.

¹⁰ <https://www.abs.gov.au/websitedbs/D3310114.nsf/home/Population+FAQs>
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TABLE 3-2 FORECAST POPULATION, STUDY AREA, 2021 TO 2041

	Year					Population Change 2021-2041	Average Annual Growth Rate 2021-2041
	2021	2026	2031	2036	2041		
Study Area Population Estimates	1,056	1,083	1,055	1,027	999	-57	-0.3%

Source: Foresight Partners' estimates based on QGSO Medium Series Population Projections 2023 edition rebased with ABS Estimated Population at June 2024

3.2.4 ABORIGINAL & TORRES STRAIT ISLANDER POPULATION IN REMOTE AREAS

The ABS provides limited data¹¹ on localities that lie outside of populated service centres. These localities are separated into several categories depending on the degree of geographic isolation and how far people must travel to access services, the most isolated being 'remote' and 'very remote'. Population size is not considered in determining classifications.

The Study Area is classified as 'very remote'. This classification means that the community of Mornington is subject to:

- Extremely long distances to service centres
- Sparse population
- Unique housing challenges: overcrowding, high cost of materials, limited trades, freight issues
- Often includes a very large percentage of ATSI peoples.

Collectively, these factors can lead to:

- Residential supply constraints
- High construction costs
- Overcrowding
- Limited rental market
- Labour shortages (challenges in attracting skilled trades and services).

This classification highlights the need for different policy responses compared to other urban or regional areas in Queensland.

When considering population projections specifically for ATSI people within the 'very remote' area of Mornington, data is even more limited. In fact, the ABS do not publish Indigenous population projections at the LGA, SA1, SA2, or Remoteness-Area level. As a result, ATSI population projections did not inform the Foresight Partners population projections for the Study Area.

However, simply to provide context to the Study and give an idea of likely population growth for the ATSI community, national projections of the ATSI population in 'remote' and 'very remote' areas from 2021 to 2031 have been provided in **Table 3-3**. These projections show that over this period, a population increase of approximately 5,995 is predicted across Australia, representing an average annual increase of 0.4%.

This contradicts the predicted total population decrease from the Mornington LGA specific estimates based on 2023/24 data in **Table 3-2**.

¹¹ Remote and Very Remote areas are so sparsely populated that standard ABS statistics (employment, income, housing) may not be released due to confidentiality rules.



TABLE 3-3 PROJECTED RESIDENT POPULATION OF ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLES, REMOTE AND VERY REMOTE AREAS, AUS, 2021 TO 2031

Location	Year				
	2021	2026	2031	Population Increase 2021-31	Average Annual Growth Rate 2021-31
Australia (in 'remote' and 'very remote' areas)	150,873	154,504	156,868	5,995	0.4%

Source: ABS Estimates and projections, Australian Aboriginal and Torres Strait Islander population, 2024 release.

3.3 SOCIO-ECONOMIC CHARACTERISTICS

Selected socio-economic characteristics of the Study Area from the 2011, 2016, and 2021 ABS Census are set out in **Table 3-4**. Due to the limited size of the Study Area, this data should be interpreted with caution, particularly between time periods. Despite potential issues with data reliability, key insights include:

- The majority of the Island's residents live in the town of Gununa in the southwest of Mornington Island.
- The average age of Study Area residents increased from 28 years in 2011 to 31.4 years in 2021. This was driven by a decline in the proportion of residents aged 0-9, and a rise in those aged 10-24 over the same period.
- Labour force participation fluctuated from 2011 to 2021, rising from 46.3% in 2011 to 57.5% in 2016, before declining to 32.3% in 2021, potentially as a result of the global pandemic in 2020.
- Median household income, adjusted to 2024 dollars, decreased significantly from \$72,818 in 2011 to \$52,053 in 2021.
- ABS census data reports a substantial shift in dwelling composition from 2016 to 2021, with the proportion of detached houses decreasing from 87.5% to 37.9%, and the proportion of semi-detached townhouses increasing from 8.6% to 59.5%. However, after reviewing aerial imagery from this period, there is very little evidence of redevelopment activity. As a result, it is presumed that the composition of dwellings reported in the 2021 Census is likely inaccurate, or dwelling typologies have been re-categorised.
- The majority of residents rented their homes (93.1%) in 2021, with none owning outright or having a mortgage. This may be a result of low average income and high proportion of public housing.
- Public housing represented 92.7% of dwellings in 2021.
- The average annual rent expense, adjusted to 2024 dollars, increased significantly from \$4,404 in 2011 to \$8,049 in 2016, before decreasing to \$6,379 in 2021 (nominal dollars). Rental costs likely reflect the government subsidies associated with public housing.
- Family types in the Study Area have remained generally consistent from 2011 to 2021. In 2021, the proportions were as follows: couples with children (29.4%), couples without children (15.9%), single-parent households (24.6%), lone-person households (23.6%), and group/other households (6.4%).
- The proportion of residents that only speak English at home has decreased significantly from 90.3% in 2011 to 62% in 2021.
- Most residents (80.3%) identified as Aboriginal or Torres Strait Islander in 2021.



Based on these characteristics, it is clear that on average, the Study Area consists of Indigenous residents living in public housing, with both median household income and household sizes decreasing significantly since 2011. These characteristics have important implications for local housing needs as explored further throughout this report.

TABLE 3-4 SELECTED SOCIO-ECONOMIC CHARACTERISTICS, STUDY AREA, 2011, 2016 AND 2021

Characteristic	2011	2016	2021
Age (% residents)			
0-9 (Gen Alpha)	25.8	20.1	13.9
10-24 (Gen Z)	22.1	26.6	28.6
25-39 (Millennials/Gen Y)	21.0	23.1	21.5
40-54 (Gen X)	18.8	17.1	20.6
55-74 (Baby Boomers)	10.8	11.5	12.8
75+ (Interwar Gen)	1.4	1.5	2.6
Average Age (Years)	28.0	29.2	31.4
Employment (%)			
In labour force	46.3	57.5	32.3
Unemployed	16.0	24.0	7.4
White collar occupations	64.1	67.3	68.9
Employed per household (persons)	1.0	1.2	0.9
Household Income (\$2024)			
Annual Median (\$)	72,818	67,341	52,053
Dwelling Structure (% households)			
Detached	88.9	87.5	37.9
Semi-detached	0.0	8.6	59.5
Flats/units	7.4	1.6	2.6
Other structure	3.7	2.3	0.0
Dwelling Tenure (% households)			
Owned	0.0	1.2	0.0
Purchasing	0.0	1.2	0.0
Renting	97.5	96.5	93.1
Other Tenure	2.5	1.2	6.9
Landlord Type (% households)			
Owned outright/mortgage	0.0	2.3	0.0
State or territory housing authority	72.2	76.3	73.1
Community housing provider	5.5	3.1	7.3
Other landlord type	17.3	14.8	12.8
Landlord type not stated	2.5	2.3	0.0
Rent free/ life tenure	2.5	1.2	6.8
Public Housing (% households)			
Public Housing	94.5	94.6	92.7
Average Annual Occupancy Cost (\$2024)			
Rentals	4,404	8,049	6,379
Mobility (% households)			
No car	51.5	48.6	50.4
1 Car	30.8	33.6	28.9
2 or more cars	17.7	17.8	20.7
Avg. Vehicles per Household (no.)	0.98	0.74	0.78
Education (% persons Aged 20+)			
Bachelors Degree	5.2	6.5	4.7



Characteristic	2011	2016	2021
Grad Dip/Grad Cert	1.5	1.6	0.9
Postgraduate Degree	0.0	0.9	2.2
Family Type (% households)			
Couples with Children	32.8	29.2	29.4
Couples without Children	16.4	16.1	15.9
Single Parent Household	24.7	28.6	24.6
Lone Person Household	22.3	19.8	23.6
Group/Other Household	3.8	6.3	6.4
Avg. Household Size (persons)	4.6	3.9	3.6
Ethnicity (%)			
Only English spoken at home	90.3	86.6	62.0
Indigenous Status (% residents)			
Indigenous	88.8	86.8	80.3
Non-Indigenous	10.7	11.5	11.6
Indigenous status not stated	0.5	1.7	8.1

Source: ABS Censuses 2011, 2016 and 2021. June 2024 dollar values. This should be treated as indicative as collecting data in remote and small areas presents challenges and may have required the use of imputation techniques.

3.3.1 ADDITIONAL ABORIGINAL OR TORRES STRAIT ISLANDER COMMUNITY SOCIO-ECONOMIC CHARACTERISTICS

As previously noted, approximately 80.3% of the Mornington LGA population identify as ATSI peoples.

The Mornington LGA ATSI community has a lower average income than that of Queensland. No more than 34% of ATSI adults aged 15 to 64 years were employed in 2021, with 28.6% working as a labourer. Approximately 9.4% of households with ATSI persons had no source of income, with the majority (23%) earning between \$150-\$299 per week¹².

Further, according to the ABS, Census of Population and Housing, 2021, 53.3% of ATSI persons were not living in appropriately sized housing when compared to 24.5% of non-Indigenous persons (refer to **Figure 3-2**). Appropriately sized housing is a 'Closing the Gap' measure and is defined as 'occupied private dwellings that do not need additional bedrooms to accommodate the people living there'.¹³ Additional analyses of dwelling characteristics within the Study Area is provided in **Section 2.4**.

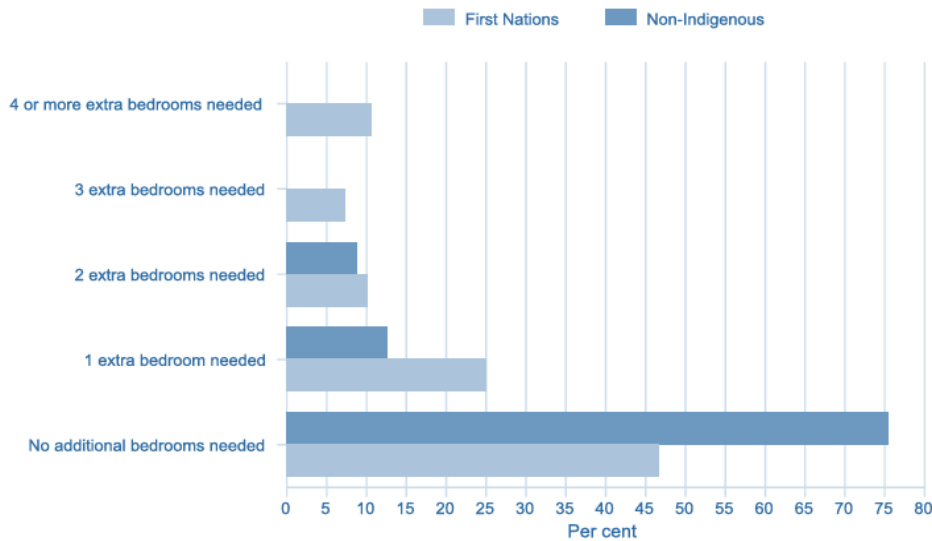
The low average income of the ATSI community significantly affects the type of housing accessible to them with most seemingly living in inappropriately sized public housing. As previously stated, public housing represented a massive 92.7% of dwellings in Gununa in 2021. Planning for future residential development must prioritise affordability and appropriate design to support the needs of the community.

¹² ABS Census Data: Queensland Regional Profiles: First Nations Profile: Mornington (S) LGA (ASGS 2021)

¹³ ABS Census Data: Queensland Regional Profiles: First Nations Profile: Mornington (S) LGA (ASGS 2021)



FIGURE 3-2 HOUSING AND BEDROOM REQUIREMENT BY INDIGENOUS STATUS, MORNINGTON (S) LGA 2011



Source: ABS Census of Population and Housing, 2021

3.4 DWELLING AND HOUSEHOLD CHARACTERISTICS

This section of the Study provides an analysis of dwelling structure, bedroom size composition, the proportion of people usually resident in dwellings, average household size, and dwelling suitability in the Mornington LGA.

Due to data access limitations in TableBuilder, the Mornington LGA is used as a proxy for the Study Area in this section. The difference between these areas is marginal, with the 2021 Estimated Resident Population (ERP) for the Mornington LGA at 1,061 persons and the ERP for the Study Area at 1,056 persons. The number of private dwellings in 2021 was 367 in the Mornington LGA and 361 in the Study Area.

Data in this section is sourced from the ABS 2021 Census via TableBuilder. As previously mentioned, collecting data in remote and small areas presents challenges and may require the use of imputation techniques. Moreover, TableBuilder implements data randomisation to ensure confidentiality.

3.4.1 DWELLING STRUCTURE

Table 3-5 sets out the number of private dwellings by type and structure in the Mornington LGA. The dwelling types include occupied and unoccupied, while the dwelling structures consist of houses, townhouses, units, and other. The "other" category encompasses caravans, cabins, houseboats, improvised homes, tents, sleeping-out arrangements, and houses or flats attached to shops or offices.

In 2016, the ABS reported that detached houses represented the majority of dwelling structures in the Mornington to LGA, comprising 83.9%. Townhouses made up a smaller proportion (12.4%), units accounted for 0.9% and the other category 2.8%.

In 2021, the ABS reported dwelling structures in the Study Area consisted of 34.1% houses, 56.4% townhouses, 5.4% units, and 4.1% in the 'not stated' category.



As previously discussed, after reviewing aerial imagery of the Study Area from 2016 to 2021, it is our assessment that the dwelling structure data reported in the 2021 Census is likely inaccurate and differs from 2016 data largely due to reporting discrepancies.

TABLE 3-5 DWELLING STRUCTURE, MORNINGTON LGA, 2016 AND 2021

MORNINGTON LGA								
Type	2016				2021			
	Occupied	Unoccupied	Total	Percentage	Occupied	Unoccupied	Total	Percentage
Houses	236	34	270	83.9%	99	26	125	34.1%
Townhouses	28	12	40	12.4%	160	47	207	56.4%
Units	3	-	3	0.9%	11	9	20	5.4%
Other	9	-	9	2.8%	-	-	-	-
Not Stated	-	-	-	-	15	-	15	4.1%
Total	276	46	322	100%	285	82	367	100%

Source: ABS TableBuilder: 2021 Census – counting dwellings, place of enumeration. Note this data is based on a count of dwellings on the Census date and cannot be compared with data in Table 3-4. Figures are rounded.

3.4.2 OCCUPIED PRIVATE DWELLINGS BY NUMBER OF BEDROOMS

Table 3-6 sets out the number and proportion of occupied private dwellings by number of bedrooms in the Mornington LGA for 2021.

Three-bedroom dwellings make up the largest proportion with 44% of dwellings in the Mornington LGA. They are followed by two-bedroom dwellings (26%), four-bedroom dwellings (14%), one-bedroom dwellings (4%), five-bedroom dwellings (4%) and no-bedroom dwellings (1%).

According to the *Gununa Futures* report, indigenous households had an average household size of 4.7 people based on a sample of 32 occupied houses. It was suggested that this higher figure (compared to ABS Census data) may reflect cultural differences and a reluctance to disclose personal information to unfamiliar individuals due to concerns about tenancy rule enforcement.

No dwellings in the LGA had six or more bedrooms and 7% of households did not provide a response.

TABLE 3-6 OCCUPIED PRIVATE DWELLINGS BY NUMBER OF BEDROOMS, MORNINGTON LGA, 2021

Bedrooms	Count	Proportion
None*	3	1%
One bedroom	12	4%
Two bedrooms	72	26%
Three bedrooms	124	44%
Four bedrooms	38	14%
Five bedrooms	11	4%
Six bedrooms or more	0	0%
Not stated	19	7%
Total	279	100%

Source: Source: ABS TableBuilder: 2021 Census – counting dwellings, place of enumeration. *includes studio apartments or bedsitters.



3.4.3 PERSONS USUALLY RESIDENT IN DWELLING

Table 3-7 sets out the proportion of people that are usually residents in occupied private dwellings by the number of bedrooms for the Mornington LGA, benchmarked against Queensland. Shaded cells indicate households that may be experiencing housing stress.

Overall, the Mornington LGA has a higher proportion of residents likely experiencing housing stress compared to Queensland. This trend is particularly evident in dwellings with three or more bedrooms, where the percentage of households with eight or more people is significantly higher than the Queensland average. For example, 21.8% of 3-bed dwellings have eight or more people in Mornington LGA compared to 0.6% for Queensland). This indicates a need for additional large dwellings in the Study Area to accommodate large households.

TABLE 3-7 PROPORTION OF HOUSEHOLDS BY RESIDENTS AND NUMBER OF BEDROOMS, MORNINGTON LGA & QLD, 2021

	One Bedroom Dwelling	Two Bedroom Dwelling	Three Bedroom Dwelling	Four Bedroom Dwelling	Five Bedroom Dwelling
Mornington LGA					
One person	100.00%	18.40%	4.10%	1.70%	0.00%
Two persons	0.00%	27.20%	8.80%	6.30%	0.00%
Three persons	0.00%	9.60%	13.90%	9.70%	0.00%
Four persons	0.00%	14.00%	16.50%	14.20%	0.00%
Five persons	0.00%	17.60%	12.00%	12.50%	0.00%
Six persons	0.00%	5.10%	17.90%	22.20%	28.60%
Seven persons	0.00%	8.10%	5.10%	4.00%	36.70%
Eight or more persons	0.00%	0.00%	21.80%	29.50%	34.70%
Queensland					
One person	58.40%	27.30%	10.80%	3.60%	1.60%
Two persons	33.70%	47.90%	34.40%	20.70%	11.20%
Three persons	4.10%	14.60%	22.20%	18.90%	13.70%
Four persons	2.00%	7.30%	21.10%	30.50%	27.20%
Five persons	0.90%	2.00%	7.50%	16.60%	23.60%
Six persons	0.50%	0.60%	2.60%	6.00%	13.40%
Seven persons	0.20%	0.20%	0.80%	2.10%	4.90%
Eight or more persons	0.20%	0.20%	0.60%	1.60%	4.40%

Source: Source: ABS TableBuilder: 2021 Census – counting persons, place of enumeration. Excludes not stated and not applicable responses.

3.4.4 AVERAGE HOUSEHOLD SIZE

Table 3-8 sets out the average household size by the number of bedrooms for all households and Indigenous households in the Mornington LGA, benchmarked against Queensland for the 2021 Census year. Indigenous households are defined as those where one or more individuals identified as Indigenous.

In the Mornington LGA, Indigenous households had a higher average household size than the average across all households, with 3.99 persons per dwelling compared to 3.03. This difference was most notable in five-bedroom dwellings, where Indigenous households averaged 6.67 persons, compared to 4.45 for all households.¹⁴

¹⁴ A direct comparison between Indigenous and non-Indigenous households was not possible, as the ABS does not provide a separate category for non-Indigenous households. Instead, it groups individuals who identify as non-Indigenous with those who did not respond to the survey question.



Overall, household sizes in the Mornington LGA exceeded the Queensland average across all dwelling sizes, with Indigenous households showing an even greater disparity. The average household sizes for all households and Indigenous households (3.03 and 3.99, respectively) were notably higher than the Queensland average of 2.37 persons.

The average household size exceeded the number of bedrooms in three- and four-bedroom dwellings across all households in the Mornington LGA. Among Indigenous households, the average household size was higher than the number of bedrooms in two-, three-, four-, and five-bedroom dwellings.¹⁵

It is important to note that this measure of average household size includes only individuals usually residing in dwellings, excluding visitors. As a result, it does not offer a comprehensive representation of residents' living circumstances. Three-bedroom dwellings make up the largest proportion with 44% of dwellings in the Mornington LGA. They are followed by two-bedroom dwellings (26%), four-bedroom dwellings (14%), one-bedroom dwellings (4%), five-bedroom dwellings (4%) and no-bedroom dwellings (1%).

According to the *Gununa Futures* report, indigenous households had an average household size of 4.7 people based on a sample of 32 occupied houses. It was suggested that this higher figure (compared to ABS Census data) may reflect cultural differences and a reluctance to disclose personal information to unfamiliar individuals due to concerns about tenancy rule enforcement.

The *Gununa Futures* report also states that inconsistent reporting of household numbers by residents may be a contributing factor. However, it acknowledges that the sample size is statistically insignificant, meaning the survey may not accurately represent the broader population.¹⁶

TABLE 3-8 AVERAGE HOUSEHOLD SIZE BY NUMBER OF BEDROOMS, MORNINGTON & QLD, 2021

	Mornington LGA		Queensland
	All Households	Indigenous Households	All Households
One bedroom	1.33	NA	1.16
Two bedrooms	1.89	2.67	1.70
Three bedrooms	3.77	4.30	2.33
Four bedrooms	4.63	4.65	3.05
Five bedrooms	4.45	6.67	3.73
Any number of bedrooms	3.03	3.99	2.37

Source: ABS TableBuilder: 2021 Census – counting dwellings, place of enumeration & counting persons, place of enumeration. Note: this data is based on a count of occupied dwellings on the Census date and cannot be compared with data in Table 3-4.

3.5 OTHER RESIDENTIAL USES

Table 3-9 provides an estimated number of beds within other residential accommodation types across Gununa. These estimates are combined with the detached dwelling data from the resident housing stock to form a more complete picture of overall accommodation capacity. It is clear that there is very little capacity to accommodate the existing and future community and worker populations.

¹⁵ Due to data constraints, average household sizes cannot be calculated for dwellings with one bedroom or six or more bedrooms.

¹⁶ Based on total occupied private dwellings, the sample used in their report accounts for approximately 11% of the population.



TABLE 3-9 TOTAL EXISTING HOUSING SUPPLY (APPROXIMATE NUMBER OF BEDS)¹⁷

Housing type	Total dwellings	Total number of beds ¹⁸	Capacity (vacant beds)
Council workers accommodation (other than VAC/Motel) (Mornington Shire Council)	5	10	0
Visitor accommodation (Mornington Council Motel & Council Visitors Accommodation (VAC))	92	92	10
Health workers accommodation (Mornington Island Hospital & Aboriginal Community Health Centre)	20	40	0
Education workers accommodation (Mornington Island State School)	10	20	0
Aged care facility (Kuba Natha Hostel)	15	15	6
Permanent Residents ¹⁹	285	1137	0
TOTAL	~422	~1304	~16

Source: Consultation with Council, service providers, Foresight housing analysis, desktop assessment.

3.6 SUMMARY

Mornington Shire’s demographic profile reflects a small, predominantly Aboriginal and Torres Strait Islander population with unique household structures and housing needs. The 2021 ABS Census identifies 1,056 permanent residents in 285 households, with an average household size of 3.03, increasing to 3.99 for Indigenous households. This larger household size indicates a high prevalence of overcrowding and reinforces the need for housing models that support extended family living.

The total existing housing supply (number of dwellings) for all residential uses including workers accommodation, short stay accommodation and permanent dwellings is approximately 422. This equates to an approximate total of 1,304 beds with a vacant capacity of 16. This housing is to cater for fluctuating numbers of workers, visitors and permanent residents. Existing worker, aged-care and visitor accommodation contribute additional beds, yet the total housing supply remains insufficient to meet existing and emerging demand.

The limited number of dwellings and available beds, high occupancy rates, and constrained availability of suitable residential land intensify current housing pressures. These demographic characteristics underscore the need for greater housing diversity, culturally appropriate dwelling designs, and targeted growth areas supported by infrastructure. Population growth, combined with existing overcrowding, means that future housing delivery must prioritise both additional supply and improvements to the suitability and functionality of dwellings.

¹⁷ Estimated number of dwellings/beds have been derived from a combination of limited stakeholder feedback and aerial imagery review (latest available imagery from QLD Globe, December 2025). Actual dwelling counts, occupancy levels and bed capacity may differ from the estimates presented in this Study. It is recommended that Council undertake further confirmation with relevant agencies to refine these figures for future planning, funding applications and project delivery.

¹⁸ Where information is unavailable, total number of beds has been calculated at 2x the number of dwellings considering the small nature of workers accommodation (often a donga or single/double bed rooming accommodation).

¹⁹ Based on approximate total residences (Table 3-5 - 285 occupied private dwellings based on 2021 ABS census data for Mornington LGA) and approximate total beds (3.99 per dwelling)



DEVELOPMENT **ACTIVITY**

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“Part 3 – ‘Development Activity’ is a present-day snapshot on current and planned development activity affecting housing supply and demand in the region and resulting planning recommendations.”

4.1 PLANNED DEVELOPMENT AND APPROVALS

Understanding the pipeline of planned and recently approved development is essential to accurately determining Mornington Island’s future residential land supply. This section outlines current development applications, recent approvals and proposed projects.

4.1.1 RESIDENTIAL APPROVALS

This section examines trends in building approvals and development applications from 2017 to 2025. This has been derived from building approval data and development approvals for Material Change of Use (MCU) and Reconfiguration of a Lot (ROL). This section is intended to provide an overview of dwelling approval trends and an indication of supply that is available to accommodate future residential growth.

Table 4-1 sets out the number of dwelling approvals from FY2017 to FY2024. A total of 11 dwelling approvals were recorded in the Study Area from FY2017 to FY2024, suggesting limited development activity. All approvals were for detached houses, with none for townhouses or apartments.

TABLE 4-1 DWELLING APPROVALS, STUDY AREA, FY2017 TO FY2024

Financial Year	Approvals
2017	-
2018	-
2019	-
2020	6
2021	-
2022	-
2023	3
2024	2

Source: Unpublished ABS Dwelling Approval Data by SA1.

The current profile of residential development approvals indicates that activity is slow but increasing. However, there is a clear misalignment between dwelling provision and the resident population. Current conditions imply long-term housing demand pressures despite low population growth, since overcrowding, cultural housing needs, and limited new construction combine to create unmet demand for appropriately sized dwellings.

4.1.2 PLANNED DEVELOPMENT

The following section outlines planned development identified through consultation with Council, planning and development notices and strategic planning documents, including the Mornington Master Plan.



While some initiatives are at an early feasibility stage and may not proceed, reviewing them provides valuable insight into the scale, location and timing of potential new housing or community infrastructure. Assessing these proposals alongside existing land availability helps identify how much developable land may remain once committed or anticipated projects are delivered and highlights any gaps that future planning will need to address.

MORNINGTON ISLAND MASTER PLAN 2020

The Master Plan provides data on existing and proposed residential land supply in Gununa including the new master planned neighbourhood, the Lardil Street Precinct Plan area and the Barwu Concept Plan area (refer to **Table 4-3**).

Town Centre Precinct Plan Area

The Town Centre Precinct proposes a structured layout of uses within the core of Gununa. The vision for the Gununa town centre is a services and community hub with a focus on shops, offices, public open space, community uses and multiple dwelling residential.

The proposed residential area is located over six (6) lots across from the retail and services precinct and specifies multiple dwelling typology. This is a higher density of housing than what is currently at this location.

Lardil Street Concept Precinct Plan Area

The Lardil Street Precinct Plan is located over land currently occupied by the Morningside Airport and airstrip. The Precinct Plan area was developed based on the relocation of the airstrip and proposes a pipeline of approximately 115 residential lots, with clear assumptions around lot size, density and staging:

- Proposed dwelling lot mix:
 - 102 low-density lots at 800 m²
 - 2 low-density lots at 870 m²
 - 4 medium-density lots at 900 m²
 - 2 medium-density lots at 1,000 m²
 - 2 medium-density lots at 1,100 m²
 - 3 medium-density lots at 2,000 m² (e.g. 6-unit complexes)
- Aged care and independent living options for youth: Medium-density sites are envisaged in response to overcrowding and limited aged care
- Residential lots adjoin open space: The development incorporates new parks / playgrounds and green buffers to the airport and commercial uses.
- Staging:
 - Stage 1: 10 x 800 m² lots + an 8,935 m² open space lot + connecting road.
 - Stage 2: 10 x 800 m² lots + new road linking to existing industrial area.

Barwu Concept Plan Area

The Barwu Concept Plan area is an alternative or complementary expansion area to the Lardil Street Precinct. Barwu (north-east of Gununa) was planned in 2018, with desired uses including crisis housing, temporary/social housing, seniors housing, tourist accommodation and a community hub.

The Master Plan notes high development costs and essential habitat constraints in Barwu and flags that housing growth may instead focus on the former airstrip if relocated. In future planning, Barwu may be treated as a secondary or longer-term expansion option, sensitive to and subject to environmental and cost constraints.



Infill housing

Consideration of infill housing opportunities is important in planning for future development as it provides short-medium-term additional yield without major new trunk infrastructure and supports diversity of dwelling types (small units, seniors housing, etc.) in high-amenity locations. The Master Plan supports infill development and redevelopment of underutilised lots (e.g. Lots 925–926) for small multiple-dwelling projects (4–5 units), especially near the town centre and health services.

The relocation of the existing power station from the town centre is also identified to allow for a centrally located site for multiple dwelling housing, improving walkable access to shops and services.

Table 4-2 provides details of recent residential development applications, approvals and planned development. These projects demonstrate current demand and trends in residential development type, composition, and location. Applications include multi-unit developments for both workers' accommodation and permanent residences.

CAPITAL HOUSING STRATEGY

Morningside's Capital Housing Strategy provides an approved building program and forward pipeline of projects for funding allocation. According to the Strategy, Gunana's remaining vacant infill sites have been scheduled for new home construction as part of the state funded 'Forward Remote Capital Program' (refer to **Section 1.3.5**).

These sites are listed in

Table 4-3 provides additional detail on proposed and approved development in Gunana.

TABLE 4-2 CURRENT FUNDING AGREEMENTS FOR SOCIAL HOUSING²⁰

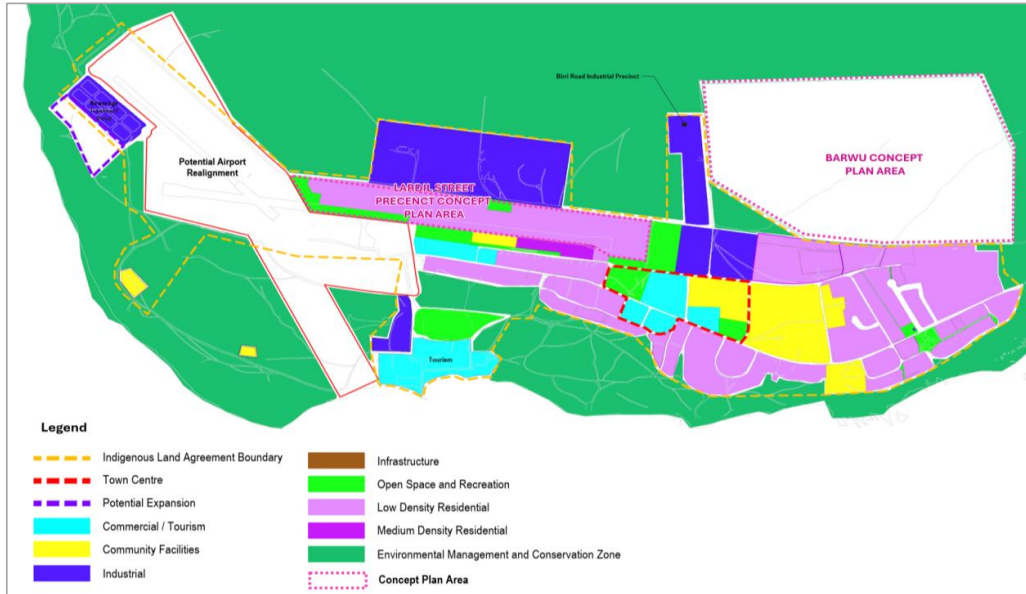
Street Address	RPD	Project Yield	Funding Program
CLI 152 Lardil Street	277/SP/270889	2x5B DU	RICD - CBRC_Construction
CLI 30 Lardil St	Lot 24 on SP 270889	1x2B Ext	RICD - CBRC_Upgrades
Placeholder - SHAP	TBC	5x2B EXT	SHAP - Extension
103 Wurrurku Crescent	137SP270889	1x2B EXT	SHAP - Extension
16 Lardil Street	49SP270889	1x2B EXT	SHAP - Extension
9 Lardil Street	42SP270889	1x2B EXT	SHAP - Extension
286A Mukakiya Street	246/SP270889	1x3B DH	QHIGI New Construction
323A Mukakiya Street	206/SP270889	1x3B DH	QHIGI New Construction
126B Wengka Street	2/SP323739	1x2B DH	QHIGI New Construction
254 Wardirran Street	70/SP270889	1x4B DH	QHIGI New Construction
Lot 925 Lardil Street	925/SP270889	1x3B DH	QHIGI New Construction
Lot 926 Lardil Street	926SP270889	4x2B Units	RICD - \$105M Construction
Morningside Island - Cnr Kaladilt and Lardil Streets	9SP270889 and 20SP270889	2 Lots for 13 Cluster dwellings	QHIGI Land & Infrastructure
192 Yarrabarkan Street	233SP270889	1x2B EXT	RICD - \$105M Upgrades
205 Lardil Street	193SP270889	1x2B EXT	RICD - \$105M Upgrades
Placeholder - 13 DH on Cnr Kaladilt and Lardil St	TBC	13 DH	QHIGI New Construction
Lardil Street	911 on SP270889	14 units	QHIGI New Construction
	Approximate Total	62 dwellings (>108 beds)	

²⁰ Note that some of the SHAP (Dwelling Extensions) have not been finalised and could be subject to change.



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

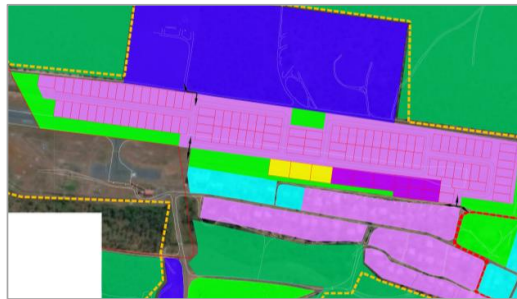
FIGURE 4-1 MORNINGTON ISLAND MASTER PLAN 2020



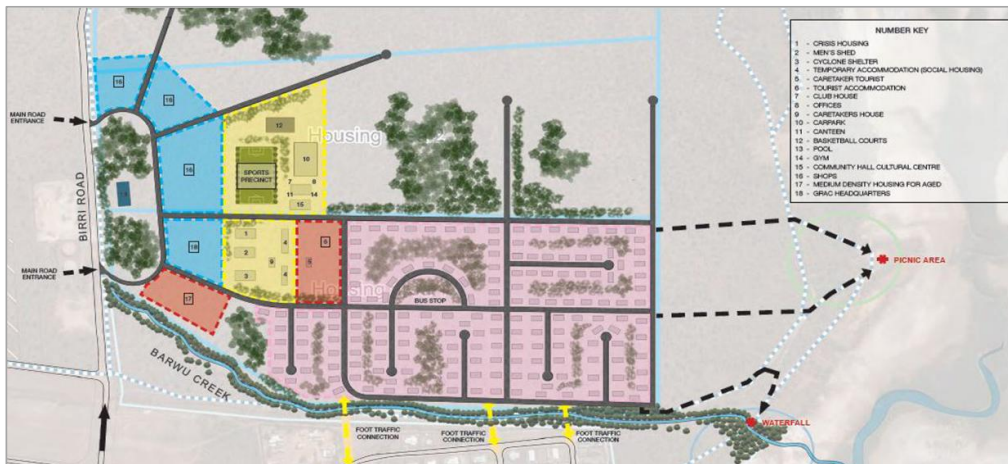
Town Centre Precinct Plan Area



Lardil Street Concept Precinct Plan Area



Barwu Concept Plan Area



Source: Mornington Master Plan 2020



TABLE 4-3 RECENT RESIDENTIAL DEVELOPMENT APPLICATIONS AND PLANNED DEVELOPMENT IN MORNINGTON

Ref.	Lot /RP	Location	Status	Funding	Key Dates	Reference No.	Description	Residential Use	Site Area	Development Detail
Lardil Street Precinct										
1	Lot 911 SP270889 Lot 20-22 SP270889	Lardil Street, Gununa	Approved	Forward Remote Capital Program	29 Jan 2024 Properly Made	Council: DA2023 _ 049	Material Change of Use (Multiple Dwellings), 13 dwellings	Multiple dwellings (town homes)	4,461.9 m ²	Lot 911 SP270889 is subject to a specific MCU approval (DA2023_049) for 13 dwellings. The MCU for 13 dwellings proposes 1-2 storey developments including: <ul style="list-style-type: none"> • 5 x 2 Bed Houses • 4 x 3 Bed Houses • 3 x 4 Bed Houses For a total of total 44 beds • The application is currently on Public Notification and is still under assessment
2	Lot 901 SP237463	Lardil Street and existing airport land	Mornington Master Plan concept plan	n/a	2020 Plan preparation	n/a	Precinct Concept Plan: <ul style="list-style-type: none"> • 115 residential lots including medium-density sites • Aged care and independent living options for youth New parks / playgrounds and green buffers to the airport and commercial uses	Multiple dwellings (medium density) Aged care Youth independent housing		The Lardil Street Precinct Plan is located over the existing airport and airstrip site and is dependent on its relocation. The development proposes a potential pipeline of approximately 115 residential lots and associated staging, open space and road connections, with clear assumptions around lot size and density. <ul style="list-style-type: none"> • Proposed dwelling lot mix: <ul style="list-style-type: none"> • 102 low-density lots at 800 m² • 2 low-density lots at 870 m² • 4 medium-density lots at 900 m² • 2 medium-density lots at 1,000 m² • 2 medium-density lots at 1,100 m² • 3 medium-density lots at 2,000 m² (e.g. 6-unit complexes) • Proposed Use: <ul style="list-style-type: none"> • Aged care and independent living options for youth: Medium-density sites are envisaged in response to overcrowding and limited aged care • Residential lots adjoin open space: the Gununa area incorporates new parks / playgrounds and green buffers to the airport and commercial uses. • Staging: <ul style="list-style-type: none"> • Stage 1: 10 x 800 m² lots + an 8,935 m² open space lot + connecting road. • Stage 2: 10 x 800 m² lots + new road linking to existing industrial area.
Council Visitor Accommodation Centre (Camp 1)										
3	Lot 921 SP270889 Lot 296 SP270889	Mukakiya Street and Birri Road, Gununa	Concept Planning		2018 Concept Plan		Accommodate new staff housing in existing development	Workforce accommodation		Council intends to revitalise existing Camp 1 with improved facilities and more efficient use of the site i.e. increase the accommodation supply. Existing development includes: <ul style="list-style-type: none"> • 10 x 10ft container accommodation units (self-contained 1 bed) • 8 x 40ft container accommodation units (4 bed each = 32 x 1 bed units) • Co-use dining, kitchen and laundry facilities New concept plan yet to be finalised.



Ref.	Lot /RP	Location	Status	Funding	Key Dates	Reference No.	Description	Residential Use	Site Area	Development Detail
Council Visitor Accommodation Centre (Camp 2)										
4	Lot 921 SP270889 Lot 296 SP270889	Mukakiya Street and Birri Road, Gununa	Under Assessment		27 Oct 2023 Application made		Material Change of Use (Workforce Accommodation): 32 temporary accommodation units (32 beds) and ancillary facilities Reconfiguring a Lot (Boundary Realignment): 2 Lots into 2 lots	Workforce accommodation	Lot 291: 127,700m ² Lot 296: 13,520m ²	<ul style="list-style-type: none"> • Located immediately adjacent to an existing Contractor's Camp 1 • No impact community access to the sea, beach or bush and no clearing of remnant vegetation is proposed • Located within and immediately to the General Residential area and can be easily connected to service infrastructure, thus enabling the development to proceed in an efficient, sustainable and cost-effective manner • Located within Council's priority infrastructure Area (PIA) • Proposed maximum building height of five (5) metres and will not encroach into the operational airspace • The proposal is likely to generate long-term economic benefits through enabling contractors to construct necessary infrastructure for Gununa • The proposal enhances existing accommodation services on Mornington Island and provides an additional 32 temporary accommodation rooms to address current and predicted contractor accommodation shortages. • Development comprises: Units 33-62 comprising 6 x 40 ft containers (4 bed each = 24 x one-bedroom units with ensuite) + 3 x 20ft containers, each with 2 bedrooms (no ensuites) (+ containers for kitchen, dining, laundry and BBQ area). • Note – a previously approved 2-bed 20ft container was not yet built i.e. current development is not entirely consistent with the existing approval.
Council Workforce Accommodation Project										
5	Lot 7, 8, 10 SP270889	191 Cemetery Road (Lot 8)	Concept Planning	-	-		Material Change of Use (Workforce Accommodation)	Workforce accommodation	Approx 6500m ²	<ul style="list-style-type: none"> • Proposal to include temporary accommodation units and ancillary facilities • No current detail on proposal • Potential additional land for temporary workforce accommodation • South of existing Council site
Barwu Concept Plan										
6	part of Lot 900 SP237463		Mornington Master Plan concept plan	-	-	-	Concept plan comprises residential, commercial and community use and proposes 162 residential dwellings in Phase 1	Detached dwellings Crisis housing Temporary/social housing Senior's housing Tourist accommodation	-	<ul style="list-style-type: none"> • The Barwu Concept Plan is a precinct-scale plan defined in the Mornington Master Plan that identifies the long-term subdivision potential of Lot 900. • The concept plan has no attributed approvals and no development applications for projects within the concept plan have been proposed • The Barwu Concept Plan area is an alternative or complementary expansion area to the Lardil Street Precinct. • This development was planned in 2018, and included crisis housing, temporary/social housing, seniors housing, tourist accommodation and a community hub. • The Master Plan notes high development costs and essential habitat constraints in Barwu and flags that housing growth may instead focus on the former airstrip if relocated. • In future planning, Barwu can be treated as a secondary or longer-term expansion option, sensitive to and subject to environmental and cost constraints.
Eco Tourism Resort										



Ref.	Lot /RP	Location	Status	Funding	Key Dates	Reference No.	Description	Residential Use	Site Area	Development Detail
7	part of Lot 900 SP237463	Birri Road, Gununa	Concept plan	n/a	Lodgement: Sept 2025	Council: DA2024_002	Preliminary Approval for: Variation Request Development Permit for: Reconfiguring a Lot Material Change of Use	Tourist accommodation	-	<ul style="list-style-type: none"> Preliminary Approval for a Variation Request to override the zoning, specified levels of assessment, development standards and design provisions Proposed use includes a Nature Based Tourism Eco Tourism Resort (Stage 1: 2 units & Staff Accommodation) Reconfiguring a Lot (1 into 2 lots)
Lardil Street Public Housing (x4 dwellings)										
8	Lot 926 SP282722	192 Yarrbarkan Street and 205 Lardil Street	Application Approved Funding Approved Construction contract TBC	Forward Remote Capital Program RICD - \$105M Construction	Approved: 31 Oct 2025	Council: DA2021_030 Contract: AS2124-1992	4 x 2-B dwellings, men's accommodation	Detached dwellings	1,141m ²	<ul style="list-style-type: none"> NQ Sheds and Patios Pty Ltd trading as Queensland Kit Homes signed contracts to construct as a part of the Forward Capital Remote Program Contract type: AS2124-1992 Delivery model: Preferred Supplier Grant funding amount: \$7,328,042 Funding start date: 13/10/2022 Funding end date: 31/12/2026 Contract Amount: \$5,744,214.25 (ex GST) Contract start date: Being updated Practical completion date: Being updated Defects Liability Period (DLP): PC date + 12 months
Lardil Street Duplex										
9	Lot 925 SP270889	Lardil Street	Application Approved Funding Approved	Forward Remote Capital Program QHIGI New Construction	Sep 2025	Contract: AS2124-1992 Council: DA2021_021	Reconfiguring a Lot 1 x 3B duplex and garden Infill development	Duplex	787m ²	<ul style="list-style-type: none"> Lot 925 is to be subdivided, with the boundary of Lot 172 to extend to the Lot 926 boundary The Lardil St portion of Lot 925 is to site proposed duplex housing, the Wengka Street portion to site a garden for the residence currently on Lot 177. The DHPW approved funding for houses on Lot 925, but concept design has not yet progressed A program and schedule are to be developed to identify key deliverables to progress the project.
Cemetery Road Social Housing										
10	Lot 9 SP270889	Cemetery Road	Concept Planning Funding Approved	QHIGI Land & Infrastructure	Jun 2024 (funding start date)	Council: DA_161020_25 Project code: 4564/W4Q/Lot9CEM	Redevelopment of residential lot to include several dwellings including short term/social housing	Detached dwellings Social housing Short term accommodation	2,434m ²	<ul style="list-style-type: none"> Grant funding amount: \$1,000,000 Funding start date: 30/06/2024 Funding end date: 30/09/2027 Funding will be provided by DHPW for a portion of the development application process (three development applications required). Remote Indigenous Land and Infrastructure Program Office (RILIPO) may also contribute at a later stage Zoning amendments are proposed as part of this development. One of the sites will be developed for the purpose of short term/social housing. A program and schedule to be developed to identify key deliverables across the project stages.
Motel Expansion x4 units										
11	Lot 16 on SP270889	291 Kaiadilt Street	Council to progress		Sep 2025 Tender report	Tender reference: MSC-VP468374	Pending approval for Motel expansion 4 x units	Motel		<ul style="list-style-type: none"> Council operates the existing motel accommodation as a part of the Accommodation and Hospitality portfolio There are currently ten existing units with four additional units proposed



Ref.	Lot /RP	Location	Status	Funding	Key Dates	Reference No.	Description	Residential Use	Site Area	Development Detail
										<ul style="list-style-type: none"> A project Tender Recommendation Report submitted to Council in September 2025. The recommendation and resulting Council resolution was: "That Council approve the tender of Bay Investments Qld Pty Ltd trading as OLY HOMES (motel expansion 4 x units)". A Council project management team are progressing the project.
	Infill Housing									
12	Lot 246 SP270889	286A Mukakiya Street	Funding Approved	QHIGI New Construction			Redevelopment of lot & additional dwelling/s (1x3B dwelling extension)	Dwelling extension		<ul style="list-style-type: none"> Development includes a dwelling house within an existing residential area (infill) Development is funded by the Forward Remote Capital Program / QHIGI New Construction
13	Lot 2 SP323739	126B Wengka Street	Funding Approved	QHIGI New Construction			Redevelopment of lot & additional dwelling/s (1x2B DH)	Detached dwelling		As above
14	Lot 206 SP270889	323A Mukakiya Street	Funding Approved	QHIGI New Construction			Redevelopment of lot & additional dwelling/s (1x3B DH)	Detached dwelling		As above
15	Lot 70 SP270889	254 Wardirran Street	Funding Approved	QHIGI New Construction			Redevelopment of lot & additional dwelling/s (1x4B DH)	Detached dwelling		As above
16	Lot 172 SP270889	126A Wengka Street	Funding Approved	QHIGI New Construction		Approval: DA2021_033	Redevelopment of lot & additional dwelling/s (1x2B DH)	Detached dwelling		As above
17	Lot 233 SP270889	192 Yarrabarkan Street	Funding Approved	RICD - \$105M Upgrades			Redevelopment of lot & additional dwelling/s (1x2B dwelling extension)	Dwelling extension		As above
18	Lot 193 SP270889	205 Lardil Street	Funding Approved	RICD - \$105M Upgrades			Redevelopment of lot & additional dwelling/s (1x2B dwelling extension)	Dwelling extension		As above
19	Lot 277 SP270889	152 Lardil Street	Funding Approved	RICD – CBRC Construction			Redevelopment of lot & additional dwelling/s (2x5B DU)	Dwelling Units		As above
20	Lot 24 SP 270889	30 Lardil St	Funding Approved	RICD – CBRC Upgrades			Redevelopment of lot & additional dwelling/s (1x2B EXT)	Dwelling extension		As above
21	Lot 137 SP270889	103 Wurrurku Crescent	Funding Approved	SHAP - Extension			Redevelopment of lot & additional dwelling/s (1x2B EXT)	Dwelling extension		As above
22	Lot 49 SP270889	16 Lardil Street	Funding Approved	SHAP - Extension			Redevelopment of lot & additional dwelling/s (1x2B EXT)	Dwelling extension		As above
23	Lot 42 SP270889	9 Lardil Street	Funding Approved	SHAP - Extension			Redevelopment of lot & additional dwelling/s (1x2B EXT)	Dwelling extension		As above

Source: Mornington Shire Council Proposed Development and Proposed Development Notices 2025, Mornington Capital Housing Strategy 2025

FIGURE 4-2 LOTS SUBJECT TO DEVELOPMENT PLANS, APPLICATIONS OR APPROVALS (2025)



Legend

- Gununa Town Centre
- Cadastre
- x Reference number
- Potential Development Area



4.2 SUMMARY

Gununa's development context is defined by a compact urban footprint surrounded by environmentally constrained land, including coastal margins, mature vegetation, wetlands and bushfire-prone areas. Existing development is almost entirely concentrated in the General Residential Zone, with limited vacant lots available for immediate housing. As of October 2023, 95.6% of residential lots were occupied, leaving only twelve (12) vacant lots, of which only nine (9) are suitable for new dwellings. This confirms that the existing zoned supply cannot meet future housing demand.

Planned development activity includes both recent approvals and proposals under the Morningside Island Master Plan. However, some Master Plan concepts remain at feasibility stage, and not all projects are guaranteed to proceed. Approvals primarily relate to single dwellings or minor upgrades, indicating that the current planning framework has not yet enabled large-scale or diverse residential growth.

Implications for the Planning Scheme and future housing includes:

- The current planning scheme's limited differentiation between residential uses restricts delivery of specialised housing (e.g., community residences, care facilities) that the community urgently needs.
- High reliance on a single residential zone limits opportunities for diversified built form, staged growth and higher-needs accommodation.
- Future amendments should establish clearer pathways for diverse residential types, especially those needing proximity to health, community and support services.
- Very limited vacant lots highlight the need for new serviced land release, aligned with master planning and infrastructure capacity.
- Development constraints surrounding the township reinforce the need for a strategic expansion area and a possible Emerging Community Zone for long-term supply planning.



STATUTORY PLANNING **CONTEXT**

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“Part 4 – ‘Statutory Planning Context’ describes the legislative framework relevant to land use planning in Queensland. It identifies State and local planning interests relevant to the Study, as well as influential planning studies, strategies and guidelines relevant to housing development in the Mornington Shire Council Area.”

5.1 STATE PLANNING MATTERS

The following elements of the State Planning Framework have been identified as relevant to the Study:

- *Planning Act 2016*
- *Planning Regulation 2017*
- State Planning Policy (2017)
- Gulf Regional Development Plan 2000 (Non-Statutory)

The above-mentioned legislation and State Planning Instruments are discussed in the following section.

5.1.1 PLANNING ACT 2016

The current version of the *Planning Act 2016* (‘the Planning Act’) as at the time of writing this Review Report is 18 July 2025.

The purpose of the Planning Act is ‘to establish an efficient, effective, transparent, integrated, coordinated, and accountable system of land use planning (planning), development assessment and related matters that facilitates the achievement of ecological sustainability.’ (Chapter 1, section 3)

Chapter 1, section 5 of the Planning Act states that an entity (such as Local Government) that performs a function under the Planning Act ‘must perform the function in a way that advances the purpose of the Planning Act 2016.’

Advancing the purpose of the Planning Act includes (Chapter 1, section 5 (2)):

- (a) following ethical decision-making processes that—
 - (i) take account of short and long-term environmental effects of development at local, regional, State and wider levels; and
 - (ii) apply the precautionary principle, namely that the lack of full scientific certainty is not a reason for delaying taking a measure to prevent degradation of the environment if there are threats of serious or irreversible environmental damage; and
 - (iii) seek to provide for equity between present and future generations; and
- (b) providing opportunities for the community to be involved in making decisions
- (c) promoting the sustainable use of renewable and non-renewable natural resources, including biological, energy, extractive, land and water resources that contribute to economic development through employment creation and wealth generation; and



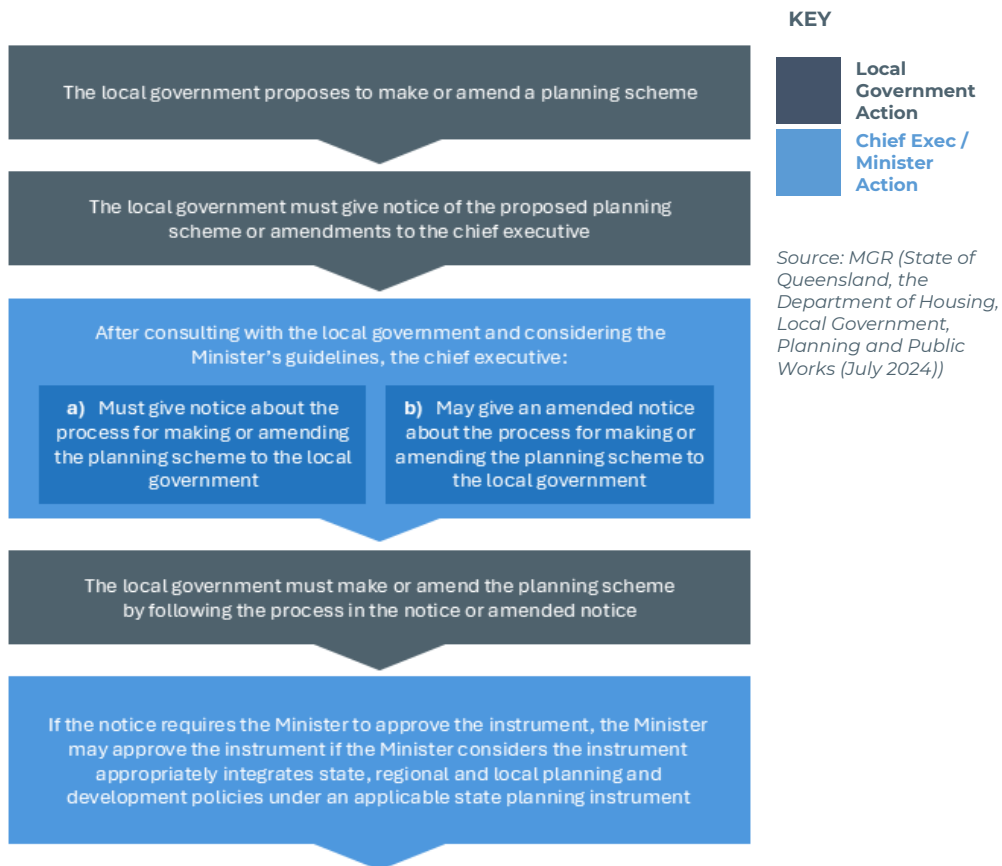
- (d) valuing, protecting and promoting Aboriginal and Torres Strait Islander knowledge, culture and tradition; and
- (e) conserving places of cultural heritage significance; and
- (f) providing for housing choice, diversity and affordability; and
- (g) encouraging investment, economic resilience and economic diversity; and
- (h) supplying infrastructure in a coordinated, efficient and orderly way; and
- (i) applying amenity, conservation, energy use, health and safety in the built environment in ways that are cost-effective and of public benefit; and

avoiding, if practicable, or otherwise minimising the adverse environmental effects of development (climate change, urban congestion or declining human health, for example).

5.1.2 MAKING OR AMENDING A PLANNING SCHEME

Chapter 2, section 18 of the Planning Act applies to any recommendations of the Study that the Council decide to take forward as an amendment to the Planning Scheme. **Figure 5-1** shows a summary of the process followed for the making or amending of a Planning Scheme. Chapter 2 of the *Minister’s Guidelines and Rules Version 3.0* (July 2024) provides more detailed guidance in respect to the Planning Scheme amendment processes.

FIGURE 5-1 MAKING OR AMENDING A PLANNING SCHEME





5.1.3 PLANNING REGULATION 2017

The current version of the *Planning Regulation 2017* ('the Regulation') is 18 July 2025. The Regulation establishes the regulated requirements for a Planning Scheme, including the zones and use terms that may be adopted in a local planning instrument (including any future amendments to the Planning Scheme). Pursuant to section 16 of the Planning Act, the contents prescribed by regulation apply instead of a local planning instrument, to the extent of any inconsistency.

5.1.4 STATE PLANNING POLICY

The current version of the *State Planning Policy* (SPP) is July 2017. Pursuant to the Planning Act, each Planning Scheme is to integrate the state planning policies relevant to the Local Government Area. The SPP July 2017 is the result of a comprehensive review of the State's Interests in planning and development and replaced the SPP April 2016. The 2017 SPP is part of a new planning framework established in 2017 by the Planning Act and the Regulation.

SPP July 2017 contains key policy changes to State Interests. These interests need to be applied during plan-making, including in respect to amendments and updates to Planning Schemes prepared prior to 2017, under the superseded SPP. The changes were made to reflect important government priorities and to deliver a more efficient planning system.

The SPP July 2017:

- incorporated new and refined policies for State Interests, which local governments must consider in their Planning Schemes.
 - The SPP focuses on 17 state interests grouped into five themes: liveable communities and housing, economic growth, environment and heritage, safety, and resilience to hazards. The SPP includes an additional State Interest being 'infrastructure integration' which is not reflected within the current Planning Scheme.
 - Select development assessment benchmarks were removed or refined in the transition to SPP July 2017, meaning there are changes to the criteria for certain development.
- introduced a new state interest policy to facilitate high-quality urban design and promote affordable, sustainable, and complete communities.
- updated housing policies to support diverse and affordable housing, and a new definition for social housing was included.
- introduced a new community benefit system, requiring a Social Impact Assessment (SIA) for certain prescribed developments.
 - The SIA process was formally introduced through the *Planning Regulation 2017*, and related changes were made to the State Development Assessment Provisions (SDAP) to ensure social impacts were considered.

The Mornington Shire Planning Scheme has been updated to reflect the SPP and Planning Regulation, including:

- identification of Gununa as the primary settlement and location for most housing
- a housing/settlement theme requiring investigation of expansion areas north/north-east and preparation of a master plan (which this Master Plan fulfils)
- overlay controls for flood, coastal hazards, bushfire and airport environs affecting where housing can go.



The SPP provides a policy basis for assessing whether current zonings and the Master Plan provide sufficient, hazard-resilient, serviced land to meet 2031/2041 demand.

GUIDING PRINCIPLES

As previously stated, the SPP 2017 defines 17 state interests, within five (5) main categories:

- Liveable communities and housing
- Economic growth
- Environment and heritage
- Safety and resilience to hazards
- Infrastructure.

The SPP also includes guiding principles aimed at producing plan-making and development assessment procedures which are outcome-focused, integrated, efficient, positive and accountable.

FIGURE 5-2 GUIDING PRINCIPLES OF THE SPP 2017



Source: SPP, 2017

INTEGRATION

Local governments refer to the SPP when creating or modifying their local Planning Schemes and may also use the SPP to assess certain aspects of development applications, if the applicable Planning Scheme hasn't yet incorporated specific state interests. The state government collaborates with local governments to ensure that state interests are reflected in their local Planning Schemes. The Planning Minister has the final authority to approve any updates to a local Planning Scheme document.



5.1.5 GULF REGIONAL DEVELOPMENT PLAN (NON-STATUTORY)

The *Gulf Regional Development Plan 2000* (the 'GRDP') is a non-statutory regional planning document for the Southern Gulf of Carpentaria region (Gulf Region) located in Queensland's far North-West, including the Local Government and Community Council area of Mornington. The Gulf Region is remote and predominantly rural nature which has both positive and negative effects regarding quality of life for the region's residents.

The GRDP is a joint Government and community initiative to encourage and guide sustainable growth and development of the Gulf region. It provides strategies, recommendations and priority actions to address the key regional issues. These strategies are intended to provide guidance as to new directions in policy development and implementation, as well as making use of existing organisational and administrative structures.

Strategies include:

1. Infrastructure
2. Integrated Transport
3. Community Services
4. Community Development and Planning
5. Economic Development
6. Employment, Education and Training
7. Environment and Natural Resources
8. Native Title Strategies.

The GRDP identifies a comprehensive suite of priority actions based on these strategies related to housing supply, affordability, quality and governance across the Gulf communities.

Although dated, the document remains relevant because the underlying structural drivers including remote location, service delivery gaps, limited rental market, overcrowding, high construction costs and reliance on public sector housing, and continues to apply to Mornington Shire today.

HOUSING CONSTRAINTS

The GRDP highlights insufficient and inappropriate housing for employees and residents across the region, noting:

- **Chronic shortage of appropriate housing:**
 - A shortage of adequate employee housing, including for public sector workers
 - Insufficient public housing, private rental and social housing options, leading to vulnerability for low-income households.
- **Scarcity of rental accommodation and impacts on vulnerable groups:**
 - Emphasises the shortage of rental accommodation, particularly for disadvantaged households
 - Private rentals are "extremely scarce", and competition restricts access for vulnerable groups
 - Government workers occupying scarce private rentals distort the market, necessitating greater government investment in staff housing.
- **High construction costs and market barriers:**
 - identifies high building costs, freight constraints, and a lack of financial institution



support as major barriers to private housing development:

- calls for exploring “options to enhance support from financial institutions” for remote area housing
- notes Fringe Benefits Tax (FBT) as a disincentive for employers to develop worker accommodation
- o infrastructure constraints (high construction costs, transport/logistical limitations) still shape housing feasibility in Morningson.
- **Public housing backlog, weak data and poor coordination:**
 - o stresses the need for accurate housing needs assessment and wait-list data (with Census undercount noted as a major problem) and improved coordination of the multiple public ATSI and community housing programs, which were fragmented and not centrally aligned
 - o This is consistent with other frameworks (e.g., LTCAP, addressed in **Section 4.4**) that seek coordinated investment and local housing plans.

The GRDP describes several Strategic Directions that propose actions relevant to planning for housing in Morningson including:

- **Increase supply and diversity of housing options:**
 - o Review design of public housing to reflect culture, climate and lifestyle considerations; prototype new designs
 - o Provide crisis accommodation in each town
 - o Increase private rental stock and develop mechanisms to improve housing affordability.
 - o For Morningson, this aligns with the Master Plan’s push for medium-density, aged care, crisis, and temporary housing, and the need to address overcrowding and cultural appropriateness in future residential development.
- **Worker and staff housing:**
 - o Government agencies need to invest in more suitable and sufficient staff housing to avoid diverting private rental stock
 - o Private employers (mining, infrastructure) also need to play a role in providing adequate housing for each phase of their project that does not detrimentally impact local communities
 - o This is relevant to Morningson Shire where stability of services (health, education etc.) is strongly influenced by the availability of worker accommodation.

SOCIAL HOUSING AND INDIGENOUS HOUSING

The GRDP recommends that housing for Indigenous families must reflect cultural occupancy patterns, fluctuating household sizes, and high wear and tear. These considerations directly relate to Morningson’s overcrowding issues and need for culturally responsive dwelling design.

The GRDP promotes the need for a holistic and coordinated approach to social housing involving all levels of government and non-government stakeholders. The document suggests the development of mechanisms to improve maintenance, training for tenant homemaker programs, and improved inspection procedures. This reinforces the need for integrated local housing planning in Morningson.

The GRDP provides a foundational understanding of long-standing housing issues in remote Gulf communities, including Morningson Shire. Its key findings including housing shortages, insufficient rental supply, inadequate staff accommodation, cultural design needs, and a fragmented housing governance environment remain relevant today. These



insights reinforce the importance of increasing land supply, coordinating investment, supporting diverse housing typologies, and addressing the high levels of need and overcrowding that persist in Gununa.

The GRDP's strategic directions and priority actions provide a basis that supports the recommendations of the Master Plan and aligns with current state policy directions such as Local Thriving Communities and Indigenous Housing Action Plans.

5.1.6 NATIVE TITLE

Native title rights and interests are to be protected when undertaking development in declaration areas in compliance with the *Native Title Act 1993*, *Aboriginal Cultural Heritage Act 2003*, including cultural duty of care, and any Native Title agreements including any *Indigenous Land Use Agreement (ILUA)*

In 2008, the Federal Court (Spender J, 9 December 2008) ordered, declared and determined that native title existed in relation to the determination Mornington Shire Local Government local area. This has consequences for the implementation of the Planning Scheme, particularly in relation to giving 'owner's consent' for development.

The Gulf Region Aboriginal Corporation (GRAC) is the prescribed body corporate and holds the native title in trust. In relation to the Mornington Shire Local Government area, Native Title is held in prescribed parts defined in Schedule 5 of the of the Planning Scheme by:

- Lardil people
- Yangkaal people
- Gangalidda people
- Kaiadilt people.

It should be noted that the identity and culture of Lardil, Yangkaal, Gangalidda and Kaiadilt Peoples is linked to the land and sea places of the Study Area and their land management obligations. There are many places that are important to them, however, not all sites are formally identified, so all development must be undertaken with the duty of care required by the *Aboriginal Cultural Heritage Act 2003*.

5.2 LOCAL PLANNING MATTERS

This section describes the local planning framework and discusses the strategic direction of the Mornington Shire Council, including an analysis of key policy documents, studies and master plans that have a direct or indirect influence or impact on the Planning Scheme in the context of the Study.

5.2.1 STRATEGIC FRAMEWORK

The Strategic Framework sets the policy direction for the Planning Scheme. The Strategic Intent is a vision statement for Mornington, which is provided over 11 paragraphs in Part 3.2 of the Planning Scheme and summarised below:

'Mornington Shire contains 26 islands which comprise the Wellesley, South Wellesley, Bountiful and Forsyth Islands Groups in the Southern Gulf of Carpentaria. These islands are of great cultural and historical significance to the traditional Aboriginal owners, the Lardil, Yangkaal, Gangalidda and Kaiadilt Peoples. The natural environment is a key element of the community's lifestyle and identity and is a resource that can contribute to the Shire's economic development.

- *...The management of the Shire's environment and resources will be cognisant of traditional knowledge and the local community to ensure the continued sustainability of the Mornington Shire.*



- *...Development should ensure that people and property are not at risk from natural hazards or the known impacts of climate change.*
- *... Development ensures the ongoing sustainable use of the Shire's natural resources (including its extractive and marine resources). The ongoing existing economic activities and their viability to continue to operate in the long-term are protected.*
- *Development for economic activities, including small businesses and enterprises, that do not compromise the other planning objectives and contributes to the local economy in a sustainable manner is appropriate for the Shire.*
- *... Development does not degrade, disturb, destroy or detract from places, objects or buildings that have important cultural, heritage or historic values. In addition, as required by the Aboriginal Cultural Heritage Act 2003, all development must undertake cultural duty of care.*
- *...Due to the extent of the Council's infrastructure network, development is focussed in the already developed area of Gununa. In order to address emerging housing needs and future population growth, investigation of appropriate areas for the extension of Gununa is required. Development uses developable land wisely, recognising that it is a finite resource.*
- *...Gununa is the primary economic, administrative and service centre for the Shire and the majority of the Shire's resident population are consolidated within the town which has a compact urban form and provides residents with access to employment, services, infrastructure, open space and a range of housing choices.*
- *...Development for centre activities occurs in the Gununa town centre, reinforcing its role and providing a greater range of retail, commercial, service, cultural, entertainment and employment opportunities.*
- *Outstations located on Mornington Island, Denham Island, Forsyth Island and Bentinck Island provide for the accommodation of small family-based groups to enable people to get back onto their 'country' to engage in traditional practices. (10) The airport and jetty/barge ramp are important social and economic infrastructure. Development does not compromise the ongoing operation or the potential for them to continue to operate or potential to expand.*
- *...Development is responsive to the natural landscape and character of the Mornington Shire as well as the tropical climate. It creates places and buildings that meet community needs and are comfortable and appropriate for the climate, culture and lifestyle and respect the aspects of the natural environment that are important to the community.'*

The Strategic Framework is organised into themes, including:

- Settlement and Housing
- Community and Culture
- Environment and Natural Resources
- Economic Development
- Infrastructure and Transport
- Community Identity and Diversity.

The Strategic Framework also defines housing and land requirements to accommodate the Gununa community using a target household size of 4, an average lot size of 800m² and an assumption that 15% of a development site to be used for roads, open space and services. The projections used suggest a need for an additional 176 dwellings (11.9ha) by 2036.



5.2.2 STRATEGIC OUTCOMES

Strategic Outcomes relating to settlement pattern and housing describe the preferred spatial extent of development within the region including growth management, town centre hierarchy, and housing design and choice considerations. Strategic outcomes affecting residential land supply and planning are summarized below:

Settlement and Housing

- *Settlement*
 - Gununa is the only settlement for Mornington Shire and is a major centre serving the needs of community
 - Future population growth is accommodated through the expansion of the Gununa urban area onto developable land to the north / north east.
 - Development contributes to the role of Gununa town centre by using land and buildings efficiently, taking up infill opportunities before using land undeveloped land that is a logical extension of the urban area
 - Development is responsive to the island character and tropical climate. It creates places and buildings that meet community needs and are comfortable and appropriate for the climate, culture and lifestyle and respect the aspects of the natural environment that are important to the community.
 - The Shire's housing stock provides options for all residents in terms of affordability, adaptability and access to services.
- *Growth Management*
 - Development in Gununa enables the sequential extension of the infrastructure network:
 - Undertake investigation of environmental conditions, natural hazards, cultural heritage and native title for an area to the north-east of the existing Gununa urban area (delineated on strategic framework map SC2.2) for the purposes of defining developable land suitable for accommodating expected future population growth.
 - Prepare a master plan for the investigation area on the basis of the investigations to provide for the development of new residential allotments and associated public open space in the area.
- *Gununa Town Centre*
 - The Gununa town centre has the role and function of a district activity centre providing for shops, offices, short-term accommodation, public open space and community uses
- *Housing choice*
 - Development facilitates diverse housing choice, including adaptable and affordable housing that is responsive to the needs of the Shire's population in terms of lifestyle choice, physical ability and affordability.
- *Residential development*
 - provides for a range of appropriate housing types to meet the changing needs of the community
 - is designed to be useable by all residents, including facilities for aged occupants over their lifetime without the need for major adaptation or specialised design.
- *Climate-responsive design*
 - Development is sited, designed and constructed to respond to the local climate in a manner which minimises reliance on non-renewable energy sources for cooling



or ventilation.

- *Compatible uses*
 - All residential land uses are sited, constructed and assessed on their potential impact on the operation of neighbouring land uses.
 - Development contributes to existing character and is located in appropriate zones to support compatible uses.
 - Residential development is located, designed and operated so as not to alter the functioning existing land uses. Residential development:
 - avoids areas of significant ecological value
 - is not located in proximity to areas of ecological sensitivity that could cause detrimental effects to the environment.
 - is appropriately separated from existing areas of industrial importance
 - is not sited in areas that may impact on economic viability or future sustainable development of commercial facilities.
 - should be of a scale and type that does not have a detrimental impact on the existing amenity of the surrounding area. where in proximity to the airport
 - is compatible with the safe operation of the aviation facilities; and is of an appropriate scale and design to function as a compatible use.

Economic Development

- *Tourism*
 - Development helps to attract tourists to enjoy the beauty, culture and traditions of Mornington Shire in a sustainable manner.
 - Short-term accommodation for visitors to the Shire is provided in Gununa. Development of such accommodation should be of a scale and type that does not have a detrimental impact on the amenity of the surrounding area.

Infrastructure and Transport

- *Infrastructure networks*
 - Development is sequenced in a way that ensures that Gununa is serviced efficiently and enables planned expansion of infrastructure to occur in an efficient way.

5.2.3 LAND USES

Schedule 1, Table SC1.1.2 of the Planning Scheme defines the type of residential land uses that may be developed within Gununa (refer to **Table 5-1**). Most of these uses are acceptable within the General Residential Zone.

Gununa's housing stock is dominated by a narrow range of dwelling types, the majority being detached homes, or 'Dwelling House'. This limits the ability of households to find homes that match their size, age, cultural needs, mobility requirements and life-stage. A lack of housing diversity contributes directly to overcrowding, housing stress and reduced social and economic participation, particularly for young families, Elders and people with disability who require different forms of accommodation.

Addressing this imbalance is essential to ensure future development provides a mix of dwelling types that supports population stability, wellbeing and long-term community sustainability.



TABLE 5-1 RESIDENTIAL LAND USES

Use	Definition	Examples	Does not include
Community residence	<p>(a) means the use of premises for residential accommodation for</p> <p>(i) no more than</p> <p>A. 6 children, if the accommodation is provided as part of a program or service under the Youth Justice Act 1992 or</p> <p>B. 6 persons who require assistance or support with daily living needs</p> <p>(ii) no more than 1 support worker; and</p> <p>(b) includes a building or structure that is reasonably associated with the use in paragraph (a).</p>	Hospice	Dwelling house, dwelling unit, residential care facility, rooming accommodation, short-term accommodation
Dual occupancy	<p>Premises containing two dwellings, each for a separate household, and consisting of:</p> <ul style="list-style-type: none"> a single lot, where neither dwelling is a secondary dwelling or two lots sharing common property where one dwelling is located on each lot. 	Duplex, two dwellings on a single lot (whether or not attached), two dwellings within one single community title scheme under the <i>Body Corporate and Community Management Act 1997</i> , two dwellings within the one body corporate to which the <i>Building Units and Group Title Act 1980</i> continues to apply.	Dwelling house, multiple dwelling
Dwelling house	A residential use of premises for one household which contains a single dwelling. The use includes domestic outbuildings and works normally associated with a dwelling and may include a secondary dwelling.	Dwelling house	Caretaker's accommodation, dual occupancy, rooming accommodation, short-term accommodation, student accom. multiple dwelling
Multiple dwelling	Premises which contains three or more dwellings for separate households.	Apartments, flats, units, townhouses, row housing, triplex	Rooming accommodation, dual occupancy, duplex, granny flat, residential care facility, retirement facility
Non-resident workforce accommodation	Premises used to provide accommodation for non-resident workers. The use may include provision of recreational and entertainment facilities for the exclusive use of residents and their visitors.	Contractor's camp, construction camp, single person's quarters, temporary workers accommodation	Relocatable home park, short-term accommodation, tourist park.
Residential care facility	A residential use of premises for supervised accommodation where the use includes medical and other support facilities for residents who cannot live independently and require regular nursing or personal care.	Convalescent home, nursing home	Community residence, dwelling house, dual occupancy, hospital, multiple dwelling, retirement facility



Use	Definition	Examples	Does not include
Retirement facility	A residential use of premises for an integrated community and specifically built and designed for older people. The use includes independent living units and may include serviced units where residents require some support with health care and daily living needs. The use may also include a manager's residence and office, food and drink outlet, amenity buildings, communal facilities and accommodation for staff.	Retirement village	Residential care facility
Rooming accommodation	<p>Premises used for the accommodation of one or more households where each resident:</p> <ul style="list-style-type: none"> • has a right to occupy one or more rooms • does not have a right to occupy the whole of the premises in which the rooms are situated • may be provided with separate facilities for private use • may share communal facilities or communal space with one or more of the other residents. <p>The use may include:</p> <ul style="list-style-type: none"> • rooms not in the same building on site • provision of food or other service • on site management or staff and associated accommodation. <p>Facilities include furniture and equipment as defined in the <i>Residential Tenancies and Rooming Accommodation Act 2008</i>.</p>	Boarding house, hostel, monastery, offsite student accommodation	Hospice, community residence, dwelling house, short-term accommodation, multiple dwelling
Short-term accommodation	<p>Premises used to provide short-term accommodation for tourists or travelers for a temporary period (typically not exceeding three consecutive months) and may be self-contained.</p> <p>The use may include a manager's residence and office and the provision of recreation facilities for the exclusive use of visitors.</p>	Motel, backpackers' accommodation, cabins, serviced apartments, hotel, farm stay	Hostel, rooming accommodation, tourist park

5.2.4 ZONES

The Planning Scheme categorises land into six (6) zones relevant to the planned land use intent of the area (refer to **Figure 5-3**). The zones include:

- **General Residential Zone:** The purpose of the zone is to provide for residential activities supported by a range of community uses and small-scale services and facilities that cater for local residents.
- **Centre Zone:** The purpose of the zone is to provide for a mix of uses and activities. These uses include, but are not limited to business, retail, professional, administrative, entertainment, cultural and residential activities.



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- Recreation and Open Space Zone:** The purpose of the zone is to provide for a range of sporting, recreation, leisure, cultural and educational activities. The zone provides for local, district and regional scale parks which serve the recreation needs of residents and visitors and may include areas for conservation.
- Industry Zone:** The purpose of the zone is to provide for a range of service, low, medium, or high impact industrial uses.
- Community Facilities Zone:** The purpose of the zone is to provide community related activities and facilities whether under public or private ownership. These may include provision of municipal services, public utilities, government installations, hospitals and schools, transport and telecommunication networks and community infrastructure of an artistic, social or cultural nature.
- Environmental Management and Conservation Zone:** The purpose of the zone is to provide for areas identified as supporting significant biological diversity and ecological integrity.

FIGURE 5-3 ZONING MAP, GUNUNA



Source: Mornington Shire Planning Scheme



INTENDED OUTCOMES OF ZONING FOR RESIDENTIAL DEVELOPMENT

An analysis of zones that support residential development in Mornington, the *General Residential Zone* and *Centre Zone*, has been prepared to determine how they perform in relation to a range of typologies, densities, and locations in Gununa. The purpose of this analysis is to determine the key challenges and opportunities relating to the supply and design of residential dwellings relative to needs.

The zone codes include Overall Outcomes (OOs) setting the purpose for each zone, supported by a range of Performance Outcomes (POs) and Acceptable Outcomes (AOs) guiding development within the zone through a set of design parameters. The POs and AOs are used to guide residential development and include a range of provisions that may include maximum site cover, minimum lot size and maximum dwelling density. Supporting these design provisions are the prescribed lot dimensions within the Reconfiguring a Lot (ROL) code.

Table 5-2 provides a summary of the minimum lot dimensions included in the General Residential Zone and Centre Zone codes and ROL code, to provide an understanding of the residential character and density currently encouraged by the Planning Scheme. The aim of this exercise is to establish the main dwelling typologies currently supported, and to determine where changes could be made to support increased dwelling diversity and density to support growth.

TABLE 5-2 MINIMUM RESIDENTIAL LOT DIMENSIONS, MORNINGTON PLANNING SCHEME

Minimum Lot Size			ROL minimum lot size	ROL dimensions
Single Dwelling	Dual Occupancy	Multiple Dwelling		
General Residential Zone				
1 dwelling per 800m ²	2 dwellings per 800m ²	3< dwellings	New lots minimum 800m ²	8.5m max height <60% site cover Min 20m frontage
Centre Zone				
-	-	-	-	8.5m max height

Source: Mornington Shire Planning Scheme

Table 5-2 shows that the planning scheme limits residential development within the General Residential Zone and Centre Zone by enforcing high lot ratios and providing limited guidance for development types other than single, detached low density developments:

- **The General Residential Zone:**
 - seeks large-lot, low-density residential lots with wide frontages – well suited to accommodating detached dwellings (but at half the density of a standard urban residential zone).
 - supports dual occupancy development (code assessment) while multiple dwelling development is not encouraged (impact assessment and large minimum lot size).
- Development within the General Residential Zone should allow for a range of housing types and densities including allowances for flexibility and adaptability for changing household sizes and structures.
- There may be an opportunity to provide greater diversity of lot sizes including smaller lots (supporting increased densities), while still maintaining the low-density character and minimum open space requirements.



- **The Centre Zone:**
 - supports short-term accommodation uses, where located on a site that has ‘sufficient area to accommodate the building’, associated land uses, necessary services and buffers.
 - encourages infill development and enhancement of streetscape character.
 - provides limited direction or support for residential development.

5.2.5 TABLES OF ASSESSMENT

The Tables of Assessment for a Material Change of Use determine application and evaluation requirements for defined use types in each zone.

The tables have been reviewed to determine the levels of assessment required for different dwelling types in zones that support residential development (refer to **Table 5-3**). As previously stated, these zones include the General Residential Zone and Centre Zone. Development considered ‘accepted’ (self-assessable) or ‘code assessable’ are generally encouraged, while ‘impact assessable’ development is not, requiring significant additional assessment and associated costs:

- **Accepted development** does not require a development application or an approval. However, in some instances a development proposal must meet certain requirements set out by local government or by another state government agency. Accepted development is generally low risk and compatible with the planning intentions for an area — which is why a development approval is not required.
- **Assessable development** is development that requires approval before it can occur. This involves an applicant submitting a development application for assessment and decision. There are two categories of assessment, code and impact:
 - **Code assessment** helps deliver expected development without undue delay. Public consultation is not required. Code assessable applications are assessed against assessment benchmarks set out in planning scheme codes. Where the development application meets the criteria, it will be approved.
 - **Impact assessment** generally applies to development proposals that may impact on the amenity of adjoining land uses. This type of assessment is more detailed than code assessment and requires an application to be publicly notified. Applications are also assessed against: Planning scheme provisions, matters outlined in the *Planning Regulation 2017* and may be assessed against any other relevant matter, such as planning need. They also require public notification to obtain submissions from the local community and stakeholders.

TABLE 5-3 LEVEL OF ASSESSMENT FOR RESIDENTIAL USES IN THE MORNINGTON PLANNING SCHEME

Zone	Residential Development Type	Level of Assessment
General Residential Zone	Multiple dwelling	Code Assessment
	Dual Occupancy	Code Assessment
	Residential care facility	Code Assessment
	Dwelling House	Impact Assessment
	Short-term accommodation	Impact Assessment
	Non-resident workforce Accommodation	Impact Assessment
	Retirement facility	Impact Assessment



Zone	Residential Development Type	Level of Assessment
	Rooming accommodation	Impact Assessment
	Community residence	Impact Assessment
Centre Zone	Short-term accommodation	Code Assessment
	All other residential development	Impact Assessment

Table 5-3 displays an incongruity in the type of residential development currently supported and the type of development required to meet the needs of the community:

- Levels of assessment for residential uses do not support the level of development necessary in each zone and presents significant barriers to the delivery of infill development and diversity of housing typologies. For example, developments proposing a dwelling house, non-resident workforce accommodation, retirement facility, rooming accommodation or community residences currently require an impact assessable development application in all zones, suggesting these uses are not supported in Gununa.
- The allocation of a large minimum lot size (800m²) in the General Residential Zone may also present a barrier to the delivery of different housing typologies and discourage higher density development.
- Amendments to the zone code to lower the minimum lot size or provide different provisions dependent on the type of residential development proposed may resolve this issue. Alternatively, there is an opportunity to create a second residential zone to allow for smaller lot sizes to suit higher density development in appropriate locations (within walking distance to the town centre).
 - Higher density residential development is typically encouraged in and around urban centres because these locations already contain the community’s essential services and infrastructure. However, these uses, including multiple dwellings and dual occupancy units, are currently *impact assessable* in the Centre Zone.
 - To promote higher density housing in proximity to the town centre, multiple dwelling or mixed-use development with residential components could a be encouraged with amendment to zone requirements and levels of assessment.
 - In a small and remote town such as Gununa, concentrating more compact housing forms near the town centre supports efficient use of limited infrastructure capacity, reduces the cost of service delivery, and reinforces walkability within the established town footprint.
 - By locating additional dwellings close to existing facilities such as the school, health services, shops and community spaces, residents benefit from improved access and reduced reliance on vehicle travel, which is particularly important where transport options are constrained.
 - This approach also helps protect the surrounding natural environment by minimising outward expansion of the urban footprint from future population increase, ensuring growth occurs in areas that are already serviced and suitable for denser residential use.
- Community residences including retirement facilities and residential care facilities are currently code and impact assessable development respectively within the General Residential Zone. These same uses also require impact assessment in the Community Facilities Zone, suggesting they are not supported in Guana.
 - The misalignment between the intended support and function of community residences and their planning treatment indicates a gap in the Scheme’s capacity



to facilitate appropriate housing options for higher-needs residents.

- Current planning requirements do not adequately recognise that these uses have significantly different locational, accessibility and support requirements compared with standard residential housing.
- These land uses typically require proximity to health services, community facilities, emergency services and accessible transport, none of which are embedded in the assessment triggers for the General Residential Zone.

5.2.6 OVERLAYS

Overlay mapping in the Planning Scheme identifies several constraints and natural hazards requiring consideration in land development. Such constraints have regard to the presence and / or threat of natural hazards, significant or protected features, existing land use operations and geographic constraints. Overlays and their associated regulatory provisions are used to ensure the safety and wellbeing of the community and to prevent inappropriate or high-risk development.

Unconstrained land, or land where constraints and hazards can be appropriately managed and zoned provides potential opportunity for further development. The availability of appropriate infrastructure, including infrastructure capacity, is also an important determinant relevant to the nature and extent of future development.

The Planning Scheme includes the following overlays (refer to **Figure 5-4**), reflecting local features and constraints requiring consideration in development:

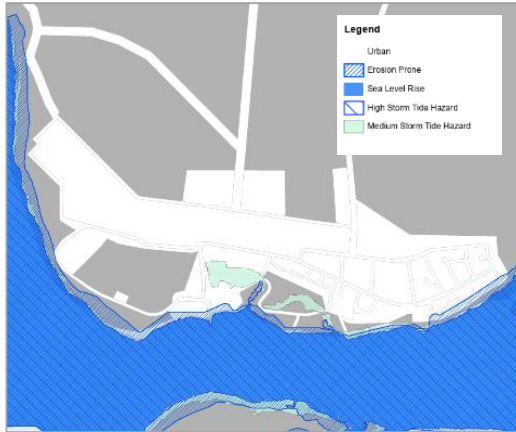
- **Coastal Protection:** The purpose of the code is to manage development outcomes in areas prone to coastal erosion and coastal hazards in avoiding the social, financial and environmental costs associated with natural hazards.
- **Airport Environs:** The purpose of the Airport environs overlay code is to protect the existing and future operational requirements of the Mornington Island Airport and to provide the most compatible development of surrounding lands.
- **Interim Floodplain:** The purpose of the code is to manage development outcomes in the floodplain so that unacceptable risk to life, property, community and the environment during future flood events is avoided, and where risks are acceptable development is designed and located to minimise the potential for flood damage on site or to other property.
- **Bushfire Risk Area:** The purpose of the Bushfire hazard overlay code is to control development in bushfire prone areas so that unacceptable risk to life, property, community and the environment are avoided, and where risks are acceptable, development is designed and located to minimise danger to people and damage to property.



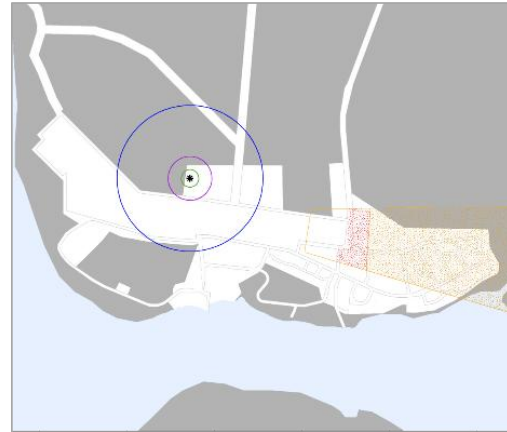
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FIGURE 5-4 PLANNING OVERLAYS

Coastal Protection Overlay



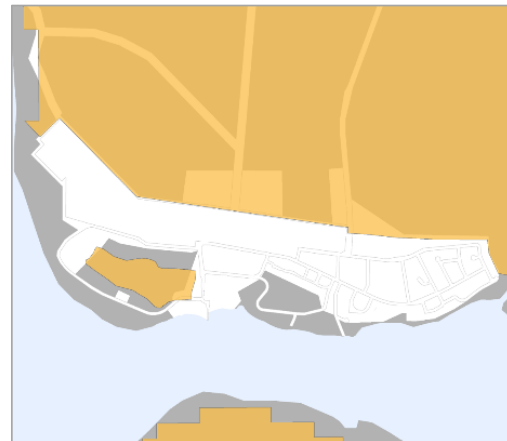
Airport Environs Overlay



Interim Floodplain Overlay



Bushfire Risk Area Overlay



Source: Mornington Planning Scheme

Overlays require balanced consideration by Council when assessing development or in strategic planning to ensure there are sufficient areas of zoned land and suitable density outcomes in place to ensure that reasonable housing supply can be provided while managing risk and environmental impact.

Currently, land zoned for residential use is subject to several overlay constraints. These impacts are relatively minor and over a small area. As a result, these impacts can be mitigated during the development application and assessment process.

Development for residential uses outside of the existing footprint would be significantly more affected by overlay constraints. Detailed impact assessment is necessary if expansion of residential zoning is implemented to support future population growth.



5.3 MORNINGTON ISLAND MASTER PLAN PLANNING MATTERS

The Master Plan provides strategic direction for shaping the future form of Gununa and includes several planning elements that directly influence residential land supply, housing diversity and future township expansion (refer to **Section 4.1.2** and **Figure 4.1**).

The plan acknowledges the current limitations in available serviced land, the high demand for additional dwellings, and the need to provide culturally appropriate, well-located housing for a growing and changing population. The plan also provides findings and elements that can inform an amendment to the Planning Scheme to improve and update residential land and housing outcomes.

Key implications for residential development include:

- Unlocking additional land for housing:** The Master Plan recognises that existing residential land within Gununa is built out or constrained. Its proposal to relocate the airstrip creates an opportunity to open a new residential growth area and strengthen the town's long-term structure. Although the relocation of the airstrip is likely currently unfeasible, the identification of new growth areas is important for the future sustainable development of Gununa. This would significantly expand the supply of future residential land and reduce pressure on existing neighbourhoods.
- Supporting infill and improved land efficiency:** The plan identifies opportunities for infill development within the current town by restructuring lot layouts, improving connections and consolidating underutilised land. This aligns with sustainable development principles and reduces the cost and difficulty of extending infrastructure. The plan also defines a variety of lot sizes that may be incorporated into the Planning Scheme with amended use definitions, zoning, and level of assessment requirements.
- Reinforcing employment and service areas:** Strategic expansion of industrial, community service and tourism precincts proposed in the plan helps support a stable local workforce. This has indirect benefits for housing by increasing local employment, justifying further residential investment, and requiring additional staff accommodation or mixed housing forms.
- Integrating community facilities with residential areas:** The Master Plan's emphasis on health, aged care, youth facilities, recreation, and walkability supports the development of 'liveable neighbourhoods'. Locating these facilities near existing and future housing areas enhances amenity and supports high needs community groups.
- Responding to natural hazards and environmental constraints:** The plan identifies constraints such as coastal hazard risks, drainage corridors, protected vegetation and bushfire-prone areas. These elements guide the structure and direction of residential expansion, ensuring that housing is located in safe, resilient and environmentally suitable areas.
- Providing a future-proof town structure:** By defining preferred growth areas, infrastructure sequencing and open-space networks, the Master Plan offers a structured framework for future housing supply. This ensures that any residential expansion aligns with infrastructure capacity, environmental constraints and community aspirations.

Consideration of the Master Plan provisions will be included in the recommendations of the Study. However, the feasibility of the proposed expansion areas in **Section 6**.



5.4 LOCAL GOVERNMENT INFRASTRUCTURE MATTERS

5.4.1 INFRASTRUCTURE REQUIREMENTS FOR DEVELOPMENT

New development is provided with infrastructure appropriate to the use and the area. The planning scheme requires residential development be provided with connection to:

- reticulated water supply without adversely affecting the capacity or pressure of the system.
- the reticulated sewerage network without adversely affecting the capacity of the system.
- electricity to the standard of infrastructure nominated by the relevant electricity supply authority.
- telecommunications to the standard of infrastructure nominated by the relevant telecommunications supply authority.
- stormwater systems to maximise the use of permeable surfaces to allow stormwater infiltration and minimise erosion. Stormwater and wastewater infrastructure is designed, built and maintained to the standard identified by the Local government infrastructure plan (LGIP).

5.4.2 PLANNED TRUNK INFRASTRUCTURE

Section 4.5 of the Planning Scheme outlines plans for trunk infrastructure by identifying the existing and proposed trunk infrastructure networks intended to service future development at the Desired Standards of Service (DSS) stated in the LGIP.

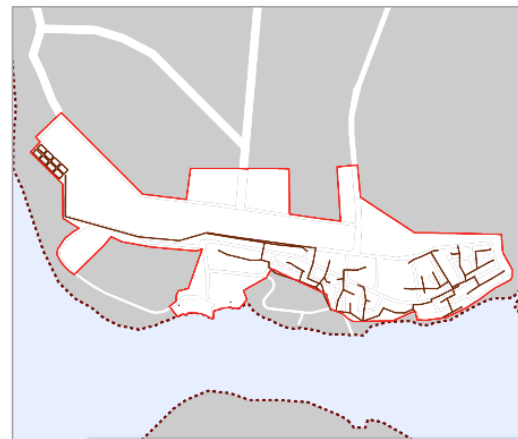
Council plans for trunk infrastructure are identified in **Figure 5-5**.

FIGURE 5-5 PLANS FOR TRUNK INFRASTRUCTURE

Plans for Water Supply



Plans for Sewerage Trunk Infrastructure



Source: Mornington Planning Scheme



5.4.3 LOCAL GOVERNMENT INFRASTRUCTURE PLAN

The Planning Scheme includes a LGIP, which identifies how essential trunk infrastructure will support urban development in Gununa.

Section 4.3 and Map SC2.3 define the Priority Infrastructure Area (PIA) that includes the area of Gununa where existing networks for water, sewer, transport and community infrastructure can service development efficiently, or where upgrades can be delivered cost-effectively. Concentrating new housing within the PIA ensures that land is connected to reliable infrastructure and avoids the higher servicing costs and risks associated with more remote or unserved areas.

Section 4.4 sets out the DSS for each infrastructure network. These standards outline the minimum performance, capacity and quality levels required for new development, including residential uses. The DSS are supported by more detailed design standards contained in planning scheme policies, guidelines and statutory documents. Together, they provide a benchmark for assessing whether proposed housing areas including both infill and future expansion options can be sustainably serviced.

For Morningside Island, the LGIP is particularly important because infrastructure delivery is more complex, costly and weather-dependent than in mainland communities. Ensuring new housing is located within, or directly adjacent to the PIA reduces servicing risks, shortens construction timeframes, and aligns residential growth with the most efficient and resilient infrastructure networks. The LGIP therefore acts as a key tool for guiding where future housing should occur and for determining the feasibility of any new residential expansion areas around Gununa.

5.5 RELEVANT STUDIES, STRATEGIES & GUIDELINES

5.5.1 LOCAL THRIVING COMMUNITIES ACTION PLAN 2022–2024

The *Local Thriving Communities Action Plan 2022–2024* (the 'LTCAP') is the Queensland Government's whole-of-government roadmap for reforming how it works with Aboriginal and Torres Strait Islander (ATSI) communities, following the Productivity Commission's inquiry into service delivery in remote and discrete communities.

The LTCAP has five main priority areas: investment mapping, data sharing and evaluation, standing up Local Decision-Making Bodies (LDMBs), whole-of-government capacity building, and mapping legislative and procurement frameworks. Key considerations for housing development and planning in Morningside gained from the assessment of the LTCAP include:

- **Local housing plans:** local housing plans to be the key tool for co-design, local decision-making and implementation.
- **Better alignment of investment:** mapping and coordinating government investment so that housing, infrastructure, social services and economic development are in place and not siloed.
- **Place-based data and monitoring:** shared data (including housing and overcrowding triggers) to guide local priorities and track progress, consistent with 'Closing the Gap' reporting.
- **Community inclusion:** This assessment should be framed as a community-led, co-designed evidence base that can feed into:
 - the local housing plan under the *Aboriginal and Torres Strait Islander Housing Action Plan* and the LTCAP
 - decision-making by any future LDMB or similar local governance structure.



- **Supply and demand assumptions:** Consider where local priorities (overcrowding relief, cultural housing forms, location preferences) have shaped assumptions, not just state benchmarks. The LTCAP framework supports moving beyond “supply numbers” to a narrative about how housing supports cultural, social and economic aspirations in Gununa.

5.5.2 ABORIGINAL AND TORRES STRAIT ISLANDER HOUSING ACTION PLAN 2022-2025

The *Aboriginal and Torres Strait Islander Housing Action Plan 2019–2023* (the ‘ATSIHAP’) sits under the *Queensland Housing Strategy 2017–2027* and is specifically about improving housing outcomes for First Nations Queenslanders.

The purpose of the ATSIHAP is to:

- **Respond to current need:** address overcrowding, poor dwelling condition and shortfalls in remote and discrete communities.
- **Grow the community-controlled housing sector:** establish Aboriginal and Torres Strait Islander Housing Queensland as a peak body.
- **Co-design local housing plans with communities:** closely linked to the LTCAP reform and emphasised in State submissions and reporting.

The ATSIHAP explicitly supports local housing plans for remote councils like Morningside Shire. It justifies a strong focus on overcrowding, condition and cultural appropriateness, not just raw dwelling numbers.

5.5.3 QUEENSLAND HOUSING STRATEGY 2017–2027 & HOUSING & HOMELESSNESS ACTION PLAN 2021–25

The *Queensland Housing Strategy 2017–2027* (the ‘QHS’) provides an overarching framework for the state to increase housing supply and diversity, support vulnerable households, and improve outcomes in Aboriginal and Torres Strait Islander (ATSI) communities, including remote and discrete communities including Morningside.

It emphasises targeted responses including new social housing construction, service integration and partnerships with community-controlled organisations. The QHS defines required dwelling diversity (e.g. smaller units, seniors housing, crisis and transitional housing) and the funding context for new supply in communities like Gununa.

The plan also frames the *Housing Investment Growth Initiative*, aiming to deliver new social housing and improve stock quality across Queensland.

Key implications of this plan to the Study includes:

- **Supports additional social housing investment:** This demonstrates that Morningside should likely receive targeted allocations.
- **Promotes place-based planning:** This supports developing a localised residential land supply strategy for Gununa.
- **Highlights remote community needs:** This includes the requirement for service-connected homes and improved dwelling quality.
- **Encourages innovative and flexible delivery models:** This aligns with the need for diverse dwelling types and multi-generational housing in Gununa.



5.5.4 OUR PLACE A FIRST NATIONS HOUSING AND HOMELESSNESS ROADMAP 2031

Our Place a First Nations Housing and Homelessness Roadmap 2031 ('Our Place') sets Queensland's long-term framework (to 2031) for improving housing outcomes for First Nations peoples. It focuses on shared decision-making, strengthening community-controlled sectors, culturally safe service delivery, and place-based, person-centred solutions.

The roadmap highlights the disproportionately high rates of homelessness, overcrowding, rental stress, and limited homeownership among ATSI peoples. It commits to new supply, system reform, and the delivery of culturally appropriate housing, linked with broader government initiatives such as Homes for Queenslanders.

Key implications of this plan to the Study includes:

- **Strong policy direction supporting place-based housing planning:** This validates the need for a tailored housing needs assessment for Gununa.
- **Confirms severe overcrowding as a priority issue:** This reinforces the urgency of additional dwellings in Gununa.
- **Supports culturally informed housing typologies:** Recommends that Morningside's Planning Scheme and development approach should enable diverse and flexible dwelling forms.
- **Links to State investment initiatives:** This identifies potential funding partnerships if land is zoned and serviced appropriately in Gununa.

5.5.5 ABORIGINAL & TORRES STRAIT ISLANDER HOUSING SECTOR STRENGTHENING PLAN 2022

The *Sector Strengthening Plan* (SSP) outlines a national, three-year program (2022–2025) to build the capacity of Aboriginal and Torres Strait Islander community-controlled housing organisations. It aims to reduce overcrowding, improve housing adequacy, and strengthen governance, workforce capability, capital infrastructure and funding arrangements.

The SSP emphasises the critical role of community-controlled housing providers in delivering culturally appropriate housing, particularly in remote communities facing chronic overcrowding, limited housing choice and inadequate dwelling conditions. It also identifies national challenges including under-investment in remote housing, ageing stock, and high reliance on social housing.

Key implications of this plan to the Study includes:

- **Supports the need for expanded culturally appropriate housing in remote communities:** This aligns with Gununa's issues with overcrowding.
- **Demonstrates national focus on reducing overcrowding:** Morningside's dwelling supply should specifically target reducing crowding ratios.
- **Highlights need for strong local governance and increased capability for community-controlled housing organisations:** This is important given Morningside's reliance on state-managed and community-managed housing.
- **Emphasises sustainable, long-term funding:** This reinforces the need for forward planning of residential land supply to match future investment in Gununa.



5.5.6 GUNUNA FUTURES REPORT 2024

The *Gununa Futures Report* is a 2022–2024 research project prepared by the University of Queensland and commissioned by Morningside Shire Council to evaluate housing, energy and town design in Gununa (refer to **Section 1.3.4**).

The research used the United Nations (UN) “Right to Adequate Housing” criteria as a benchmark to assess current housing adequacy in Gununa including security of tenure, affordability, availability, accessibility, habitability, and cultural adequacy.

The report including both empirical data (household surveys) and a set of 12 “design response recommendations” aimed at improving culturally and environmentally appropriate housing. Local-level, community-derived data is more beneficial than solely relying on state or national datasets when assessing housing need, particularly in remote, small, Indigenous-majority communities.

A summary of findings that are important in identifying future housing needs in Gununa include:

- **Inadequate housing criteria:** According to the survey undertaken for the report, of 35 households (33 Indigenous), only two of the seven UN adequacy criteria were being satisfactorily met (tenure security and affordability). The remainder (location, service availability, accessibility, habitability and cultural adequacy) showed significant deficiencies.
- **Overcrowding and hidden homelessness:** The report documented numerous cases of crowding (households where living rooms or common spaces are used for sleeping, or multiple families sharing small houses) that exceed what is captured by census or ABS data. One respondent described: “we’re breathing in each other” when everyone is forced to share limited bedrooms.
- **Current housing stock lacks cultural and functional adequacy:** Houses are often described as “not fit for purpose” with layouts, room sizes, orientation, materials and siting that do not accommodate extended family living, cultural practices, visitors, social gatherings, or connection to Country.
- **Housing diversity and flexibility is limited:** The report emphasises the need for a broader mix of housing types (e.g. multi-bedroom, extended-family dwellings, adaptable homes) rather than a one-size-fits-all model to reflect the varied household structures and cultural needs on the island.
- **Resident experiences challenge the reliability of official data:** The report argues that reliance on just ABS or census data substantially under-reports overcrowding and does not capture the dynamic nature of households (visitors, shared occupancy, transience). This undermines any case for “enough housing” based purely on standard occupancy or dwelling counts.

5.5.7 SUMMARY OF RELEVANT STUDIES, STRATEGIES & GUIDELINES

The review of the above national and Queensland housing strategies and studies provides a strong policy basis for expanding and diversifying housing supply in Morningside. These documents collectively highlight severe overcrowding in remote ATSI communities, the need for culturally appropriate housing typologies, the importance of place-based planning, and the strengthening of community-controlled housing organisations.

Their alignment with Morningside’s local conditions supports the need for this Study and reinforces the importance of enabling a wider range of housing options, improving infrastructure readiness, and addressing shortages through coordinated long-term planning.



5.6 SUMMARY

The review of the State, regional and local planning policy settings is important to understand how these frameworks support the development of residential dwellings and land supply for the Mornington Shire. The planning framework review highlights several gaps that limit the Planning Scheme's capacity to respond effectively to current and emerging housing needs in Gununa.

While the existing provisions establish a basic residential structure for the town, they offer limited support for diverse or higher-needs housing types and do not adequately reflect the scale of overcrowding, cultural housing requirements, or infrastructure constraints now affecting the community. The assessment also identifies inconsistencies between the intended role of certain zones, particularly where community-oriented residential uses are concerned, and the assessment levels applied to those uses.

Collectively, these findings demonstrate that the Planning Scheme requires updating to better align with contemporary housing demand, community expectations, and State planning interests, and to provide a clearer framework for future residential growth and investment.

The following findings and implications resulting from the planning assessment undertaken in this section of the Study will inform the final recommendations for Council:

1. Shortage of Appropriate and Diverse Housing

- Gununa faces a significant shortage of suitable housing options, with an urgent need not only for more dwellings but for diverse, culturally responsive typologies that reflect extended family structures, fluctuating household sizes and cultural living patterns. The planning scheme does not currently enable this diversity.
- Key implications:
 - Planning provisions should be revised to support a broader range of housing forms, including extended-family dwellings, larger multi-bedroom homes, flexible dwelling layouts, adaptable housing, duplexes, multi-unit dwellings, transitional housing and supported accommodation.
 - Long-term housing supply relies on identifying short-, medium- and long-term urban expansion areas, informed by servicing feasibility and tenure considerations.
 - Support is needed for local housing partnerships, including community-controlled organisations that can co-deliver or manage housing.

2. Overcrowding

- Severe overcrowding—common across remote Indigenous communities—is evident in Gununa and is a key driver of housing need. It demonstrates the importance of place-based housing planning and culturally appropriate dwelling designs.
- Key implications:
 - Overcrowding levels should be quantified and monitored, with clear targets set for additional dwellings and bedroom capacity.
 - Planning and housing policies must strengthen support for culturally appropriate, multi-generational and flexible housing models.

3. Dwelling Design Not Culturally Responsive

- Current dwelling designs do not adequately reflect Indigenous occupancy patterns, household dynamics, or cultural preferences. High wear-and-tear environments require more robust standards.



- Key implications:
 - Introduce planning provisions that support culturally appropriate dwelling design, including adaptable layouts and spaces for kinship visitation.
 - Improve maintenance systems, tenant support programs and inspections to maintain housing quality.
 - Integrate cultural design principles into local housing planning and future scheme amendments.
- 4. Lack of Crisis Accommodation**
- Gununa lacks appropriate crisis or short-term accommodation for vulnerable residents or people leaving unsafe environments.
- Key implications:
 - Planning provisions should support the development of crisis accommodation or transitional housing, recognising its essential community function.
- 5. Limited Rental Accommodation and Market Distortion**
- Rental accommodation is extremely limited, and government workers occupying scarce housing further reduce availability.
- Key implications:
 - There is a need for expanded staff and worker accommodation, delivered outside of community housing stock.
 - Planning provisions should support dedicated worker accommodation precincts and discourage reliance on scarce private rentals.
- 6. Remoteness Impacts Affordability and Supply**
- Construction costs in Gununa are high due to freight, logistics and limited market competition. Financial institution support is also minimal.
- Key implications:
 - A regional housing affordability strategy is required to address construction costs, financial barriers and workforce housing needs.
 - Planning settings should minimise unnecessary regulatory burden to improve development feasibility.
- 7. Public Housing Backlog, Weak Data and Fragmented Governance**
- The housing system is affected by undercount in Census data, inconsistent wait-list reporting, and fragmented funding/program responsibilities across agencies.
- Key implications:
 - Improved data collection, coordination and transparency is needed across State, Council and community housing providers.
 - Investment in sufficient and suitable staff housing is required to avoid diverting private or community housing stock.
 - Mechanisms to increase private rental supply and improve affordability should be explored.
- 8. ABS Data Is Inadequate for Remote Indigenous Contexts**
- ABS data underreports overcrowding, household need and informal living arrangements.



- Key implications:
 - Council should undertake regular local housing surveys, supported by aerial and on-ground inspection, to maintain accurate local demand and condition data.
 - Local qualitative insights should supplement Census data in all planning decisions.

9. Existing Supply Does Not Meet Planning Scheme Strategic Outcomes

- Current housing stock does not achieve the Strategic Framework outcomes relating to community needs, housing choice, affordability, adaptability or access to services.
- Key implications:
 - Planning controls must be updated to reflect the Strategic Framework's intent.
 - Future residential neighbourhoods should incorporate open space and recreation areas, supported by a Recreation Precinct Plan to leverage future funding opportunities.

10. General Residential Zone Does Not Enable Housing Diversity

- Current zone provisions do not support a range of housing forms or specialised accommodation.
- Key implications:
 - Amend the General Residential Zone to allow a wider range of dwelling types, including duplexes, small-lot housing and multi-unit developments.
 - Enable lower levels of assessment for community or State-funded higher-density housing (e.g., code-assessable up to four dwellings when meeting defined criteria).
 - Review minimum lot sizes to support diverse housing outcomes.

11. Tables of Assessment Do Not Reflect Different Residential Needs

- Current assessment categories treat different residential uses similarly, despite their varied servicing, accessibility and operational requirements.
- Key implications:
 - Reclassify uses such as community residences, aged care, supported accommodation and residential care facilities, ensuring they are assessable where co-located with health and community services.
 - Enable these uses within or adjacent to the Community Facilities Zone to better align with functional requirements.

12. Ineffective Planning Scheme Provisions and Overlays

- Certain overlays and provisions do not adequately address local environmental and cultural risks.
- Key implications:
 - Consider additional overlays to manage cultural site sensitivities, acid sulphate soils, conservation areas and other local constraints.
 - Where cultural sites cannot be mapped, require consultation triggers with appropriate groups for development proposals outside the existing urban footprint.



LAND SUPPLY

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“Part 5 – ‘Land Supply’ is a present-day snapshot on residential land supply and availability considerations. Part 5 includes recommendations for an assessment of land supply constraints to determine the real developable area and potential yield of land considered in future planning.”

6.1 LAND SUPPLY METHODOLOGY AND LIMITATIONS

This section of the report assesses existing residential land supply including both vacant residential land and sites with potential for additional development to determine Gununa’s capacity to accommodate future housing.

The methodology draws on zoning, cadastral patterns, aerial imagery (2024), and development feasibility assumptions. However, the availability of land does not equate to developable capacity. Several factors such as environmental constraints, tenure complexities, infrastructure availability, lot configuration, and access limitations reduce the amount of land that can realistically support new dwellings.

The analysis is also limited by uncertainty about the deliverability of proposed projects, and the reliance on secondary datasets for dwelling occupancy. These limitations necessitate applying conservative assumptions when forecasting future land requirements.

6.2 RESIDENTIAL ZONED LAND SUPPLY

The residential land supply of Gununa was investigated to evaluate the capacity to provide additional housing. **Figure 6-1** illustrates the supply of vacant General Residential zoned lots or those with excess land area with infill development potential in the Study Area. All lots zoned as General Residential are occupied by dwellings or are vacant, except for Lot 296 on SP270889, which is used for ‘accommodation’. The locations of other accommodation facilities are also shown.

6.2.1 VACANT LAND AUDIT

The development suitability of infill lots included in the vacant land audit (refer to **Section 6.2.1**) is presented in **Table 6-1**. Of the sixteen (16) lots identified, eleven (11) are considered suitable for development with minor intervention and an additional three (3) lots are suitable with substantial intervention while two (2) lots are considered unsuitable due to significant constraints (refer to **Schedule 1**).

TABLE 6-1 DEVELOPMENT SUITABILITY OF INFILL LOTS

Ref	Vacant Lot	Area (m ²)	Development Suitability
1.	Lot 76 on SP270889 Marndatharrkan Street	731	The site is low lying and likely subject to drainage issues requiring significant fill to facilitate development.
2.	Lot 86 on SP270889 Wardirrkkan Street	950	Suitable for Dwelling House or Dual Occupancy development. However, it may be relevant to maintain access via a road opening (3m wide to maintain pedestrian access through what is an existing thoroughfare).
3.	Lot 70 on SP270889 Wardirrkkan Street	761	Suitable for Dwelling House or Dual Occupancy development.
4.	Lot 92 on SP270889	969	Suitable for Dwelling House or Dual Occupancy



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

Ref	Vacant Lot	Area (m ²)	Development Suitability
	Wardirrkkan Street		development. However, may be relevant to maintain access via a road opening (3m wide to maintain pedestrian access through what is an existing thoroughfare).
5.	Lot 134 on SP270889 Wardirrkkan Street	742	Suitable for Dwelling House development.
6.	Lot 916 on SP270889 Wardirrkkan Street	4,233	Suitable for Dwelling House, Dual Occupancy or Multiple Dwelling development.
7.	Lot 925 on SP270889 Lardil Street	788	Suitable for Dwelling House development.
8.	Lot 921 on SP270889 (part of) Mukakiya Road (East)	2,035	Suitable for Reconfiguring a Lot for Dwelling House, Dual Occupancy and/or Multiple Dwelling development. Potential yield of approximately three (3) 800m ² lots, whilst allowing for access to the Eastern Growth Area; or higher density development with a greater housing yield.
9.	Lot 911 on SP270889 (part of) Lardil Street	1,333 <i>(47,310 lot total)</i>	The developable portion of Lot 911 on SP270889 is restricted to the northwest corner due to topographical constraints and drainage issues. The site is currently the subject of Reconfiguring a Lot and Material Change of Use (Multiple Dwelling) approval for 13 units.
10.	Lot 9 on SP270889 Cemetery Road	2,436	Suitable for Dwelling House, Dual Occupancy or Multiple Dwelling development.
11.	Lot 7 on SP270889 Cemetery Road	1,660	Suitable for Dwelling House or Dual Occupancy development.
12.	Lot 928 on SP270889 Cemetery Road	628	Suitable for Dwelling House development.
13.	Lot 927 on SP270889 Cemetery Road	488	Potentially suitable for residential development. Significant intervention required to address topographical limitations and the absence of a legal point of access to Cemetery Road. Future development would require amalgamation or reconfiguration with adjoining parcels to secure compliant access.
14.	Lot 926 on SP282722 Lardil Street	1,141	DHPW has recently committed funding for the development of four 2-bedroom units on this lot, which was created through a road closure.
15.	Lot 917 on SP270889 Lardil Street	857	Not suitable for residential development as no legal point of access to Lardil Street is viable. It is understood that Lot 917 was created for expansion of QBuild operations on Lot 11 on SP241297.
16.	Lot 921 on SP270889 287-292 (part of) Mukakiya Street	17,555 <i>(127,700 lot total)</i>	Not currently suitable. This site includes 2.035 ha of unsubdivided General Residential zoned land at the western periphery; however, civil aviation clearance is required prior to considering the site for residential infill.
	TOTAL	18,895 m²	Includes 14 lots. Total excludes two unsuitable lots (Lot 917 and Lot 921 (part of) 287-292 Mukakiya Street).
	TOTAL development ready*	16,343 m²	Includes 12 lots not requiring significant intervention to develop (highlighted in orange).



Gununa’s existing zoned residential land is almost fully built out; of the 270 total General Residential zoned lots, 258²¹ lots (95.6%) currently contain dwellings with a total area of approximately 30.2 hectares. The remaining 12 lots (4.4% and 1.2ha) are vacant (highlighted in **Figure 6-1**).

Of the infill lots, 12 are considered immediately suitable to accommodate a new dwelling due to lot sizes and road access. Given typical lot sizes in the area, each of these lots could accommodate a single detached dwelling. Three vacant lots may not be suitable to accommodate new dwellings due to their configuration/size or limited road access.

Given this high level of existing occupation and minimal vacant lot supply, the capacity for additional dwellings within the current township footprint is extremely limited. Existing residential land therefore provides very little opportunity to absorb future population growth, reinforcing the need to identify new, serviced expansion areas.

Assuming no development has occurred since the latest aerial imagery was produced (November 2024), it appears that the eastern part of Lot 921 SP270889 (287-292 Mukakiya St) could accommodate three additional residential lots, whilst maintaining access to the potentially developable Eastern Growth Area. These are not yet subdivided but are located within the General Residential zone and identified as 287-292 Mukakiya Street.

Table 6-2 sets out total yield of residential lots considering the potential yield from both vacant and undeveloped land.

TABLE 6-2 RESIDENTIAL LAND CAPACITY, STUDY AREA

Site	Yield (number of lots)
Lot Yield (Eastern part 921SP270889, 287-292 Mukakiya St)	3
Vacant Land ²²	12
Vacant Land ²³	2
Total Lot Yield	17²⁴

6.2.2 FUTURE GROWTH AREAS

Gununa’s physical setting creates significant challenges for long-term residential expansion. The town is effectively landlocked, constrained by the airfield to the west, the coastal channel to the south, and Land Council–controlled environmentally significant land to the north and east, leaving very limited unconstrained and developable land. The existing residential neighbourhoods are now operating at or near capacity, meaning that additional serviced land is essential to support new housing delivery and relieve overcrowding. In response, several areas have been identified for their potential to accommodate future residential growth, subject to further investigation:

- **Northern Growth Area:** The Barwu Concept Plan Area identified in the Master Plan offers a structured long-term expansion option (refer to **Table 4-1**). However, its viability will depend on detailed assessment of land tenure, geotechnical assessment (including associated construction feasibility assessment) cultural constraints and servicing costs.

²¹ According to assessment of latest aerial imagery (October 2023).
²² Not requiring Reconfiguring a Lot to realise dwelling development.
²³ Requiring Reconfiguring a Lot to provide vehicle access to the lot.
²⁴ Theoretical yield only, actual yield is three (3) lots.



- **Eastern Growth Area:** Vacant land east of Mukakiya Street provides an opportunity to directly extend the residential footprint. The area is partially bordered by an inlet and requires assessment of flooding, environmental values and infrastructure capacity.
- **Western Growth Area:** Land used for the airport and airstrip to the west of the town has been identified for development pending relocation. The Master Plan defines the area in the draft conceptual Lardil Street Precinct Plan (refer to **Table 4-1**). Relocation of the airstrip is unlikely due to lack of government support, funding and feasibility limitations.
- **Southern Growth Area:** This area was cited in the Master Plan for potential cemetery expansion; however, land surrounding the cemetery may also warrant preliminary investigation for future residential uses. While environmental issues, sensitivities and cultural considerations²⁵ must be respected, this location may provide one of the few remaining expansion options within proximity of existing services.

Each potential growth area faces its own environmental, tenure and cost constraints. Importantly, any future expansion will require negotiation under existing native title and ILUA arrangements, which experience suggests will be complex and lengthy. Given the anticipated difficulty of these negotiations, strategically it is recommended that Council first identify the most suitable and sustainable land for future housing, and to seek a larger land allocation that will meet long-term needs, rather than pursuing incremental parcels that may not be sufficient.

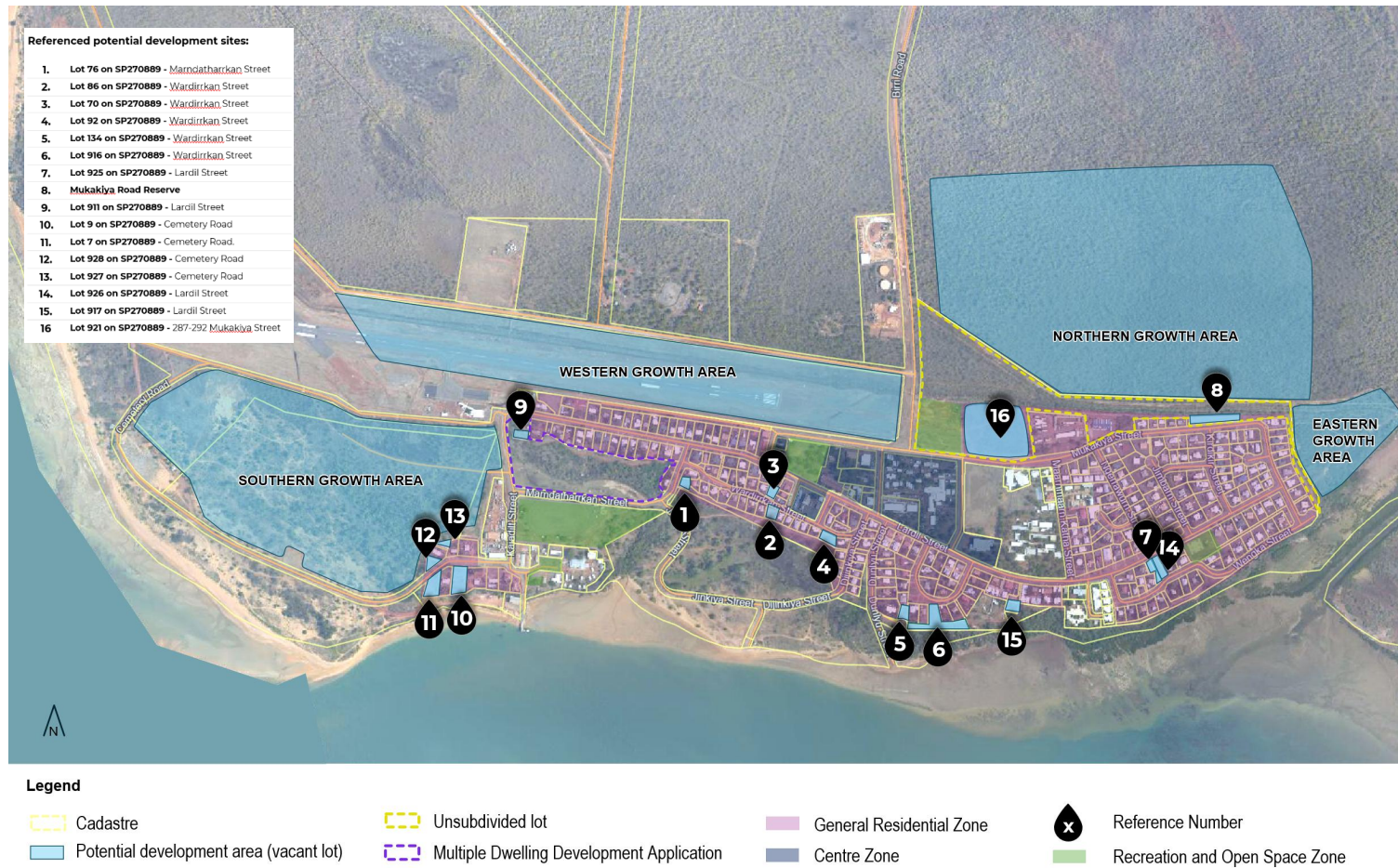
A detailed developability assessment, incorporating environmental, cultural, infrastructure and economic considerations, is important to confirm which of these areas can realistically support future residential development.

²⁵ Necessitating consultation with Traditional Owners.



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

FIGURE 6-1 SUPPLY OF RESIDENTIAL LAND IN MORNINGTON



Source: QLD Globe, Wellesley_Islands_2024_Prj (Start of Capture 28 SEP 2024, End of Capture 20 NOV 2024)



6.3 DEVELOPABILITY OF RESIDENTIAL LAND SUPPLY

A high-level desktop constraints assessment has been undertaken to better understand the true development potential of land identified for future residential supply.

Identifying available land without considering its environmental, physical and hazard constraints can significantly overstate the quantity of land that is realistically developable. Much of the land surrounding Gununa includes regulated vegetation, wetland areas, bushfire risk, flood-affected land and other environmental sensitivities, meaning it may only be partially developable or may require substantial investigation, mitigation or management measures to ensure that future development is safe, resilient and environmentally sustainable.

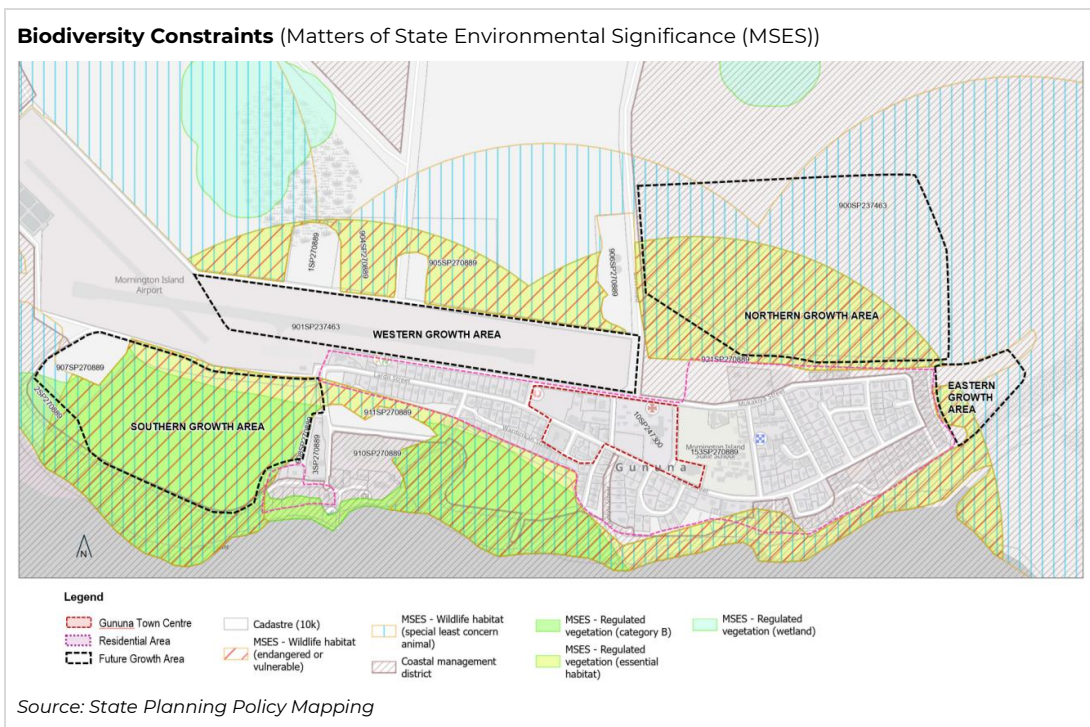
Given these limitations, a developability-focused approach is essential to identify the most suitable locations for long-term residential expansion. Assessing land surrounding Gununa would enable Council to identify areas with the least constraints and the greatest potential to support serviced future growth.

This may justify the future introduction of an Emerging Community Zone, consistent with the Planning Regulation definition, to safeguard appropriate land for any future residential needs while preventing premature or uncoordinated development.

6.3.1 FUTURE GROWTH AREAS

Table 6-1 presents constraints currently impacting land identified for future housing supply including the future growth areas. Refer to Figure 5-4 for additional constraints identified on the Planning Scheme Overlay mapping including the Airport Environs Overlay, Interim Floodplain Overlay and Bushfire Risk Area Overlay.

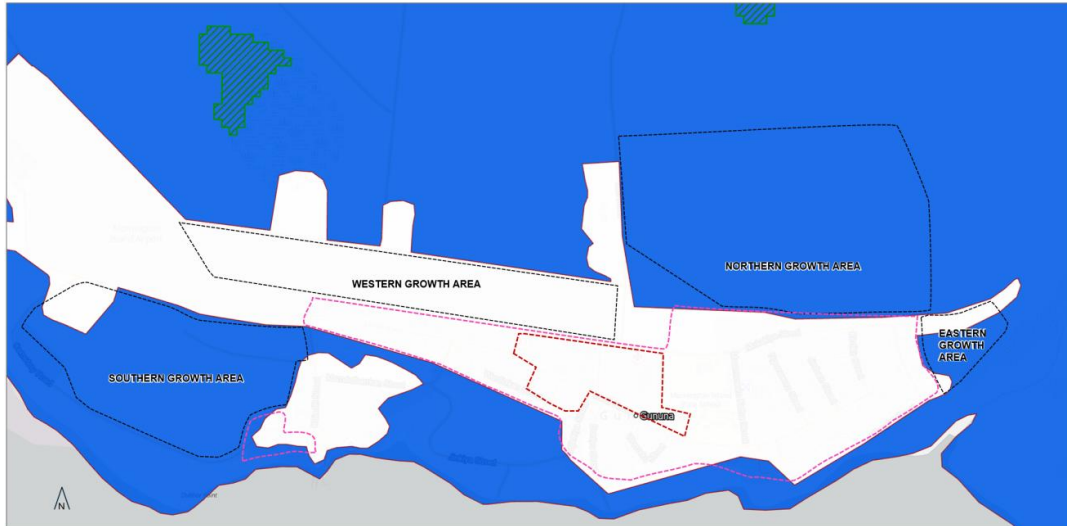
TABLE 6-1 DEVELOPMENT CONSTRAINTS OF LAND SURROUNDING GUNUNA





Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

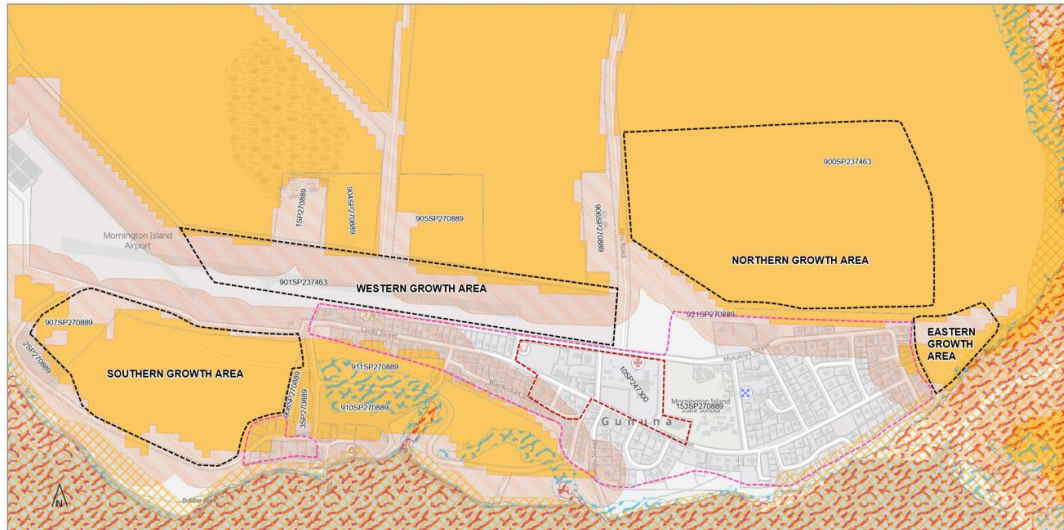
Vegetation Constraints



- Legend**
- Gununa Town Centre
 - Residential Area
 - Future Growth Area
 - RVM Category B - remnant vegetation
 - Vegetation management wetlands

Source: QLD Globe

Hazard Constraints



- Legend**
- Gununa Town Centre
 - Residential Area
 - Future Growth Area
 - Cadastre (10k)
 - Erosion prone area
 - High storm tide inundation area
 - Medium storm tide inundation area
 - Bushfire prone area
 - CLASS
 - Medium Potential Bushfire Intensity
 - Potential Impact Buffer

Source: State Planning Policy Mapping



Mornington Shire Council Residential Land Supply & Housing Needs Assessment 2021-2041

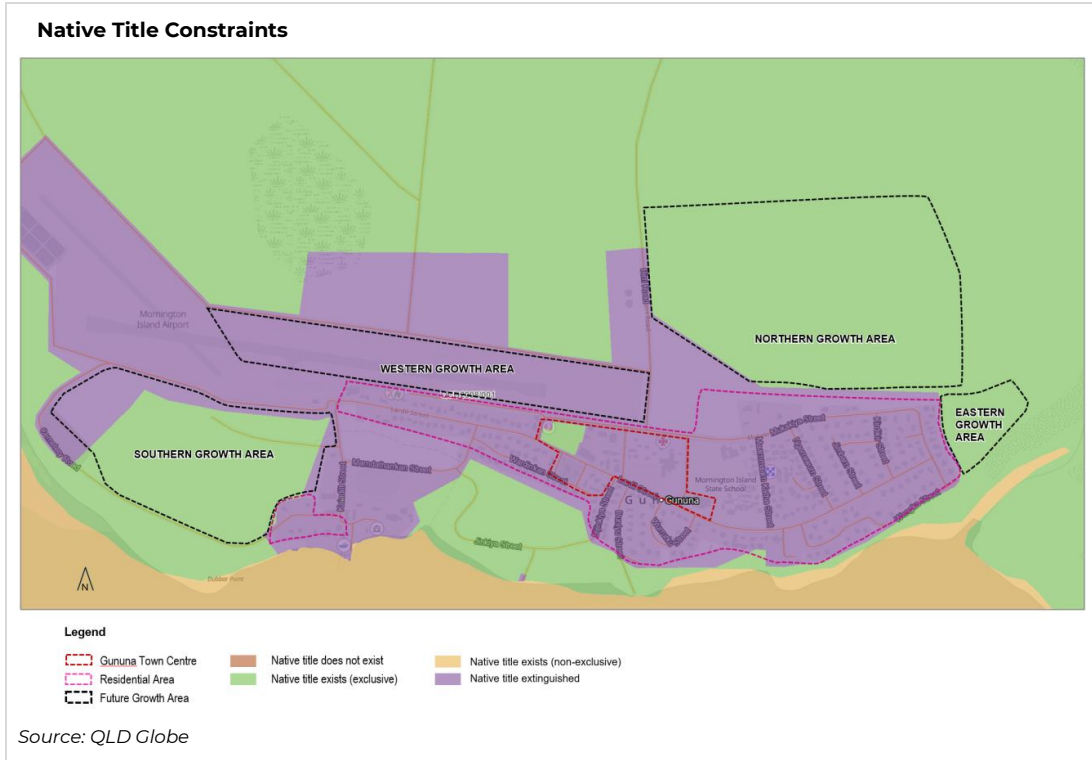


TABLE 6-2 POTENTIAL RESIDENTIAL EXPANSION AREA CONSTRAINTS

Potential Residential Expansion Area	State Constraints														Local Constraints				
	Coastal Mgmt. District	MSES Wildlife Habitat (endangered/ vulnerable)	MSES Wildlife Habitat	MSES Regulated veg – Cat B	MSES Regulated veg – Essential Habitat	MSES Regulated veg – wetland	Erosion Prone Area	High Storm Tide Inundation	Med Storm Tide Inundation	RVM Cat B Vegetation	Veg Management Wetlands	Med Potential Bushfire	Potential Bushfire Impact Buffer	Native Title (exclusive)	Native Title Extinguished	Airport Environs Overlay	Interim Floodplain Overlay	Bushfire Risk Area Overlay	Direct connection to infrastructure potential
Existing residential footprint (infill)	✓	x	x	x	x	x	✓	x	x	x	x	x	✓	x	✓	✓	x	x	✓
Northern Potential Growth Area	✓	✓	✓	✓	x	x	x	x	x	✓	x	✓	x	✓	x	✓	x	✓	x
Eastern Potential Growth Area	✓	✓	✓	✓	x	x	x	x	✓	✓	x	✓	✓	✓	x	x	✓	✓	✓
Southern Potential Growth Area	x	x	x	x	x	x	x	x	x	x	x	✓	✓	✓	x	x	x	✓	x



Table 6-2 shows the vulnerability of each potential residential expansion area to both State and local constraints. It is clear that all areas are subject to significant limitations that require further assessment, mitigation and negotiation to address. Additional considerations include:

- **Existing residential footprint (infill):** Identified constraints impact a small area of land along the periphery and can easily be managed or mitigated.
- **Northern Potential Growth Area:** Areas of very loose sandy soils pose engineering challenges, there is a culturally sensitive zone near the Art Centre where the Land Council have not disclosed full details, the area may be significantly impacted if the runway is realigned in future.
- **Eastern Potential Growth Area:** Cultural sensitivities are not defined but significant (previous Land Council negotiations have required substantial compensation and long timeframes), potential ease of connection to urban infrastructure, narrow access 'pinch points' through existing housing lots. The area could be feasible, particularly for higher-yield, multi-unit housing, but only with careful Traditional Owner engagement and planning.
- **Western Potential Growth Area:** While this area is not significantly constrained, it's development is dependent on the relocation of the airstrip which is highly unlikely in the short or long term. This area is not considered a realistic future growth option.
- **Southern Potential Growth Area:** Cultural sensitivities are significant in proximity to the local cemetery, soils can be unstable; however, is located adjacent to an existing residential area and can be connected to urban infrastructure.

6.3.2 VACANT LOTS AND INFILL AREAS

6.4 INFRASTRUCTURE OPPORTUNITIES & LIMITATIONS

Infrastructure and servicing availability and associated constraints have significant implications for the feasibility, timing and sequencing of housing development.

Adequate servicing can unlock land and support more efficient and sustainable growth, while limitations in water, sewerage, power, drainage, transport or community facilities can restrict development potential or increase delivery costs. In a remote settlement such as Gununa, where infrastructure networks are finite, isolated and costly to upgrade, understanding these opportunities and constraints is essential to identifying realistic housing supply options.

Table 6-3 section outlines the current capacity, condition and coverage of key physical infrastructure systems and highlights the implications they present for future residential development across Mornington Island.

TABLE 6-3 PHYSICAL INFRASTRUCTURE OPPORTUNITIES & LIMITATIONS

Infrastructure	Opportunities and limitations
Water Supply	The Mornington Master Plan identifies very high per-capita water consumption (~900-1000 L/p/d), above safe extraction from Dithery Creek Dam. At full capacity the dam can hold 846ML. Upgrades to raw water storage and treatment (including filtration) and demand management are recommended to support future residential growth.



Infrastructure	Opportunities and limitations
Waste-Water	The existing Lagoon plant is designed for 1,350 EP ²⁶ , with expansion to 1,500 EP likely required within the next ten years, to provide additional sewer connections from new lots.
Transport & Access	Proposed realignment / relocation of the existing runway may unlock additional land supply and reduce aviation constraints on future development; however, this is unlikely due to a lack of feasibility, environmental and cost considerations.
Power	<p>The existing diesel power station has the capacity to service development in Gununa. However, it's location in proximity of the town centre is problematic and future relocation is supported. This could be planned to align with the implementation of renewable energy infrastructure on the Island.</p> <p>Renewable energy has been investigated in the Gununa Futures report and may include expansion of rooftop solar and potential solar/battery systems. This would both climate targets and additional housing development.</p>
Telecommunications	<p>Mornington's telecommunications and data supply is primarily provided by Telstra (mobile or wireless) and supplemented by satellite-based / LEO broadband for public or communal access.</p> <p>Digital connectivity in Gununa remains limited and unreliable. Although the new Indigenous Knowledge Centre (IKC) provides valuable public access to devices and internet services, most households continue to face significant barriers to private internet access due to remoteness, service limitations and high costs.</p> <p>These constraints reduce opportunities for remote work, online education and general digital participation, and may affect the community's ability to retain younger and working-age residents who rely on stable connectivity for employment and learning.</p>
Community infrastructure	<ul style="list-style-type: none"> • While core services (health, school) exist, secondary education beyond Year 10 is not available, which may affect retention of youth on the Island and long-term demographic stability • Social infrastructure (recreation, sport, employment opportunities, economic development) is limited, which constrains wellbeing, youth engagement and long-term retention of population. However, The Department of Education has recently committed \$3.8 million to Mornington Council for: <ul style="list-style-type: none"> ○ Refurbishment of the PCYC building ○ A new undercover multi-court facility (to be publicly accessible) • Council has additional funding for: <ul style="list-style-type: none"> ○ Recreation Master Plan including the foreshore, jetty, barge precincts, and better connection to the oval and tavern ○ Proposed splash park (in principle support) ○ Rugby League Queensland commitment to upgrade and refurbish the oval. • Worker/visitor accommodation remains important given reliance on external labour and service delivery, future housing plans should account for this demand separately from general community housing supply. • Legal negotiations with Land Council are nearing completion for the expansion of land for the existing cemetery. This process highlights the difficulty of securing land tenure through the Land Council, even for essential community purposes.

²⁶ Including resident population and non-resident / visitor and/or workforce persons.



6.5 SUMMARY

The assessment of residential land supply shows that Gununa faces limited opportunities for outward growth, due to environmental constraints, cost, land tenure issues and the town's landlocked setting.

The existing residential footprint is effectively at capacity, and while infill opportunities remain, they are modest in scale and will not meet long-term demand. Four potential growth areas have been identified; however, each faces a mix of significant engineering, cultural, environmental and cost constraints (refer to **Table 6-2**).

Infrastructure analysis confirms that although essential networks generally function, capacity constraints must be addressed before any major new housing supply can occur, including for water, wastewater and relocation of the existing power station. Servicing upgrades will be necessary to support new subdivisions or higher-density development.

Community infrastructure investment is progressing, but gaps remain in recreational, economic and secondary education facilities, which may affect population stability, particularly retention of youth and working-age residents.

Overall, the findings reinforce that new residential land must be identified and negotiated if Morningside is to reduce overcrowding, meet future housing demand and encourage sustainable growth. Given the known challenges of ILUA and native title negotiations, and the community's reluctance to engage until development is visibly progressing, Council will need to plan proactively, select land strategically, and request a larger land allocation than the minimum required to accommodate 10–20 years of growth.



HOUSING NEEDS AND **DEMAND**

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





“**Part 7 – ‘Housing Needs and Demand’** This section identifies the scale and nature of housing required to support the future growth of the Mornington community. It brings together demographic trends, household characteristics, overcrowding indicators and cultural living patterns to assess the number and type of dwellings needed, including dwelling sizes, lot requirements and appropriate residential zoning responses.

7.1 INTRODUCTION

Understanding housing needs and demand is essential for determining the type, quantity and location of future housing required to support the Mornington Island community. *Housing need* reflects the number and form of dwellings required to adequately accommodate the population, including household size, composition and suitability. *Housing demand* is influenced not only by population growth, but also by demographic change, affordability, cultural preferences, tenure patterns and the availability of appropriate housing types.

Assessing these factors provides insight into how different household groups such as young families, Elders, multi-generational households and key workers are likely to shape future housing requirements. It also highlights where shortages, mismatches or affordability pressures may emerge. A clear understanding of these drivers is critical for planning a sustainable and culturally appropriate residential supply that meets the community’s needs over the short, medium and long term.

7.2 HOUSING DEMAND

Table 7-1 sets out forecast households in the Study Area based on projected population growth (**Table 3-2**) and a decreasing average household size. Two scenarios have been produced, including medium and high demand outcomes dependent on changes in the average household size.

In 2021, the Study Area comprised approximately 1,056 residents in 285 households. The population is projected to increase to 1,083 persons, before falling to around 1,000 residents by 2041.

The two dwelling demand scenarios are outlined as follows:

- **Medium Demand** – Under this scenario, it is expected that the number of households will decrease from the current level (around 2026). Estimates suggest 338 households in 2026, decreasing to 312 households by 2041.
- **High Demand** – Under a high-demand scenario, the number of households is projected to increase to a high of 352 households by 2031, before decreasing to 333 by 2041.

Ultimately, the number of additional dwellings needed will depend on changes in average household size.



TABLE 7-1 FORECAST HOUSEHOLDS, STUDY AREA, 2021 TO 2036

	2021	2026	2031	2036	2041
Population	1,056	1,083	1,055	1,027	999
Medium-Demand Scenario					
Households	285	338	330	321	312
Average Household Size	3.71	3.20	3.20	3.20	3.20
High-Demand Scenario					
Households	285	338	352	342	333
Average Household Size	3.71	3.20	3.00	3.00	3.00

Source: Foresight Partners based on Table 3-2, 2021 Census – Quickstats, counting dwellings, place of enumeration

7.2.1 SOCIAL HOUSING WAITING LIST

Social housing is available to provide housing stability to vulnerable people who are not able to access and sustain housing in the private market.

Given Mornington Island’s very high dependence on social housing and the limited availability of private rental or home-ownership options, the social housing waiting list is a critical indicator of unmet housing need in the community. The waiting list also directly informs the DHPW’s investment decisions under the Forward Remote Capital Program and feeds into Council’s Capital Housing Strategy, which determines the scale and sequencing of future dwelling construction.

Because almost all new housing supply in Gununa is funded by the State and delivered through social housing programs, the waiting list provides the clearest measure of underlying housing need and demand, particularly the size and type of dwellings required to meet the needs of existing households, reduce overcrowding and improve housing suitability.

Data from the DHPW (provided by Council) indicates the following:

In January 2024, the wait list included:

- 14 applicants for 1-bedroom dwellings
- 17 applicants for 2-bedroom dwellings
- 4 applicants for 3-bedroom dwellings
- applicants for 4-bedroom dwellings
- total of 42 applicants.

In October 2025, the wait list included:

- 22 applicants for 1-bedroom dwellings
- 8 applicants for 2-bedroom dwellings
- 4 applicants for 3-bedroom dwellings
- 6 applicants for 4-bedroom dwellings
- 1 applicant for 5-bedroom dwellings
- 1 applicant for 6-bedroom dwellings
- total of 42 applicants.

The waiting list data shows that although the total number of applicants remained stable, the demand profile has shifted toward larger dwellings, reflecting overcrowding pressures, extended family composition and the need for more culturally appropriate housing. Applicants are generally already living in the community and would transition from unsuitable dwellings into homes that better meet their needs, which in turn may free up smaller or lower-density dwellings for other households.



Importantly, it is likely that the waiting list under-represents true demand. Many residents are reluctant to apply or update their housing application until they see new construction occurring, as visible progress builds trust that new dwellings will actually become available.

This means that the formal wait list likely reflects only a portion of the underlying need, and additional latent demand can be expected to surface once new residential development begins or is visibly underway.

7.3 HOUSING NEED

7.3.1 UNOCCUPIED DWELLINGS

Unoccupied Dwellings are identified every five years at the ABS Census. Dwellings may be identified as unoccupied on the Census night because they are holiday homes, vacant rental dwellings, or the occupants are away on extended leave.

At the time of the 2021 Census, there were 82 unoccupied dwellings in the Study Area (based on LGA data), representing approximately 22% of the total dwelling stock. The composition (type/structure) of these unoccupied dwellings is unknown, as a review of aerial imagery suggests inaccuracies in the ABS Census data. In addition, Census data does not provide information on the number of bedrooms in unoccupied dwellings.

Anecdotal information from Council in October 2025 indicated that there are little to no unoccupied dwellings at present. This implies the following outcomes (or a combination of them):

- Unoccupied dwellings were over-estimated in the 2021 Census; and/or
- Demand growth has led to the take-up of unoccupied dwellings counted in 2021. This is consistent with population and household projections in this report (**Table 7-1**). To better understand the potential of the existing dwelling stock to meet future housing needs, it is recommended that Council undertake an annual audit of any unoccupied dwellings. This audit should aim to identify the reasons it is unoccupied, assess the dwellings' condition and suitability for permanent residence.

7.3.2 NEED FOR DWELLINGS BY SIZE

The *Gununa Futures report* identifies that residents feel their homes do not align with their cultural values, often due to insufficient space or unsuitable layouts to accommodate the number of people (e.g. extended kin) expected to live together under cultural norms.

To provide a baseline assessment of housing needs in the Study Area, the ABS Housing Suitability Indicator was applied using 2021 Census data. This indicator measures whether the number of bedrooms in a dwelling is appropriate based on the Canadian National Occupancy Standard, which considers household composition, age, sex, and relationships. It offers insight into the potential under- or over-utilisation of housing stock.

It is acknowledged that this indicator does not account for cultural differences in living arrangements, particularly among Indigenous households. As such, it is likely to underestimate the number of additional bedrooms required to meet local needs.

The reliability of the data may also be affected by under-reporting of household size, with some residents potentially reluctant to disclose the actual number of occupants due to concerns about breaching tenancy conditions or repercussions from housing providers. Furthermore, research by the Australian Housing and Urban Research Institute indicates that there is no universally applicable measure of overcrowding based solely on bedroom count and household size.

Given these limitations, the results of the Housing Suitability Indicator presented in **Table 7-2** should be interpreted with caution. It is recommended that Council supplement this



quantitative data with ongoing time-series qualitative research/surveys to better understand local household structures and identify dwelling configurations that more accurately reflect cultural and social expectations.

Table 7-2 presents an analysis of housing suitability by number of bedrooms, highlighting mismatches between household composition and dwelling size (using LGA data due to availability). An estimated 69 households are living in dwellings with too few bedrooms, the majority of which occupy two- to four-bedroom homes. Conversely, approximately 109 households occupy dwellings with surplus bedrooms, also primarily within the two- to four-bedroom range.

Despite its limitations, this data suggests that there is a mismatch between household size and dwelling size for many households. In this market where social housing is dominant, it may be difficult for households to move between dwellings (compared to a private housing market). However, such activity could lead to better matches between households and their housing needs and improved outcomes in terms of reduced housing stress.

TABLE 7-2 HOUSING SUITABILITY BY NUMBER OF BEDROOMS, MORNINGTON LGA, 2021

Existing Bedrooms	One	Two	Three	Four	Five	Six or More	Total
Extra Bedrooms Needed							
Four or more	-	-	9	-	-	-	9
Three	-	-	5	-	-	-	5
Two	-	3	8	3	-	-	14
One	-	9	20	9	3	-	41
Total	-	12	42	12	3	-	69
Spare Bedrooms							
One	-	32	29	12	-	-	73
Two	-	-	26	5	-	-	31
Three	-	-	-	5	-	-	5
Four or more	-	-	-	-	-	-	-
Total	-	32	55	22	-	-	109

Source: 2021 Census - counting dwellings, place of enumeration

Table 7-3 sets out the number of dwellings by bedroom count required to meet resident needs in 2021, based on the ABS Housing Suitability Indicator. This analysis is based on the findings of **Table 7-2**. For example, nine households in two-bedroom dwellings reported the need for one additional bedroom, indicating demand for nine additional three-bedroom dwellings. This exercise was repeated for other dwelling sizes.

An estimated 69 dwellings are needed across the bedroom categories identified. These could be delivered through new construction, or in the unlikely case, addressed through the redistribution of households within the existing dwelling stock.

TABLE 7-3 REQUIREMENTS TO ACHIEVE HOUSING SUITABILITY, 2021

Dwelling Size	Required Dwellings
Three bedrooms	9
Four bedrooms	23
Five bedrooms	17
Six bedrooms	11
Seven bedrooms	9
Total	69

Source: 2021 Census - counting dwellings, place of enumeration



To assist interpretation, it is important to distinguish between the dwelling need figures presented in this chapter. The estimate of 69 dwellings reflects the number required to address *current* overcrowding and bedroom undersupply based on 2021 household structures, whereas the projected *future* demand for 67 additional dwellings (refer to Section 7.3.4) represents the dwellings needed to accommodate future household growth to 2031 under the high-demand scenario. Together, these figures differentiate the current backlog of housing need from the forward demand generated by demographic change.

7.3.3 HOUSING NEED BY TYPE

Assessment of household size, cultural living patterns and the existing housing market in Gununa indicates that detached dwellings will continue to form the primary component of future housing supply. Detached houses offer the flexibility required to accommodate extended families, support household mobility over time, and respond to the cultural and social preferences of residents.

Demand for detached dwellings remains strong and reflects several local factors, including long-term attachment to family homes, limited alternative dwelling types, and the predominance of social housing as the main tenure. The lack of viable semi-detached or medium-density options stems from both market limitations such as the absence of private developers and the minimal cost advantage of building attached dwellings in remote locations.

However, emerging demographic trends indicate broadening future needs. In Gununa, this is reflected in the DHPW's efforts to deliver new typologies, including single men's accommodation on Lot 926 and other medium-density developments. Housing supply that lacks diversity creates several constraints:

- Smaller or ageing households remain in large family homes because there are no appropriate downsizing options. This prevents the natural turnover and redevelopment of existing lots.
- Larger households facing overcrowding cannot access suitably sized dwellings, even when smaller homes are underutilised elsewhere.

To function effectively and sustainably, future housing supply will need to provide a range of dwelling types including detached dwellings for families and multi-generational households, and targeted medium-density or supported housing for singles, Elders, workers and specific community needs. A more diverse housing mix will also help ensure that all households can transition through the housing lifecycle, reduce overcrowding, and make better use of limited residential land in the town.

7.3.4 NEED FOR RESIDENTIAL LOTS

To evaluate the adequacy of the residential land supply, future capacity was compared with household projections. **Table 7-4** assesses the capacity of the residential land supply with the following assumptions:

- The high-demand scenario in terms of additional households is adopted (**Table 7-1**).
- The supply of developable residential zoned land remains unchanged.
- All currently unoccupied dwellings are unavailable to meet projected housing demand (based on information received from Council).
- Each residential lot accommodates a single dwelling.

As per **Table 7-1**, it is assumed that the demand for 67 additional dwellings between 2021 and 2031 (high-demand scenario). This corresponds to a need for 67 additional residential lots over the same period. When compared to the residential land development capacity of 17 lots, this indicates a shortfall of 50 lots in 2031.



While demand for additional lots is forecast to decrease after 2031, additional housing is needed to accommodate short-term demand. This theoretical analysis simplistically assumes that the potential yield of 17 residential lots will be developed by 2026. While the theoretical capacity for additional housing may exist in the short-term, any delays in delivery is likely to result in housing stress in the local community.

TABLE 7-4 FORECAST SHORTFALL OF RESIDENTIAL LOTS, STUDY AREA, 2026 TO 2041

	2026	2031	2036	2041
Capacity of Residential Land (Additional Lots)	17	17	17	17
Demand for Additional Lots (from 2021)	53	67	57	48
Shortfall of Residential Lots	-36	-50	-37	-31

Source: Table 6-, Table 7-1

7.4 NEED FOR RESIDENTIAL ZONED LAND

The Planning Scheme’s Strategic Framework establishes baseline assumptions for determining future housing and land requirements in Gununa. These include a target household size of four persons, an average residential lot size of 800m², and an allowance that 15% of any development site be dedicated to roads, open space and essential services. Using these inputs, the Strategic Framework projects a need for 176 additional dwellings (approximately 11.9 ha of residential land) by 2036 to meet long-term demand and support community growth.

The updated assessment undertaken for this Study refines these projections using current demographic conditions, updated household structures and revised land efficiency assumptions.

Table 7-5 sets out the estimated area of residential zoned land required to meet peak demand. It assumes a:

- A shortfall of 50 residential lots (**Table 7-4**) at peak demand (2031).
- A minimum lot size of 800m² and an allowance of 20% of land for circulation, drainage, and potential development constraints.

Based on these assumptions, it is concluded that around 48,000m² (4.8 ha) of additional residential land needs to be identified and potentially rezoned to accommodate demand. As identified earlier in this report, the Barwu Concept Plan and Lardil Street Plan projects (refer to **Section 5.3.3**) are in early stages but may have capacity to deliver future housing. These projects are located outside the residential zone, and if pursued in a timely manner, may diminish (or eliminate) the need to identify (or rezone) additional residential zoned land.

TABLE 7-5 SHORTFALL OF RESIDENTIAL ZONED LAND, STUDY AREA

Land Requirement	Number / Area
Shortfall of Residential Lots	50
Land Required at Minimum Lot Size (800 m ²)	40,000 m ²
Additional Land for Circulation, Drainage, Constraints (20% of total)	8,000 m ²
Total Land Required	48,000 m²

Source: Foresight Partners



This refined estimate aligns with the Strategic Framework's broader conclusions being that additional serviced and developable land is required to meet future housing needs, and existing residential areas alone cannot absorb projected growth or relieve current overcrowding. While the total projected in this Study is smaller than the 2036 Strategic Framework figure, both assessments point to a clear shortage of residentially zoned land in the medium term.

Identification of a preferred expansion area should be undertaken in the short-term including work to resolve land tenure constraints and progress planning and zoning changes to ensure a pipeline of serviced residential land is available to support housing delivery over the next decade.

7.5 SUMMARY

The assessment of housing need and demand demonstrates that Morningside faces persistent housing shortages, significant overcrowding, and a mismatch between household size and available dwelling types. Population projections show minimal (and at times declining) population growth, but the number of households continues to rise, driven by smaller average household sizes and local demographic change. Under the high-demand scenario, up to 352 households may exist by 2031, compared to 285 in 2021.

The social housing waiting list remains stable at 42 applicants, yet the composition has shifted toward larger dwellings, revealing growing pressure for 4-, 5- and 6-bedroom homes. Because many applicants delay applying until new housing construction is visible, this list likely underestimates true demand, with latent demand expected to emerge after development commences.

Assessment of housing suitability identifies a need for at least 69 additional dwellings of appropriate bedroom size.

Detached dwellings will continue to be the dominant form of housing, but greater diversity is required including supported accommodation, medium-density housing for singles and Elders, and smaller dwellings for downsizing to ensure sustainable housing supply.

The capacity analysis of existing residential land shows that only 3 lots are theoretically available, demand for 67 additional lots by 2031 results in a net shortfall of 50 lots. When translated into land requirements, an estimated 48,000 m² (48 ha) of additional residential land must be identified to meet demand. This aligns with the Planning Scheme's Strategic Framework, which also identifies a long-term need for additional serviced and developable land.

In combination, these findings highlight the need for Council to:

- unlock new residential land,
- enable diverse dwelling types through planning scheme amendments, and
- secure State funding and approvals to deliver housing that aligns with cultural needs and market realities.



CONCLUSION

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





8.1 METHODOLOGY

The Residential Land Supply and Housing Needs Assessment for Morningside Shire applies an integrated and multi-layered methodology to understand current housing conditions, forecast future needs, and evaluate the Shire's capacity to support additional residential growth. The assessment draws on demographic and household data, population projections, dwelling characteristics, and socio-economic indicators to analyse housing demand and suitability.

Spatial analysis of residential land supply was undertaken using zoning maps, cadastral boundaries, overlays and 2023 aerial imagery to identify existing development, vacant lots and potential expansion areas. The feasibility of future growth was further examined through a review of planning scheme provisions, environmental constraints, infrastructure capacity and planned development proposals.

The assessment also incorporates qualitative and stakeholder-informed data, including findings from the Gununa Futures project and direct engagement with key housing providers such as the DHPW, Morningside Island State School, Morningside Island Health Service, Kuba Natha Aged Care, and Council (staff accommodation). This provides a grounded understanding of overcrowding, cultural housing needs, infrastructure limitations and emerging housing pressures—offering critical insights that Census data alone cannot capture.

This combined approach ensures that the study's findings are both statistically robust and reflective of the lived conditions and cultural context of the Gununa community.

8.2 RESULTS OF THE STUDY

8.2.1 RESIDENTIAL LAND AND HOUSING SUPPLY

The Study finds that Morningside Shire's housing system is under sustained pressure, driven by rapid household formation, limited housing diversity, persistent overcrowding, and socio-economic conditions that restrict access to private rental or home ownership. Almost all land in the General Residential Zone has been developed, with very limited scope for infill or small-lot subdivision. The current planning scheme further constrains supply by offering insufficient pathways for culturally responsive dwellings, supported accommodation, ageing-in-place housing and medium-density options.

Environmental constraints—including loose sandy soils, coastal processes, wetlands and vegetation protection—combine with Native Title and tenure limitations to further reduce the amount of feasible, developable land. Planned developments, such as the Barwu Concept Plan and Lardil Street Precinct, present opportunities for future supply but remain in early feasibility stages and cannot yet be relied upon to meet short- or medium-term needs.

Without timely intervention to identify and unlock new serviced residential land, Morningside Shire faces an expanding gap between supply and demand, with direct implications for health, community stability and long-term livability, that must rely on alternatives to new lot release.

8.2.2 RESIDENTIAL LAND AND HOUSING DEMAND

Gununa contains 270 General Residential lots, of which 258 are occupied, representing 95.6% utilisation. Only 16 lots remain undeveloped or have potential for subdivision, and only 12 are suitable for near-term development due to configuration and access constraints.

Population and household modelling indicates a need for 67 additional residential lots by 2031.



Based on a minimum lot size of 800 m² and a 20% allowance for roads, drainage and site constraints, approximately 40,800 m² of additional land is required to meet forecast demand. Insufficient land exists within the current residential zone to meet this requirement.

Housing demand is also reinforced by:

- rising numbers of smaller households,
- high unmet need for large multi-bedroom dwellings,
- increasing demand for 4–6 bedroom houses,
- lack of housing choice for Elders, singles, key workers and smaller households,
- high levels of overcrowding, and
- the need for additional beds across community residences, staff accommodation, aged care and visitor accommodation.

While the Barwu and Lardil Street precincts may offer future supply, they remain unconfirmed and require tenure resolution, servicing strategies, environmental assessment and funding. Overall, Gununa's land and housing supply is critically constrained. Without rezoning, land release and planning scheme reform, Council cannot meet projected demand or alleviate overcrowding.

8.2.3 INFRASTRUCTURE SUPPLY AND DEMAND

Future residential expansion will require coordinated and adequately funded upgrades to essential infrastructure networks. Key considerations include:

- **Water Supply & Sewerage**
Capacity assessment and upgrades may be required before new development can be supported. Extension of networks outside the existing township footprint will require significant capital investment.
- **Electricity**
The electricity network may need upgrades to service new residential areas, with long-term opportunities to integrate renewable energy systems as recommended in the Gununa Futures report.
- **Transport & Access**
New development must connect to the existing road network and meet all-weather standards. Wet-season accessibility challenges mean resilient road construction will be a critical determinant of developability.
- **Stormwater Management**
Careful design is required in areas with flat topography, poor infiltration and environmental sensitivities to prevent erosion, flooding or infrastructure damage.
- **Community Facilities**
Increased residential development will require proportional expansion of recreation, health and social facilities to maintain service levels.

Infrastructure availability and the cost of extension are key limiting factors in identifying feasible growth areas. Forward planning, staging and coordinated investment will be essential.



8.3 CONSTRAINTS TO MEETING HOUSING SUPPLY AND DEMAND

Morningson Shire faces a combination of structural and locational constraints that limit its ability to meet future housing demand, including:

- high construction and freight costs
- limited employment and economic activity
- reliance on State-funded housing programs
- remote location and servicing challenges
- environmental overlays and physical constraints
- an outdated planning scheme that does not support housing diversity
- Native Title and tenure complexities
- constrained land availability and a fully utilised residential zone
- difficulty achieving culturally appropriate housing design under current provisions
- uncertainty regarding whether future population growth may increase as housing supply and local opportunities improve.

These constraints highlight the need for coordinated planning, early land identification, planning scheme reforms and strengthened collaboration with the DHPW, service providers and Land Council.



RECOMMENDATIONS

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





9.1 RECCOMENDATIONS

The following recommendations respond to the findings of this Study and provide a coordinated pathway for Mornington Shire Council to address critical housing pressures, unlock new land supply, strengthen planning provisions and improve long-term housing outcomes for the Gununa community.

FIGURE 9-1 SUMMARY OF RECOMMENDATIONS

Issue	Recommendations	Timing
Immediate Housing Supply Actions	<ul style="list-style-type: none"> • Deliver additional housing with a strong focus on large, detached dwellings (3–6 bedrooms) to alleviate overcrowding: <ul style="list-style-type: none"> ◦ Progress the 13-lot subdivision at Lardil and Kaiadilt Streets (Lot 911/SP270889) to construction. ◦ Identify and progress infill opportunities, including dual-occupancy development, small-lot subdivisions and redevelopment of underutilised sites (e.g. former playground area). ◦ Prioritise the delivery of dedicated worker and visitor accommodation, ensuring non-resident staff do not occupy community housing. • Introduce immediate policy support for culturally responsive housing design, including flexible layouts, extended family configurations and plug-in extensions for overcrowded households. • Improve maintenance systems, tenant support programs and inspections to maintain housing quality 	Short Term (0–3 years)
Strategic Residential Land Identification	<ul style="list-style-type: none"> • Update feasibility investigation of the Master Plan precincts (Barwu Concept Plan, Lardil Street Precinct) and eastern growth area (10–15 lot subdivision east of Mukakiya Street) to remove or maintain their inclusion in future growth/ expansion area investigations. • Identify short-, medium- and long-term urban expansion areas, informed by servicing feasibility and tenure considerations. • Undertake a formal site selection and suitability assessment to identify a preferred long-term residential expansion area(s), based on: <ul style="list-style-type: none"> ◦ land tenure and Native Title feasibility ◦ manageable cultural constraints ◦ engineering suitability, soil stability and hazard exposure ◦ proximity to existing services ◦ environmental constraints and buffers ◦ realistic construction and servicing costs • Prepare a Precinct Structure Plan for the preferred growth area, including land use mix, density options, open space, stormwater, access arrangements, and infrastructure sequencing. • Re-zone preferred growth area as Emerging Community to ensure its future availability and to manage expectations of the community. 	Short Term (0–3 years)
Native Title and ILUA Negotiation Strategy	<ul style="list-style-type: none"> • Begin early, proactive engagement with the Land Council and native title holders to secure future residential land. • Given the history of protracted negotiations, Council should: <ul style="list-style-type: none"> ◦ identify the best land for future growth, and on a larger tenure area than immediately needed, ensuring supply for at least 10–20 years and avoiding repeated negotiations. 	Short Term (0–3 years)



Issue	Recommendations	Timing
	<ul style="list-style-type: none"> o Prepare a clear negotiation framework that articulates land needs, potential compensation pathways, and long-term community benefits. 	
<p>Planning Scheme and Statutory Framework Improvements</p>	<p>Planning provisions should be revised to support a broader range of housing forms, including extended-family dwellings, larger multi-bedroom homes, flexible dwelling layouts, adaptable housing, duplexes, multi-unit dwellings, transitional housing and supported accommodation:</p> <ul style="list-style-type: none"> • Introduce new zoning pathways to enable housing diversity: <ul style="list-style-type: none"> o Emerging Community Zone to secure future residential land and support structure planning. o Medium Density Residential Zone near community facilities and services. • Revise the Strategic Framework to reflect up-to-date housing need, land supply constraints and cultural housing requirements. • Update the Tables of Assessment to: <ul style="list-style-type: none"> o distinguish between standard residential uses and specialised accommodation o lower assessment levels for dual occupancy and small multi-unit developments where servicing allows o support community residences, aged care, residential care, supported accommodation and residential care facilities in appropriate zones and 'assessable' where co-located with health and community services • Refine use definitions (where possible) to better support Indigenous housing models, multi-family dwellings and flexible design. • Amend the General Residential Zone to allow a wider range of dwelling types, including duplexes, small-lot housing, multi-unit developments, transitional housing (crisis accommodation) and supported accommodation. • Identify lower levels of assessment for community or State-funded higher-density housing (e.g., code-assessable up to four dwellings when meeting defined criteria). • Amend minimum lot sizes where appropriate to allow small-lot and higher-yield housing near services. • Update the Mornington Master Plan with new expansion areas and removal of unfeasible areas. • Planning settings should minimise unnecessary regulatory burden to improve development feasibility. 	<p>Short Term (0-3 years)</p>
<p>Worker Accommodation Strategy</p>	<ul style="list-style-type: none"> • Worker/visitor accommodation remains important given reliance on external labour and service delivery, future housing plans should account for this demand separately from general community housing supply. • Require all non-resident workers including Council staff, teachers, health workers, contractors and service providers to reside in dedicated worker accommodation rather than community housing, unless they are a permanent resident. • Identify land for a long-term worker accommodation precinct, ensuring adequate supply to meet service delivery needs. 	<p>Short Term (0-3 years)</p>
<p>Environmental and Cultural Protection</p>	<ul style="list-style-type: none"> • Consider additional overlays for: <ul style="list-style-type: none"> o environmental protections (wetlands, conservation vegetation, acid sulphate soils) 	<p>Short Term (0-3 years)</p>



Issue	Recommendations	Timing
	<ul style="list-style-type: none"> o hazard and climate resilience. o cultural sites (where cultural sites cannot be mapped, require consultation triggers with appropriate groups for development proposals outside the existing urban footprint) • Ensure new neighbourhoods include adequate open space, recreation areas and buffers. 	
Housing Design, Suitability and Cultural Responsiveness	<ul style="list-style-type: none"> • Consider local housing partnerships, including community-controlled organisations that can co-deliver or manage housing. • Partner with the State to adopt remote Indigenous housing design guidelines, ensuring all new dwellings meet climatic and cultural needs. • Apply the Livable Housing Design Guidelines – Gold Standard as a minimum for new houses funded through State programs. • Incorporate robust, climate-responsive materials, and layouts suitable for high occupancy and fluctuating household structures. • Facilitate a design program for Elders’ housing, supported living and transitional accommodation. • Support the implementation of the Capital Housing Strategy, particularly for: <ul style="list-style-type: none"> o large families o single men o people with disability. 	Short Term – Medim Term (0–5 years)
Medium-Term Housing Supply Actions	<ul style="list-style-type: none"> • Commence detailed servicing planning for the preferred growth area, including water, wastewater, drainage, roads, power and digital connectivity. • Begin staged infrastructure upgrades to support future housing delivery. • Deliver a Staged Subdivision Program within the new growth area aligned with confirmed service availability. • Expand housing typologies to include: <ul style="list-style-type: none"> o medium-density dwellings for singles, Elders and key workers o culturally responsive large households o transitional and supported accommodation o crisis accommodation. • Undertake a feasibility study of plug-in extensions for families wishing to expand their existing homes (as identified in the Capital Housing Strategy). 	Medium Term (3–7 years)
Infrastructure Planning and Servicing Coordination	<ul style="list-style-type: none"> • Collaborate with State agencies to scope, cost and fund: <ul style="list-style-type: none"> o raw water storage, treatment and filtration upgrades o expansion of the wastewater lagoon beyond 1,500 EP o potential relocation or upgrading of the diesel power station, with renewable energy integration o road upgrades to ensure all-weather access o improved telecommunications solutions, including satellite and wireless systems. • Align all housing projects with confirmed infrastructure servicing plans to avoid fragmented, premature or unserviceable development. • Future residential neighbourhoods should incorporate open space and recreation areas, supported by a Recreation Precinct Plan to leverage future funding opportunities 	Medium Term (3–7 years)



Issue	Recommendations	Timing
Long-Term Housing Supply Actions	<ul style="list-style-type: none"> Continue staged development of the new residential growth area as demand and service capacity allow. Reassess long-term residential capacity and land requirements based on population change, economic development, hazard exposure, and service upgrades. Explore opportunities for precinct-based development incorporating schools, health services, recreation areas, aged care and neighbourhood hubs. 	Long Term (7–20 years)
Data, Monitoring and Governance	<ul style="list-style-type: none"> Conduct an annual housing stock audit to identify unoccupied dwellings, dwelling condition, suitability and opportunities for redevelopment. Collect improved local housing needs data, acknowledging that ABS Census data underestimates overcrowding and household complexity. Monitor long-term demographic change, household size and family structures to align housing supply with demand. Improve coordination between Council, DHPW, community organisations and other service providers to streamline housing delivery and reduce program fragmentation. 	Annually
Addressing Affordability, Remoteness and Market Barriers	<ul style="list-style-type: none"> Advocate for a regional housing affordability strategy addressing construction costs, freight constraints, financing barriers and delivery risks. Work with government agencies to ensure sufficient staff housing is delivered to prevent displacement of local rental housing. Support local capacity building for organisations seeking to participate in housing delivery or maintenance. 	Ongoing

9.1.1 PLANNING SCHEME AMENDMENT ACTION PLAN

This plan focuses on statutory changes required to align the Planning Scheme with identified housing needs, land supply constraints and cultural living patterns in Gununa.

Strategic Framework Amendments

Action	Detail	Priority
Update housing needs section	Reflect updated demand analysis, need for large dwellings, cultural housing requirements, and lot supply shortfall	High
Incorporate long-term growth strategy	Identify preferred growth areas and rationale (constraints, servicing, tenure)	High
Strengthen statements on culturally responsive housing	Embed need for flexible, multi-generational layouts and diverse typologies	Medium
Align residential development outcomes with infrastructure sequencing	Require servicing strategies for all major growth areas	High

Zoning and Land Use Amendments

Amendment	Purpose	Priority
Introduce Emerging Community Zone	Secure long-term residential expansion areas and support structure planning	High



Amendment	Purpose	Priority
Introduce Medium Density Residential Zone	Enable duplexes, multi-unit dwellings, supported accommodation and Elders' housing near key services	Medium
Expand Community Facilities Zone provisions	Allow aged care, residential care, community residences and supported housing	Medium
Revise minimum lot sizes	Enable small-lot housing and higher-yield development where infrastructure supports it	Medium
Permit dual occupancy and small-scale multi-unit housing as Accepted Development (subject to requirements)	Accelerate delivery of diverse housing	High

Tables of Assessment Reform

Reform	Detail	Priority
Differentiate residential uses by operational requirements	Recognise distinct needs of community residences, aged care, residential care, supported accommodation, worker accommodation	High
Lower assessment levels for State-funded or Council-funded projects	e.g., code assessment for up to 4 dwellings where standards met	Medium
Enable transitional housing and crisis accommodation appropriately	Provide clear pathways for essential support uses	High

Development Codes and Housing Design Controls

Amendment	Detail	Priority
Introduce culturally responsive housing provisions	Multi-family dwellings, flexible layouts, high-durability materials	High
Embed Livable Housing Design Guidelines (Gold)	Improve accessibility and suitability for Elders and people with disability	Medium
Include remote climate design principles	Ventilation, shading, thermal comfort, durability	Medium

Overlays and Mapping Updates

Action	Detail	Priority
Introduce cultural consultation trigger overlay	Applied to land outside existing urban footprint; mandatory engagement with appropriate traditional owner representatives	High
Update environmental overlays	Include conservation, wetlands, coastal hazard, acid sulphate soils where required	Medium
Consider new constraints mapping for loose sandy soils and drainage limitations	Reflect geotechnical challenges identified in assessment	Medium

Infrastructure Integration

Action	Detail	Priority
Integrate infrastructure capacity statements into zoning and development codes	Ensure development aligns with realistic servicing pathways	High



Action	Detail	Priority
Amend scheme to encourage coordinated trunk infrastructure delivery	Particularly for water, wastewater, drainage and power in expansion areas	Medium
Support renewable energy and off-grid-ready infrastructure in codes	Reflect future remote housing solutions	Medium

Administrative and Process Improvements

Action	Detail	Priority
Streamline approval processes for State-funded housing	Align scheme with Forward Remote Capital Program delivery needs	High
Provide clear guidance for worker accommodation	Ensure all non-residents occupy dedicated facilities	High
Prepare internal policy for assessment of culturally responsive housing	Provide clarity for applicants and reduce delays	Medium



SCHEDULES

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





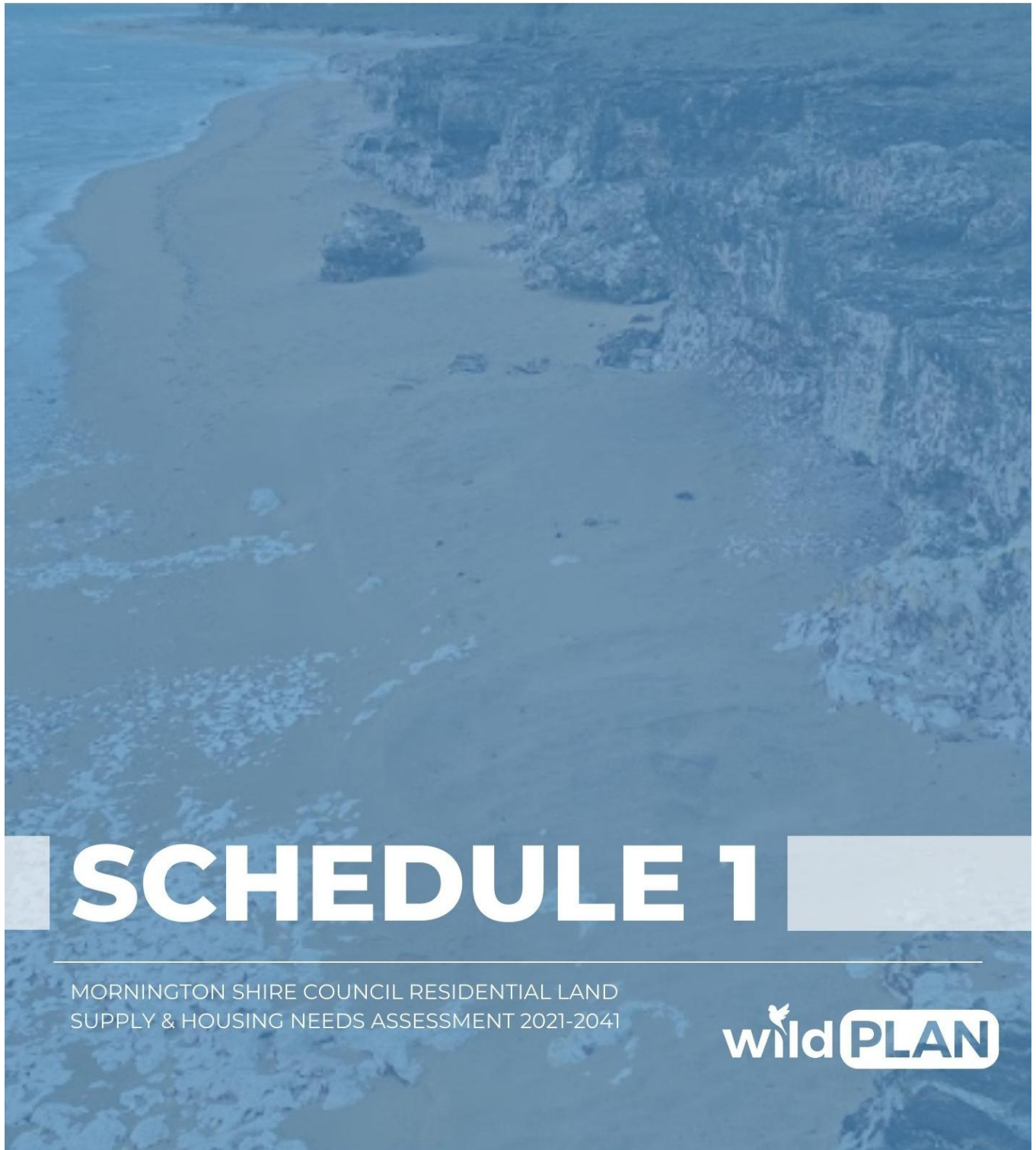
TABLE S01 LIST OF SCHEDULES

Schedule	Document Title	Document Ref.	Version	Author	Date
1	Vacant Land Audit - 2025				



MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY AND HOUSING NEEDS ASSESSMENT 2021-2041

SCHEDULE 1 VACANT LAND AUDIT



SCHEDULE 1

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





VACANT LAND AUDIT FOR POTENTIAL RESIDENTIAL DEVELOPMENT

Reference Map






Legend




- | | | | |
|---|---|--------------------------|--------------------------------|
| Cadastre | Unsubdivided lot | General Residential Zone | Reference Number |
| Potential development area (vacant lot) | Multiple Dwelling Development Application | Centre Zone | Recreation and Open Space Zone |

Source: QLD Globe, Wellesley_Islands_2024_Prj (Start of Capture 28 SEP 2024, End of Capture 20 NOV 2024)



Ref.	Vacant Lot	Image
1.	<p>Lot 76 on SP270889 Marndatharrkan Street Site is low and likely subject to drainage issues and requires significant fill to facilitate Dwelling House development.</p>	
2.	<p>Lot 86 on SP270889 Wardirrkkan Street Suitable for Dwelling House or Dual Occupancy development. However, may be relevant to maintain access via a road opening (3 metres wide to maintain pedestrian access through what is an existing thoroughfare).</p>	
3.	<p>Lot 70 on SP270889 Wardirrkkan Street Suitable for Dwelling House or Dual Occupancy development.</p>	



Ref.	Vacant Lot	Image
4.	<p>Lot 92 on SP270889 Wardirrkkan Street Suitable for Dwelling House or Dual Occupancy development. However, may be relevant to maintain access via a road opening (3 metres wide to maintain pedestrian access through what is an existing thoroughfare).</p>	
5.	<p>Lot 134 on SP270889 Wardirrkkan Street Suitable for Dwelling House development.</p>	
6.	<p>Lot 916 on SP270889 Wardirrkkan Street Suitable for Dwelling House, Dual Occupancy or Multiple Dwelling development.</p>	



Ref.	Vacant Lot	Image
7.	<p>Lot 925 on SP270889 Lardil Street Suitable for Dwelling House development.</p>	
8.	<p>Mukakiya Road Reserve Suitable for Reconfiguring a Lot for Dwelling House, Dual Occupancy and/or Multiple Dwelling development.</p>	
9.	<p>Lot 911 on SP270889 Lardil Street The developable portion of Lot 911 on SP270889 is restricted to the NW corner of the site due to topographical constraints and drainage restrictions. The site is the subject of Reconfiguring a Lot and Material Change of Use (Multiple Dwelling) approval to realise 13 units.</p>	



Ref.	Vacant Lot	Image
10.	<p>Lot 9 on SP270889 Cemetery Road Suitable for Dwelling House, Dual Occupancy or Multiple Dwelling development.</p>	 
11.	<p>Lot 7 on SP270889 Cemetery Road Suitable for Dwelling House or Dual Occupancy development.</p>	



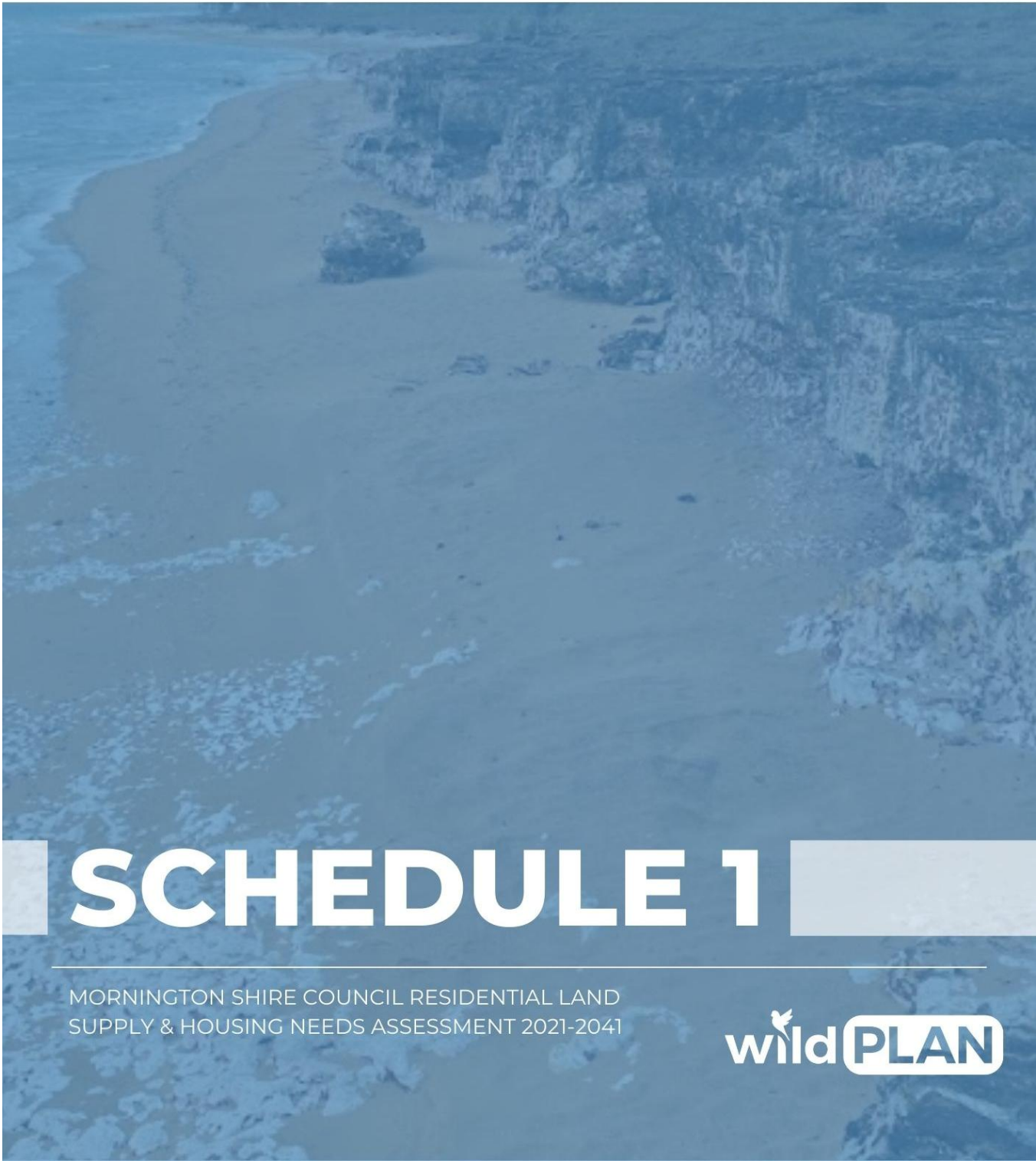
Ref.	Vacant Lot	Image
12.	<p>Lot 928 on SP270889 Cemetery Road Suitable for Dwelling House development.</p>	
13.	<p>Lot 927 on SP270889 Cemetery Road Not suitable for residential development due to topographical constraints and no legal point of access to Cemetery Road. Requires Reconfiguring a Lot with adjoining lots to realise development potential, including provision of access to Cemetery Road via a battle-axe access strip.</p>	



Ref.	Vacant Lot	Image
14.	<p>Lot 926 on SP270889 Lardil Street DHPW commitment for 4 x 2 bedroom units on this lot recently created through road closure.</p>	
15.	<p>Lot 917 on SP270889 Lardil Street Not suitable for residential development as no legal point of access to Lardil Street. It is understood that Lot 917 was created for expansion of QBuild operations on Lot 11 on SP241297.</p>	
16	<p>Lot 921 on SP270889 287-292 Mukakiya Street Potentially suitable. This site includes 2.035ha of unsubdivided General Residential zoned land at the western periphery.</p>	



SCHEDULE 1
MORNINGTON PLANNING SCHEME
AMENDMENT TABLES



SCHEDULE 1

MORNINGTON SHIRE COUNCIL RESIDENTIAL LAND
SUPPLY & HOUSING NEEDS ASSESSMENT 2021-2041





MORNINGTON SHIRE COUNCIL

RESIDENTIAL LAND SUPPLY & HOUSING NEEDS ASSESSMENT 2021 - 2041

IMPLEMENTATION ACTIONS
(DRAFT PLANNING SCHEME REVIEW FRAMEWORK)

JAN - 2026



A PROJECT CONTACT DETAILS

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B DOCUMENT INFORMATION

Client Name	Mornington Shire Council
Project Reference	WP25 021 MOR Planning Scheme Review
Document Reference	Planning Scheme Amendment - Implementation Actions

C DOCUMENT HISTORY

Version	Execution Date	Description	Preparation	Review
Draft	20 Jan 2026	Planning Scheme Amendment - Implementation Actions	DR	DH

D DOCUMENT AUTHORISATION

Version	Description	Authorised by	Signature	Execution Date
1	Implementation Actions	DH		19 Feb 2026



1 DRAFT PLANNING SCHEME REVIEW FRAMEWORK

1.1 INTRODUCTION

The Residential Land Supply and Housing Needs Assessment (the Study) for Morningside Shire applies an integrated and multi-layered methodology to understand current housing conditions, forecast future needs, and evaluate the Shire's capacity to support additional residential growth. The assessment draws on demographic and household data, population projections, dwelling characteristics, and socio-economic indicators to analyse housing demand and suitability.

Spatial analysis of residential land supply was undertaken using zoning maps, cadastral boundaries, overlays, 2024 aerial imagery and field inspections to identify existing development, vacant lots and potential expansion areas. The feasibility of future growth was further examined through a review of planning scheme provisions, environmental constraints, infrastructure capacity and planned development proposals.

The assessment also incorporates qualitative and stakeholder-informed data, including findings from the Gununa Futures project and direct engagement with key housing providers such as the Department of Housing and Public Works (DHPW), Morningside Island State School, Morningside Island Health Service, Kuba Natha Aged Care, and Morningside Shire Council. The assessment provides a grounded understanding of overcrowding, cultural housing needs, infrastructure limitations and emerging housing pressures, offering critical insights that Census data alone cannot capture.

This approach ensures that the Study's findings are both statistically robust and reflective of the lived conditions and cultural context of the Gununa community.

1.2 SUMMARY OF FINDINGS

The land supply and demand assessments undertaken as part of the Study produced the following key findings:

- **Housing need:**
 - Housing need in Gununa is characterised by persistent overcrowding, a mismatch between dwelling size and household size, and a lack of culturally responsive housing options.
- **Dwelling demand:**
 - At least 69 dwellings are required to achieve housing suitability (additional bedrooms or new dwellings).
 - Demand for larger 4–6-bedroom dwellings is increasing, consistent with extended family living patterns in the community.
- **Land demand:**
 - Gununa currently contains 270 lots zoned for residential use, of which 258 are occupied, representing 95.6% utilisation. The remaining 12 lots are vacant and potentially developable.



- An additional 5 lots identified for potential development would require reconfiguration and other interventions to contribute to future residential land yield.
 - As a result, there are currently 17 lots considered available for dwelling construction. This represents a shortfall of 50 lots, requiring an estimated need for 4.8 ha of additional residential land to meet projected demand to 2041.
 - **Planning Scheme suitability:**
 - The Planning Scheme does not clearly identify requirements for:
 - Short-term accommodation
 - Worker accommodation
 - Supported housing
 - Community residences
 - Aged care / residential care
 - Medium-density or multi-unit housing
- This leads to:
- Assessment inconsistency
 - Slow approvals
 - Reduced investor certainty
 - Potential barriers to housing delivery.

1.3 SUMMARY OF RECOMMENDATIONS

The following Planning Scheme amendment recommendations respond to the findings of the Study and provide a coordinated pathway for Morningson Shire Council to address critical housing pressures, unlock new land supply, strengthen planning provisions and improve long-term housing outcomes for the Gununa community.

Key recommendations:

- Amend the Strategic Framework to clearly acknowledge existing housing shortages, overcrowding and future demand, and to provide strategic direction for land supply, housing diversity and culturally appropriate housing outcomes.
- Lower levels of assessment for all forms of accommodation to 'accepted development' (subject to relevant 'Applicable Outcomes') to reduce 'red tape' including cost, timing and uncertainty.
- Introduce a Medium Density Residential Zone to enable duplexes, multi-unit dwellings, supported accommodation and Elders' housing in suitable locations proximate to key services.
- Introduce an Emerging Community Zone to secure long-term residential expansion and support structure planning, including a minimum land allocation of 4.8ha to meet projected demand to 2041.

1.4 RECOMMENDED PLANNING SCHEME AMENDMENTS

Table 1 sets out recommended statutory amendments to align the Planning Scheme with the identified housing needs, land supply constraints, and cultural requirements in Gununa. The recommendations have been structured to reflect the format and structure of the Planning Scheme to support Council's efficient consideration and implementation.

The proposed changes are presented to align with the Planning Scheme format as follows:



Mornington Shire Council Residential Land
Supply & Housing Needs Assessment 2021-2041

1. Strategic Framework
2. Tables of Assessment
3. Zones
4. Overlays – new Culturally Appropriate Housing Overlay
5. Development Codes
6. Schedules:
 - a) Lot Size Thresholds
 - b) Zoning Amendments



TABLE 1 MORNINGTON PLANNING SCHEME AMENDMENT TABLE

Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
STRATEGIC FRAMEWORK					
Part 3 Strategic Framework	3.3 Settlement and Housing	Update housing needs section	<ul style="list-style-type: none"> Reflect updated demand analysis, need for large dwellings, cultural housing requirements, and lot supply shortfall 	MEDIUM	MODERATE
		Strengthen statements on culturally responsive housing	<ul style="list-style-type: none"> Embed need for flexible, multi-generational layouts and diverse typologies 	MEDIUM	MODERATE
		Align residential development outcomes with infrastructure sequencing	<ul style="list-style-type: none"> Require servicing strategies for all major growth areas 	MEDIUM	MODERATE
	3.3.1 Strategic Outcomes (3)	Update growth areas to align with zoning recommendations	<ul style="list-style-type: none"> Remove reference to future population growth area to the north/ northeast Refer to Emerging Community Zone as area to accommodate future residential growth Refer to the need for Structure Planning within the Emerging Community Zone to identify additional long term future growth areas as currently stated in 3.2 Strategic Intent (6). 	MEDIUM	MINOR
	3.3 Settlement and Housing	Update housing and land requirements data	<ul style="list-style-type: none"> Update population projections and projected housing needs and land requirements 	MEDIUM	MINOR
	<i>Explanatory notes:</i> Table 1: Housing and land requirements				
	3.3.2 Element – Growth Management	Incorporate long-term growth strategy	<ul style="list-style-type: none"> Refer to Emerging Community Zone as area to accommodate future residential growth Insert a formal “growth sequencing hierarchy” (existing zone → Emerging Community Zone → future Structure Planning investigation) 	MEDIUM	MODERATE



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
	3.7.2 Element – Infrastructure networks	Support renewable energy and off-grid-ready infrastructure	Prepare <i>Strategic Outcome</i> for Renewable and Resilient Energy Infrastructure: <ul style="list-style-type: none"> • Development supports the transition to renewable, low-emissions and energy-resilient infrastructure where practicable including solar generation, battery storage, microgrids and off-grid-ready building design. 	LOW	MINOR
TABLES OF ASSESSMENT					
Part 5 Tables of assessment	5.3 Categories of development and assessment NEW 5.3.4 Requirements for Council delivered development	Development undertaken on or behalf of Council to be fast-tracked	Development undertaken on or behalf of Council is: <ul style="list-style-type: none"> • As per the categories of development and assessment as identified in Part 5, or • <i>Code Assessable</i> where identified as <i>Impact Assessable</i> in Part 5 and is to be assessed against the whole planning scheme, to the extent relevant. 	HIGH	MODERATE
		Reclassify the General Residential Zone to the Low-Density Residential Zone throughout the planning scheme and associated documentation	Amend General Residential Zone to Low Density Residential Zone throughout scheme to align with new residential zone hierarchy. <i>Note - in parallel, a Medium Density Residential Zone and Emerging Community Zone is to be added to the suite of zones.</i>	HIGH	MAJOR
	Table 5.4.1 Low Density Residential Zone	Amend levels of assessment for accommodation activities to align with Scheme Supply objectives	<ul style="list-style-type: none"> • Refer to new Accommodation Activities Code as a benchmark for development and assessment • Amend levels of assessment to remove errors and encourage appropriate accommodation activities. 	HIGH	MODERATE
		<ul style="list-style-type: none"> • Fast-track delivery of appropriate residential uses within the Low Density Residential Zone 	<ul style="list-style-type: none"> • Reclassify the following residential uses as <i>Accepted Development</i> and defer to the Queensland Development Code (QDC) unless affected by an Overlay: 	HIGH	MODERATE



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
		<ul style="list-style-type: none"> Align the purpose statement and assessment framework to encourage housing diversity 	<ul style="list-style-type: none"> Dwelling house Dual occupancy <p>Reclassify the following residential uses as Code Assessable, subject to not exceeding density expectations:</p> <ul style="list-style-type: none"> Residential Care Facility; Retirement Facility; Multiple Dwelling; Rooming Accommodation (where exceeding 5 persons). <p>Refer to new Accommodation Activities Code as a benchmark for development and assessment for Code Assessable development.</p>		
		<ul style="list-style-type: none"> Enable transitional housing and crisis accommodation appropriately 	<ul style="list-style-type: none"> Reclassify the following uses as Accepted Development: <ul style="list-style-type: none"> Community residence, consistent with Schedule 6 of the Planning Regulation Emergency Accommodation, consistent with Schedule 6 of the Planning Regulation Rooming Accommodation, consistent with Schedule 6 of the Planning Regulation. 	HIGH	MINOR
	Table 5.4.2 Centre Zone	<ul style="list-style-type: none"> Encourage appropriate residential uses in the Centre Zone 	<ul style="list-style-type: none"> Reclassify Multiple Dwellings use as <i>Code Assessable</i> in the Centre Zone Refer to new Accommodation Activities Code as a benchmark for development and assessment. 	HIGH	MINOR
	Table 5.4.5 Community Facilities Zone	<ul style="list-style-type: none"> Encourage appropriate residential uses in the Community Facilities Zone 	<ul style="list-style-type: none"> Reclassify the following uses to <i>Code Assessable</i> in the Community Facilities Zone: <ul style="list-style-type: none"> Residential Care Facility (supervised accommodation, medical and other 	MEDIUM	MINOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
			support) - Retirement facility (Elder's Housing, Aged Care) • Require new Accommodation Activities Code as a benchmark for development and assessment for these uses		
	New Medium Density Residential Zone Table	• Encourage higher density accommodation activities in desired locations	<ul style="list-style-type: none"> • Include new Table of Development for the Emerging Community Zone • Identify the following uses as Accepted Development (subject to requirements): <ul style="list-style-type: none"> o Residential Care Facility; o Retirement Facility; o Multiple Dwelling; o Rooming Accommodation (where exceeding 5 persons). • Identify a 'Short-Term Accommodation Precinct' in the Medium Density Residential Zone, in seeking to consolidate workforce accommodation in the form of Short-Term Accommodation in two (2) defined areas (refer Figure 1). 	HIGH	MAJOR
	New Emerging Community Zone Table	• Prevent premature and/or inappropriate development from occurring in potential future housing areas	<ul style="list-style-type: none"> • Include new Table of Development for the Emerging Community Zone • Limit potential development from occurring in the Emerging Community Zone, except where supported by a Structure Plan prepared in accordance with the new Structure Planning Policy (refer proposed amendments to Schedules) 	HIGH	MAJOR
ZONES					
Part 6 Zone Codes	6.1 Preliminary	• Align zoning with evolving needs of the community and changes following State-	• Update as applicable to reflect Zone changes	MEDIUM	MODERATE



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
		funded housing programs			
	All Zones	<ul style="list-style-type: none"> Amend Zone Codes to improve functionality, legibility, line of sight and Scheme Supply objectives 	<ul style="list-style-type: none"> Review and amend Zone Code: Application', 'Purpose', 'Performance Outcomes' and 'Acceptable Outcomes' as necessary. 	MEDIUM	MINOR
	All Zones	<ul style="list-style-type: none"> Remove Reconfiguring a Lot and infrastructure requirements from Zone Codes and consolidate in new Development Codes to reduce repetition 	<ul style="list-style-type: none"> Remove infrastructure, servicing and works PO's / AO's to be replaced by new Development codes including a Reconfiguring a Lot (RAL) Code and Infrastructure Works and Services Code 	MEDIUM	MODERATE
	6.2.5 Community Facilities Zone Code	<p>Amend Code to enable:</p> <ul style="list-style-type: none"> Community residence (includes Crisis Accommodation, Transitional Housing) Supported accommodation (includes Supported Housing) Residential care facility Retirement facility (Elder's Housing, Aged Care) 	<ul style="list-style-type: none"> Update zone code, including POs in relation to higher needs community housing to address: <ul style="list-style-type: none"> - Locating community residences close to health, counselling, and support services - Managing amenity impacts on surrounding uses (noise, visitors, supervision) - Building height and bulk relative to nearby uses and managed interface with residential areas - Integration with public open space and gathering areas 	MEDIUM	MODERATE
	New 6.2.7 Emerging Community Zone Code	<p>Introduce new Code to:</p> <ul style="list-style-type: none"> Secure long-term residential expansion areas and support structure planning Prevent fragmented or premature development Require development to occur only where consistent with an approved Structure Plan or Precinct Plan Ensure land is protected from 	<p>Prepare new Emerging Community Zone code, to:</p> <ul style="list-style-type: none"> Embed mandatory structure planning and servicing strategy requirements. Preparation of a Structure Plan before: <ul style="list-style-type: none"> - Reconfiguring a Lot (RAL) - Material Change of Use (MCU) - Significant infrastructure works Demonstrated infrastructure feasibility prior to rezoning or subdivision 	HIGH	MAJOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
		incompatible interim uses			
	New 6.2.8 Medium Density Residential Zone Code	Introduce new Medium Density Residential Zone Code to <ul style="list-style-type: none"> • Enable duplexes, multi-unit dwellings, supported accommodation and Elders' housing near key services • Reduce overcrowding and underutilisation of large homes • Use limited serviced land more efficiently • Support State-funded housing delivery (Forward Remote Capital Program, RICD, QHIGI) • Locate higher-yield housing near services and infrastructure • Provide downsizing options while retaining community ties 	Prepare new Medium Density Residential code, to: <ul style="list-style-type: none"> • Support medium-density housing forms, including: <ul style="list-style-type: none"> - Dual Occupancy - Multiple Dwellings - Residential Care Facility - Retirement Facility • Encourage a mix of dwelling sizes, including: <ul style="list-style-type: none"> - 1-2 bedroom units (singles, small households) - 3-4 bedroom dwellings (families) • Identify a 'Short-Term Accommodation Precinct' to consolidate areas for the accommodation of the Gununa workforce and seek to prevent housing stock being diverted to short-term accommodation outside of the 'Short-Term Accommodation Precinct'. 	MEDIUM	MAJOR
OVERLAYS					
Part 7 Overlays	New 7.2.4 Culturally Appropriate Housing Overlay	<ul style="list-style-type: none"> • Prepare new overlay to facilitate the implementation of Culturally Appropriate Housing considerations in residential zones 	<ul style="list-style-type: none"> • The overlay would affect all residential zones including the Emerging Community Zone • Require consideration of the new SC7.1 Planning Scheme Policy 1 Culturally Responsive Housing, Livable Housing Design Guidelines (Gold) and other locational and design considerations. 	MEDIUM	MAJOR
DEVELOPMENT CODES					
	8.2 Other Development Codes	<ul style="list-style-type: none"> • Introduce new Code to facilitate diverse housing types in appropriate locations 	<ul style="list-style-type: none"> • All residential development applications to be reviewed against the Accommodation Activities Code (as a benchmark) and the 	MEDIUM	MAJOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
Part 8 Development Codes	New 8.2.2 Accommodation Activities Code	while ensuring minimum impact on surrounding amenity	relevant Zone Code to ensure compatibility. • Prepare POs to: - Require minimum lot sizes for particular accommodation activities (refer Table 2) - Differentiate residential uses by operational and design requirements - Introduce culturally responsive design and housing provisions (multi-family dwellings, flexible layouts, high-durability materials) - Embed Liveable Housing Design Guidelines (Gold) (including requirements for accessibility and suitability for Elders and people with disability) - Include remote community climate design principles including ventilation, shading, thermal comfort, durability - Require private open space for each dwelling - Provide communal outdoor areas for multi-unit developments - Provide clear guidance for worker accommodation location and design to ensure all non-residents occupy dedicated facilities.		
	8.2 Other development codes New 8.2.3 Infrastructure Works and Services Code	Introduce new Code and simplify Zone codes to remove infrastructure works requirements to: • Streamline and simplify development requirements • Ensure development aligns with realistic servicing pathways • Integrate infrastructure	Prepare new Code, including POs to: • Replace PO/Aos removed from Zone codes including: - Low Density Residential Zone Code (previously General Residential Zone Code) (PO/AO 15) - Centre Zone Code (PO/AO 15) - Recreation and Open Space Zone Code (PO/AO 17) - Environmental Management and	MEDIUM	MAJOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
		capacity statements into all development codes <ul style="list-style-type: none"> • Development occurs only where adequate trunk and internal infrastructure can be provided efficiently and sustainably • Support renewable energy infrastructure (where managed by Council) 	Conservation Zone Code (PO/AO 15) - Community Facilities Zone Code (PO/AO 18) <ul style="list-style-type: none"> • Revise minimum lot sizes to enable higher-yield development where infrastructure supports it. Minimum lot size requirements to align with Table 2 Lot Size Thresholds. 		
	8.2 Other Development Codes New 8.2.3 Reconfiguring a Lot Code	<ul style="list-style-type: none"> • Introduce new Code and simplify Zone codes to remove Reconfiguring a Lot (RAL) requirements 	Prepare new code, including POs to: <ul style="list-style-type: none"> • Replace PO/AOs removed from Zone codes including: <ul style="list-style-type: none"> - Low Density Residential Zone Code (previously General Residential Zone Code) (PO/AO 16) - Centre Zone Code (PO/AO 18) - Recreation and Open Space Zone Code (PO/AO 19) - Community Facilities Zone Code (PO/AO 20) 	MEDIUM	MAJOR
SCHEDULES					
Schedule 1 Definitions	SC1.1 Use definitions	<ul style="list-style-type: none"> • Update use definitions to reflect the <i>Planning Regulation 2017</i> (Qld) s 7, sch 3 (Use terms) and enable transitional housing and crisis accommodation appropriately 	<ul style="list-style-type: none"> • Update use definitions to align with the <i>Planning Regulation 2017</i> including in respect to: <ul style="list-style-type: none"> - Workforce Accommodation versus Non-resident workforce accommodation which is no longer a defined land use • Add Administrative definition for: <ul style="list-style-type: none"> - Culturally responsive housing • Update defined activity groups to align with the <i>Planning Regulation 2017</i> 	HIGH	MODERATE



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
Schedule 2 Mapping	SC2.10 Zoning - Gununa	<ul style="list-style-type: none"> Update zone map to reflect latest approvals, planned development and recommended amendments 	<ul style="list-style-type: none"> Update to include Emerging Community Zone and Medium Density Residential Zone (refer Figure 1) Include 'Short-Term Accommodation Precinct' in Medium Density Residential Zone (refer Figure 1) to facilitate Short-Term Accommodation (as of right) for worker and visitor accommodation purposes Amend zoning for the following specific lots to reflect current constraints and planned development (refer to Figure 1): <ul style="list-style-type: none"> Lot 926 on SP282722 (currently a road reserve adjacent to existing short-term accommodation) to Low Density Residential Zone Part of Lot 911 SP270889 (currently Environmental Management and Conservation Zone / Community Facilities Zone) to Medium Density Residential Zone to reflect approved development for 13 dwellings Part of Lot 921 SP270889 (currently Environmental Management and Conservation Zone) to Medium Density Residential Zone and Short-Term Accommodation Precinct Lots 4 to 13 and Lot 928 on SP270889 (currently General Residential Zone) to Medium Density Residential Zone and Short-Term Accommodation Precinct Lot 197 SP270889 (currently Environmental Management and Conservation Zone) to Low Density Residential Zone to align with existing residential use Vacant land east of Mukakiya Street described as part of Lot 900 SP237363 	HIGH	MAJOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
			(currently Environmental Management and Conservation Zone) to Emerging Community Zone - Lots surrounding the Town Centre along Lardil Street and Wardirrkkan Street (currently General Residential Zone) to Medium Density Residential Zone - Balance of Lot 3 SP270889 currently used for industry to Industrial Zone (currently Environmental Management and Conservation Zone)		
	SC2.2 Strategic Framework map	<ul style="list-style-type: none"> Update mapping to align the Urban Area Boundary and zoning amendments 	<ul style="list-style-type: none"> Remove east northeast Investigation area Add Urban Area Boundary notation to legend Align with updated zoning map 	HIGH	MAJOR
	SC2.29 Housing Overlay	<ul style="list-style-type: none"> Prepare new overlay map to align with 7.2.4 Culturally Appropriate Housing Overlay 	<ul style="list-style-type: none"> Prepare overlay over all residential zones including the Emerging Community Zone. 	MEDIUM	MAJOR
NEW Schedule 7 Planning Scheme Policies	NEW SC7.1 Planning Scheme Policy 1 Culturally Responsive Housing	Prepare new Planning Scheme Policy Section to provide information on the design and use of Culturally Responsive Housing to: <ul style="list-style-type: none"> Strengthen the Planning Scheme's ability to deliver housing that reflects the social, cultural and practical realities of Mornington Island's predominantly Aboriginal community Strengthen Council's ability to advocate for funding by demonstrating culturally informed policy leadership Reduce overcrowding 	<ul style="list-style-type: none"> Prepare a short policy based on available information to provide information and guidance on the development and assessment of culturally responsive housing. This policy should: <ul style="list-style-type: none"> Provide clarity for applicants and assessment officers and reduce assessment delays Support extended family and multi-generational living arrangements Embed clear design expectations for each residential use Encourage development that supports multi-generational and culturally responsive housing outcomes, including adaptable layouts, adequate dwelling size, outdoor living areas and climate-appropriate design 	MEDIUM	MAJOR



Scheme Part	Scheme Section	Action	Amendment	Priority	Level of Amendment Required
		<ul style="list-style-type: none"> • Ensure future housing supply is more resilient, inclusive and fit-for-purpose • Improve community health and well-being outcomes 	- Align controls with State and Commonwealth Indigenous housing investment programs.		
	NEW SC7.2 Planning Scheme Policy 2 Structure Planning	Prepare new Planning Scheme Policy Section to provide information on the preparation and requirement of structure plans	Prepare a short policy to provide guidance when structure planning is required as part of a development application, including: <ul style="list-style-type: none"> • Development located within the Emerging Community Zone • RAL over a significant land area (>5ha) • An application to vary the effect of the planning scheme. 	MEDIUM	MAJOR
GENERAL ADMINISTRATIVE AMENDMANETS					
ALL Planning Scheme	ALL Planning Scheme	ALL Planning Scheme	<ul style="list-style-type: none"> • Standardise terminology and definitions to align with the current <i>Planning Act 2017</i> and <i>Planning Regulation 2017</i> • Ensure wording and referencing consistency with updated codes and overlays • Replace 'self-assessable' with 'accepted development' in Table SC1.2.2 Administrative definitions Assessment Benchmarks 	MEDIUM	MODERATE



TABLE 2 LOT SIZE THRESHOLDS

Residential Use	Lot size threshold		Other thresholds
	Current Planning Scheme requirement	Proposed requirement	
Caretaker's accommodation	No specific site threshold	≥600m ²	Minimum Frontage: ~15m
Dual Occupancy <i>(two dwellings on one lot)</i>	Not clearly supported, same as dwelling house (800m ²)	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling 400 m² • Minimum Frontage: ~15m
Dwelling House <i>(Low Density Residential Detached Dwelling)</i>	≥800m ²	≥600m ²	<ul style="list-style-type: none"> • Minimum Frontage: ~15m
Multiple Dwellings <i>(Townhouses / Units)</i>	No specific minimum, constrained by density and zone	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling / 200m² • Minimum unit/dwelling size: ~60 m² • Minimum Frontage: ~20m
Residential Care Facility <i>(Aged Care / Supported Accommodation)</i>	Impact assessable, no minimum site size	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling / 200m² • Minimum Frontage: ~20m
Retirement Facility	No specific site threshold	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling / 200m² • Minimum Frontage: ~20m
Rooming Accommodation	No specific site size	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling / 200m² • Minimum Frontage: ~20m
Short-term Accommodation	No specific site threshold	≥800m ²	<ul style="list-style-type: none"> • Minimum Density: ~1 dwelling / 200m² • Minimum Frontage: ~20m
Accommodation Activities in the Medium Density Residential Zone	-	≥600m ²	<ul style="list-style-type: none"> • Minimum Frontage: ~15 m



FIGURE 1 ZONING AMENDMENTS



LEGEND	AMENDMENTS	EXISTING ZONING
Roads	Change to Low Density Residential Zone	Industry Zone
Gununa urban footprint	'Short-term Accommodation Precinct' in the Medium Density Residential Zone	Open Space and Recreation Zone
	Change to Medium Density Residential Zone	Centre Zone
	Change to Emerging Community Zone	Environmental Management and Conservation Zone
	Change to Industry Zone	Community Facilities Zone
	Low Density Residential Zone (previously General Residential Zone)	



MORNINGTON SHIRE COUNCIL

RESIDENTIAL LAND SUPPLY & HOUSING NEEDS ASSESSMENT 2021 - 2041

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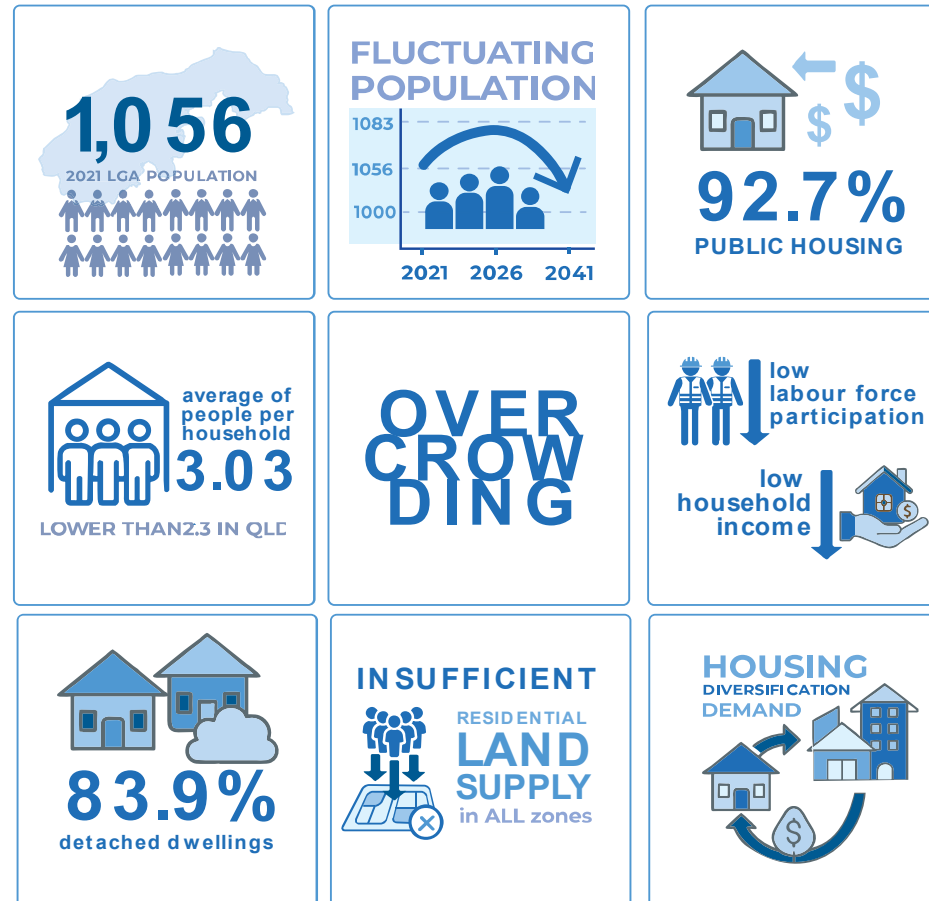


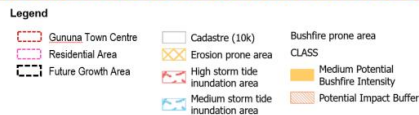
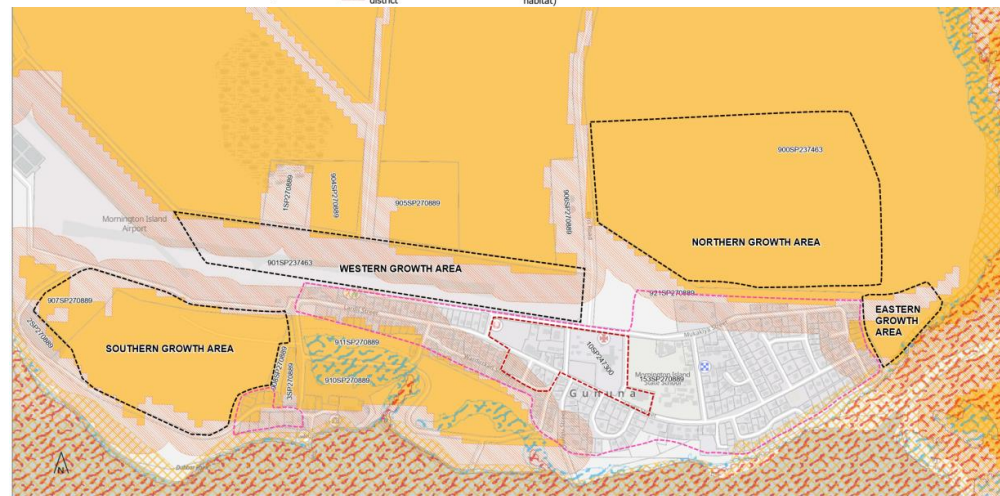
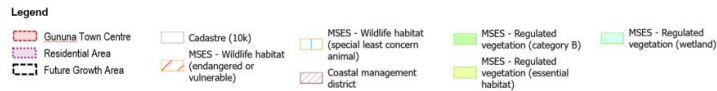
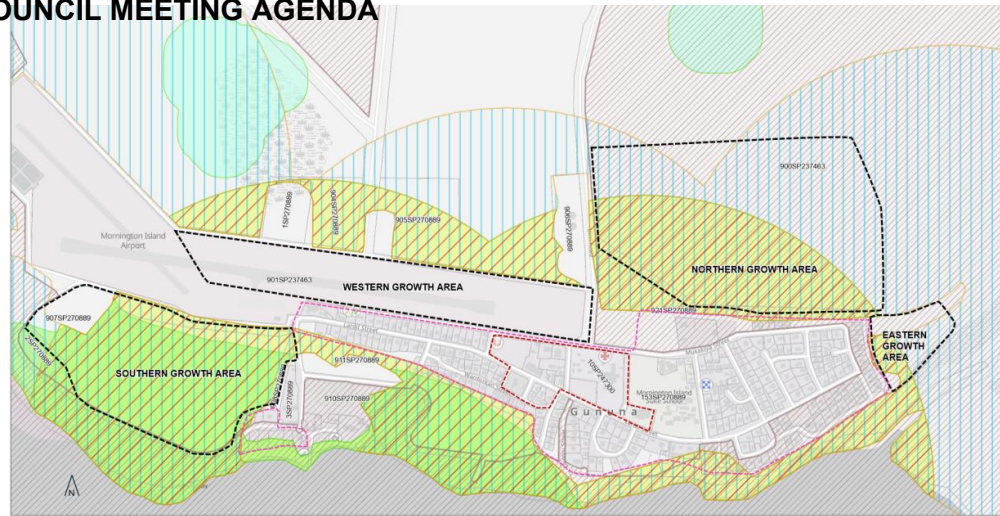
ABOUT THE STUDY

The Study is a **review of land supply and housing** within Mornington Shire, to find planning and development solutions to provide the right number and type of housing for the community, visitors and workers to 2031 and 2041.

WHY DO WE NEED IT?

- Mornington Shire is experiencing significant pressure on its housing system, driven by **limited residential land**, persistent **overcrowding**, **cultural housing needs**, and infrastructure constraints.
- Gununa’s existing residential area is almost fully developed and land for future growth has not been decided.
- The State-funded social housing program needs to understand community needs to plan for future development





HOW WE DID IT

The assessment applies a multi-layered methodology combining:

- **Demographic modelling**, population and household projections to understand housing suitability and supply.
- **Spatial review** of aerial imagery, cadastral data and zoning analysis were used to confirm existing development patterns and land availability.
- **Planning scheme provisions**, land tenure, Native Title, environmental overlays and infrastructure capacity were assessed to determine the feasibility of accommodating new growth and identification of environmental and servicing constraints.
- **Consultation** with key stakeholders including Council, Department of Housing and Public Works (DHPW), Mornington Island State School, Mornington Island Health Service, Kuba Natha Aged Care, and the Gununa Futures report was also undertaken to obtain valuable up to date insights into current overcrowding, cultural living patterns, service capacity and housing adequacy.

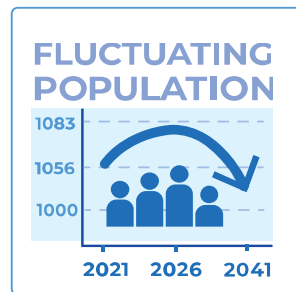
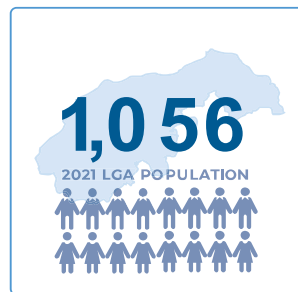


THE RESULTS

FUTURE POPULATION PROJECTIONS

Population is forecast to remain stable:

- Slight change from 1,056 residents in 2021 increasing to 1,083 by 2026, before slowly declining to around 1,000 residents by 2041.
- However, **housing demand will increase** due to decreasing household size (number of people per house)
- Depending on the scenario, households may peak at 338–352 in 2026–2031, creating additional pressure on the already constrained housing supply.



LAND SUPPLY & DEMAND FINDINGS

Housing need:

- Housing need in Gununa is characterised by overcrowding, a mismatch between dwelling size and household size, and a lack of culturally responsive housing options.

Dwelling demand:

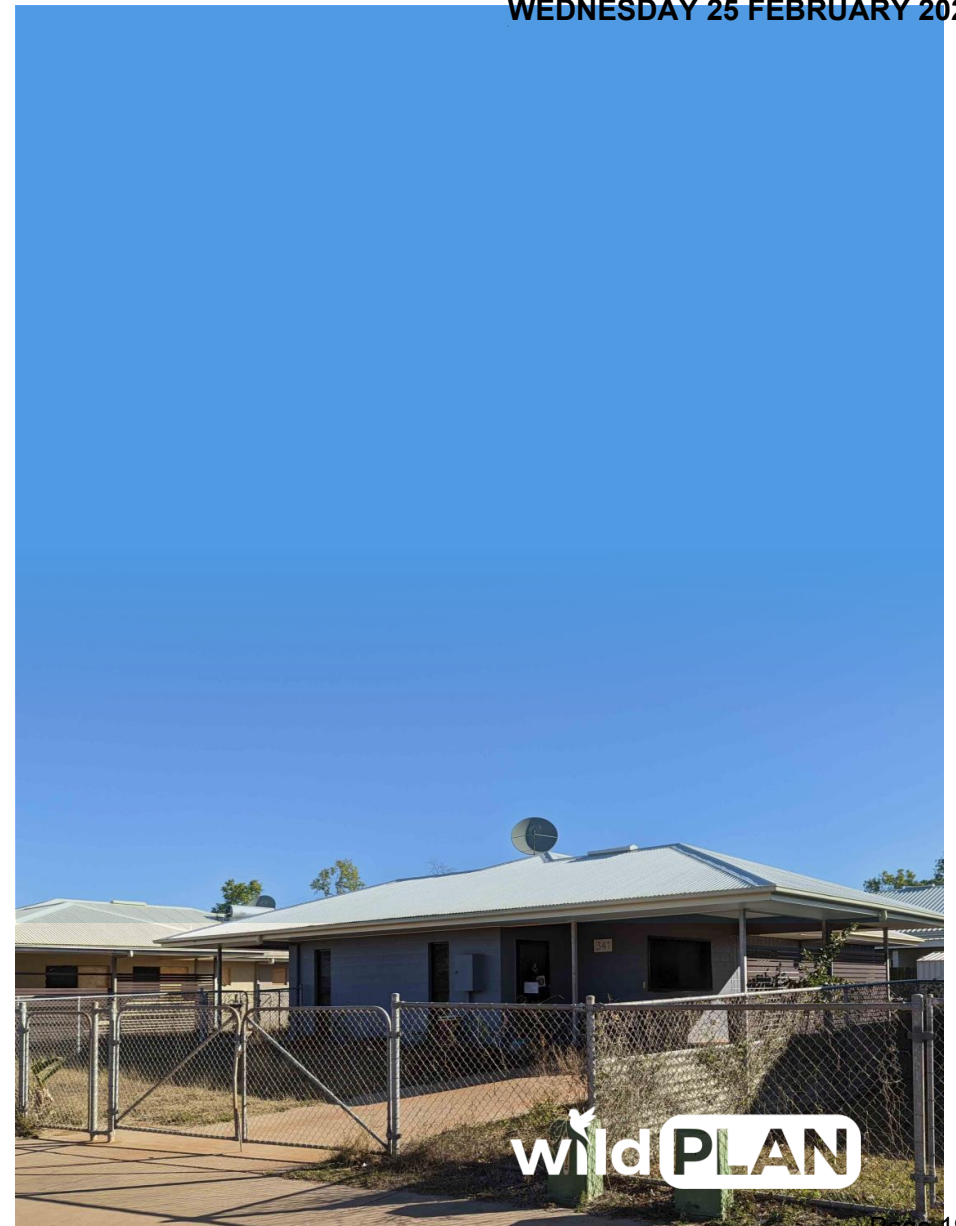
- At least **69 dwellings are required** to achieve housing suitability (additional bedrooms or new dwellings).
- Demand for larger 4–6-bedroom dwellings is increasing, consistent with extended family living patterns in the community.

Land demand:

- Gununa currently contains 270 lots zoned for residential use, of which 258 are occupied, representing **95.6% utilisation**. The remaining 12 lots are vacant and potentially developable.
- An additional 5 lots identified for potential development would require reconfiguration and other interventions to contribute to future residential land yield.
- As a result, there are currently 17 lots considered available for dwelling construction. This represents a **shortfall of 50 lots**, requiring an estimated **need for 4.8 ha** of additional residential land to meet projected demand to 2041.

Social housing waiting list:

- **42 applicants** are waiting. Community feedback suggests that demand is under-reported, as many residents do not apply until new construction is visibly underway.





LEGEND

- Gununa Town Centre
- Potential development area (vacant lot)
- Unsubdivided lot
- Multiple Dwelling Development Application

INFRASTRUCTURE REQUIREMENTS

Any residential expansion will require significant coordination across infrastructure networks:



Water Supply: Upgrades to raw water storage, treatment and filtration are needed, with high per-capita use exceeding sustainable extraction levels.



Wastewater: Existing lagoon system (1,350 EP) requires expansion to approximately 1,500 EP to support additional dwellings.



Power: Capacity may support moderate growth, but relocation or upgrading of the power station—and integration of renewable energy—will be required long-term.



Roads: All-weather standards are critical due to wet-season isolation. New areas require road extension and drainage solutions.



Stormwater: Low-lying, sandy or clay soils require engineered solutions to prevent flooding and erosion.



Digital Connectivity: Internet and telecommunications remain unreliable, impacting education, employment and retention of working-age residents.



Community Infrastructure: Sports, recreation, health and aged care facilities will need to expand proportionally with new housing areas.

Infrastructure availability is a key limiting factor in determining which growth areas are feasible.

RECOMMENDATIONS

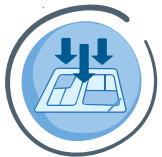
IMMEDIATE ACTIONS



Utilise **Secondary dwellings** to alleviate housing demand in the lead up to land release, which can be used by extended family members independent of the primary Dwelling House.



Consider **Dual Occupancy** development as an additional dwelling on lots with existing Dwelling Houses, with facility for independent frontage and space for a second dwelling.



Progress **short-term subdivision projects** at Lardil & Kaiadilt Streets and other scheduled funded development.



Deliver additional **large, detached dwellings** (3–6 bedrooms) and culturally responsive housing typologies.



Provide **workforce accommodation in higher density** formats with more useable recreation facilities to improve the amenity and quality of life for the visiting workforce. Dedicated worker accommodation to reduce pressure on community housing.

RECOMMENDATIONS

STRATEGIC LAND SUPPLY

- Begin early ILUA / Native Title negotiations over land identified for future growth within the Emerging Community Zone.

INFRASTRUCTURE COORDINATION

- **Plan and cost upgrades** to water, wastewater, power, drainage and telecommunications networks.
- Prepare a staged servicing plan for the preferred expansion area.

PLANNING SCHEME REFORM

- Introduce a **Medium Density Residential Zone** to enable duplexes, multi-unit dwellings, supported accommodation.
- Introduce an **Emerging Community Zone** to secure long-term residential expansion.
- Update **Strategic Framework** with new projections and cultural housing requirements.
- **Lower levels of assessment** for all forms of accommodation to reduce 'red tape' including cost, timing and uncertainty.



HOUSING DESIGN & DIVERSIFICATION

- Partner with DHPW to deliver culturally appropriate designs, climate-responsive construction, and Livable Housing Design (Gold) standards.
- Support medium-density options for singles, Elders and key workers.



GOVERNANCE & MONITORING

- Conduct annual audits of dwelling condition and unoccupied dwellings.
- Monitor household structure and design a long-term Worker Accommodation Strategy.









RECOMMENDED ZONING AMENDMENTS MAP

LEGEND

-  Roads
-  Gununa urban footprint

AMENDMENTS

-  Change to Low Density Residential Zone
-  'Short-term Accommodation Precinct' in the Medium Density Residential Zone
-  Change to Medium Density Residential Zone
-  Change to Emerging Community Zone
-  Change to Industry Zone
-  Low Density Residential Zone (previously General Residential Zone)

EXISTING ZONING

-  Industry Zone
-  Open Space and Recreation Zone
-  Centre Zone
-  Environmental Management and Conservation Zone
-  Community Facilities Zone





13.2 Animal Management Policy - for adoption**Author:** Director Corporate & Community**Attachments:** 1. Mornington Shire Council - Animal management policy - February 2026
[13.2.1 - 8 pages]**PURPOSE (EXECUTIVE SUMMARY)**

During early 2025, Council received advice about ongoing dog bites throughout Gununa. To enable Council to proactively address animal management, rather than reactively responding to animal management incidents, a draft animal management policy was devised and tabled for Elected Members in April 2025.

The Animal Management and Environmental Health team have since reviewed and updated the draft policy in collaboration with the Director Corporate and Community about conventional good governance and legislative considerations.

An updated operational Animal Management Policy is now complete for Council's consideration and potential adoption.

An operational plan will also be developed to ensure that the policy clauses are suitably upheld.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Council has received anecdotal feedback related to excessive presentations at Mornington Island Hospital, as a direct result of dog bites.

As such, a draft Animal Management Policy was devised and tabled for Elected Members during May 2025. The draft policy creates a framework for responsible animal ownership and community safety. It also takes account of the Animal Care Australia March 2025 published paper, Local Councils and Animal Management.

The draft policy has since been refined, particularly in the context of legislative jurisdiction.

Introduction of an Animal Management Policy needs to include community education and publicity related to the components of the policy, as well as very clear community information about when the policy will be introduced and compliance will be upheld.

There is also an important education campaign requirement to encourage community members to notify Council when roaming, menacing, or injury occurs. This permits Council to follow-up the alleged incident in real time and retain accurate data pertaining to responsible animal management (or otherwise).

FINANCIAL & RESOURCE IMPLICATIONS

Animal management activities are undertaken in the context of the Engineering Division's (formerly Technical Services) animal control, environmental health and veterinary services programs and operate within 2025/2026 budget allocations.

RECOMMENDATION

That Council adopt the operational Animal Management Policy and review the policy in one year's time after an ongoing microchipping, desexing and vaccination program, as well as periodic veterinary services visits.



Animal management policy

1 Purpose

The purpose of the policy is to provide a proactive, responsive, evolving approach to animal management.

This policy provides the framework to address:

- safety
- responsible pet ownership
- microchipping, permits and de-sexing
- nuisance behaviours
- dog attacks
- animals in public places
- pound operations

2 Scope

This policy relates to animal management activities undertaken in accordance with legislation, relevant policies and procedures. The policy ensures that Mornington Shire Council's approach towards enforcement and education practices are lawful, safe, fair, practical and consistent with community expectations.

3 Policy statement

This policy relates to the activities undertaken in accordance with legislation or Council policy and relates to animal management compliance requirements. The policy ensures that Council's Animal Management approach to compliance practices is lawful, safe, fair, practical, educational and consistent.

3.1 Safety

Community safety is a priority for Mornington Shire Council and the Animal Management Policy is designed to ensure a safe community for all. Mornington Shire Council provides regulation and management of dogs, cats and poultry to ensure public safety.

3.2 Responsible pet ownership

Pet owners need to be aware of their responsibilities to ensure their pets are cared for appropriately, are controlled in public places and do not adversely impact on others.

Owners of animals are required to ensure:

- their animals have adequate food, shelter and water at all times
- animals are free from discomfort, pain, injury, disease, fear and distress
- animals are able to express normal behaviour and receive appropriate enrichment
- animals are microchipped, desexed and vaccinated
- housing is appropriate for the species, in accordance with relevant government guidelines
- their animals are not at large in the council area
- they maintain effective control of their animals at all times
- all relevant licences and permits are current.

Mornington Shire Council actively encourages responsible pet ownership through education around adequate pet care, nutrition, exercise and training. Where, through the course of attendance upon a premises, or collection or impoundment of an animal, officers suspect an animal has been neglected or abused, Council does have authority to seize the animal, where appropriate.

3.3 Microchipping, licensing and de-sexing

Microchipping

Microchipping assists Mornington Shire Council to identify dogs and cats and their owners, returning lost pets and provides Mornington Shire Council with statistics to inform future planning.

Dogs and cats over three months of age, or those that have been in Gununa, Mornington Island for one month or longer, are required to be registered with Mornington Shire Council and be microchipped.

Fees

Licencing fees will be charged on an annual basis, adhering with Mornington Shire Council's fees and charges and the category of the animal to be licenced. Fees will be reviewed annually.

3.4 Number of poultry allowed

No more than 20 chickens and no more than two roosters will be permitted to be kept at a single dwelling, on a lot greater than 600 m², or on land used or developed for a community garden or school, provided they are properly contained on the premises. Owners should comply with the Australian Animal Welfare Standards and Guidelines for Poultry.

Chickens must be kept at stocking densities that provide adequate space per bird to support good welfare outcomes. Low stocking densities are associated with increased activity, reduced lameness and bumblefoot, lower fear responses, protection from climatic extremes, and fewer behavioural issues such as feather damage.

Where chickens have access to large garden areas or open land and are housed only at night, during egg laying and brooding, or during adverse weather, minimum-sized coops may be acceptable. Free-roaming chicken's are not recommended due to predation risk.

Where chickens are confined to a coop or run for most of the time, enclosures must allow for nesting, wing flapping, running, scratching, and other natural behaviours. At a minimum, each bird must be able to move freely, fully extend its wings, and construct a nest.

The minimum combined floor and run area is 3 m² for up to six bantams or three large-breed chickens. For additional birds, enclosure size must increase by at least 0.3 m² per bantam or 0.4 m² per large-breed chicken. These dimensions represent minimum requirements; larger enclosures are encouraged.

3.5 Permits to keep more than two dogs or cats on premises

A permit is required to keep more than two dogs or two cats on one premises in the Mornington Shire Council region.

The maximum allowable number of either dogs or cats kept on one premises is three.

The maximum allowable number of cats and dogs combined, on one premises is four.

Permit applications will be assessed against the following criteria:

An inspection of the property to consider:

- the size of the property (minimum lot size 400m²)
- whether the fence is adequate to contain the animals
- an overall assessment of the premises as a suitable environment for the number of animals proposed to be kept at the premises
- consultation with adjoining neighbours and surrounding properties
- complaint history including consideration of any previous breach by or substantiated complaint against the owner under the Animal Management By-laws
- consideration of animals' species, breed and temperament.

In addition, Council will only consider new permit applications where:

- the number of dogs at the relevant residential premises does not exceed three
- the number of cats at the relevant residential premises does not exceed three, and
- the total number of animals (dogs and cats) at the relevant residential premises does not exceed four.

3.6 Desexing

In order to promote responsible pet ownership and assist the community in eliminating unwanted, unplanned, uncared for or stray animals, Mornington Shire Council might periodically deliver subsidised desexing events as a part of veterinary services visits to community.

3.7 Nuisance behaviours

Mornington Shire Council will investigate nuisance behaviours, and if an animal is found to be a nuisance, the owner may be issued with a notice to stop the nuisance behaviour, undertake specified training, or an order requiring the owner to prevent the nuisance behaviour from recurring.

Nuisance behaviours include but are not limited to:

- barking
- crowing
- injurious or dangerous to the health of the community, or another person or animal
- fence rushing
- creating excessive noise or odour

- defecation to an extent that causes annoyance to a person other than its owner
- chasing cars, cyclists pedestrians or other animals.

Where a complaint regarding nuisance behaviours is received, Mornington Shire Council officers seek to balance the needs of the complainant, the needs of the animal owner, the welfare of the animals involved and the requirements of the By-Laws.

If, through carrying out an investigation, no nuisance behaviour is substantiated, a further investigation for that property will not be undertaken unless there is a significant change in circumstances.

Barking

If a barking complaint is received by Council, an authorised officer will undertake an investigation to confirm whether the complaint can be substantiated.

In conducting a nuisance barking investigation, Mornington Shire Council officers will consider the times, duration, and frequency of barking, and how it reasonably affects a person's wellbeing.

Mornington Shire Council will undertake a nuisance barking investigation where:

- barking exceeds three minutes in any 30-minute period between 10pm and 7am the following morning
- barking exceeds six minutes in any one-hour period between 7am and 10pm that day.

Mornington Shire Council officers will not undertake a nuisance barking investigation where barking has occurred due to the following circumstances:

- emergency vehicle sirens
- fireworks
- storms in the neighbourhood
- uninvited person on premises
- peak hours of foot traffic, such as school open and closure times
- enticement of a dog through physical or verbal abuse

Fence rushing

Some dogs fence rush while other dogs cannot resist rushing and barking at movement outside their property. Fence rushing behaviour can be caused by a lack of or over-

stimulation, frustration, or a display of overly territorial behaviour simply when someone or something approaches or walks past the property. Fence rushing is a behaviour that is usually learned, and it is the responsibility of the dog owner to correct this behaviour before it becomes a nuisance.

3.8 Menacing, dangerous dogs and restricted dogs

Menacing Dogs

A menacing dog is defined as a dog that has displayed threatening or aggressive behaviour that could cause harm, but has not caused serious injury to a person or another animal. A dog may be declared menacing if it has, for example:

- rushed at or chased a person or animal in an aggressive way including fence fighting; or
- bitten or otherwise threatened someone without causing serious injury.

Once declared menacing, the owner must comply with specific control requirements set by the local council.

Dangerous Dogs

A dangerous dog refers to a dog that has caused serious harm or presents a high risk to people or other animals. A dog may be declared dangerous if it has, for example:

- seriously attacked or acted in a way that caused serious injury or death to a person or another animal; or
- repeatedly behaved in a way that poses a significant threat to safety.

Once declared dangerous, strict control requirements apply, and failure to comply can result in penalties or seizure of the animal.

Restricted Dogs

A restricted dog means a dog that is of a prescribed restricted breed, or a dog declared to be a restricted dog under relevant legislation administered by the Queensland Government.

Restricted dogs are subject to specific regulatory controls. Compliance with all applicable legislative requirements is required.

3.9 Animals in public places

Protecting Mornington Island's natural environment and bio-security

No fox, camel, water buffalo, rabbit (taking note of prohibition throughout the entire state of Queensland) or any other declared feral or pest animal will never be permitted access to Mornington Island.

Effective control

Dogs and cats are required to be under effective control at all times in a place other than its usual home.

A dog or cat is taken to be under effective control if it is restrained by a suitable leash or other methods.

A dog is also considered under effective control when it is off-leash, provided that:

- the dog is immediately responsive to a voice command of its owner
- the dog is not a female dog in oestrus, and
- the owner is carrying a suitable leash.

Proper containment

Dogs and cats must be properly contained within a building, fenced yard or other enclosed space, or leashed / restrained at the premises where they are kept. Proper containment promotes responsible pet ownership by supporting animal health and reducing the negative impacts of domestic animals on the natural environment. Cat containment is of particular importance in areas identified as ecologically significant.

Permanent tethering is not considered by Council to be a suitable means of properly containing a dog.

The owner of a dog that is not properly contained commits an offence.

Dogs defecating

An owner or the person in control of a dog must carry a receptacle to collect the dog's faeces whenever they are walking or exercising their dog in a public place.

The owner or the person in control of the dog at the time the dog defecates, either in a public place or on property not owned or occupied by the dog owner, must immediately remove and dispose of the faeces in a manner that is not offensive to another person.

3.10 Abandonment of animals

A person must not deliberately leave or abandon an animal in the Mornington Shire Council local government area. A person who abandons an animal in the local government area commits an offence.

3.11 Pound operations

Dogs or cats that are at large, which are unregistered or unidentified, or where the registered owner cannot be contacted, will be impounded. A written impoundment notice will be issued where the owner of the animal is established.

Mornington Shire Council has determined that where dogs or cats have been impounded for five working days, the pound supervisor may after that time arrange for the rehoming or otherwise humane destruction of the dog or cat.

An animal that has been impounded may not be released unless the animal is microchipped and the property meets the appropriate housing requirements (refer Section 3.5).

A registered owner who is served with a notice of impoundment must collect their dog or cat from the pound. Failure to respond to a notice of impoundment is a regulatory offence. A person commits an offence if the person intentionally abandons an animal in the Mornington Shire Council local government area.

4 Definitions

Assistance Animal means an animal trained or accredited to assist, in a public place, a person with a disability in relation to the disability. Trained or accredited means trained or accredited by a training organisation or State or Territory body prescribed by regulation.

Owner means the person registered as the owner of the dog or cat, or a person who is, for the time being, in control of a dog or cat, or an occupier of a premises where an animal is kept, where there is no other person responsible for the animal's care.

Transient workers and contractors who periodically feed and care for abandoned and stray animals are also deemed animal owners.

Properly Contained means if an animal is, under humane conditions appropriate for the animal and kept inside a building, a fenced yard, an enclosed run or another structure on the premises from which the animal is unable to escape; or leashed or restrained and unable to escape the premises.

14 HUMAN RESOURCES**14.1 Human Resources report - February 2026**

Author: Human Resources Manager

Attachments: Nil

PURPOSE (EXECUTIVE SUMMARY)

This report provides an overview of Human Resources activities for the month of February 2026.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS**Human Resources (HR) Issues and Proposed Actions 2026****People, Culture and Performance***Staff Attendance*

Absenteeism is still a concern with an average of 1160 hours per week over the past 4 weeks being recorded as absent from work without approval. This represents 33% of all contract hours not including and average of 160 Leave without pay hours applied for.

Staff conflict

External family conflicts continue between certain staff which is impacting operational performance and workplace relationships.

A special meeting of the Roads and Civil crew was held with the CEO and Deputy Mayor Bob Thompson to manage the existing conflict.

Recruitment

Following the last council meeting, applications will again be received by Dwayne Rogers Community Recruitment and Staff Liaison Officer.

All persons seeking to lodge an application for employment will be issued with employment packs consisting of:

- An application form
- A cover letter explaining the application process
- The information required from applicants in order to progress their application.

Positions requiring to be filled will be advertised on island at key locations by Dwayne Rogers who will co-ordinate local recruitment activities including interviewing interested applicants.

Due to financial constraints combined with the wet season there are currently no available positions within the Engineering Parks and Gardens, fencing, or batching services.

Council is currently seeking to fill the following positions:

- Storeman
- Sport and Recreation Officer
- Governance Officer
- Administration officer – Governance
- Administration Officer - Community

As previously reported, we are still experiencing difficulties in relation to receiving suitable or interested applicants from on island.

New starters kits are being prepared for distribution to all new employees.

Traineeships

Council will be seeking funding for the recruitment of three administrative employees in February.

Cultural Awareness

Sixteen (16) staff attended Cultural Awareness training during this month.

Grief Counselling

Following recent deaths and suicides within community, further counselling support is being sought for staff experiencing grief.

HR Innovation and Continuous Improvement

Council's Human Resources Information System (ELMO) - Recruitment and Onboarding are nearing completion and will go live on 2 March 2026. The base Human Resources module is now complete and will be deployed in March. Training for HR staff for the final configuration and implementation of the Recruitment and Onboarding modules will be completed prior to implementation on 2 March 2026.

Workforce Planning and Development

Induction and onboarding

To ensure new employees fully understand their roles and responsibilities, one on one orientation sessions will be conducted by the Community Recruitment and Staff Liaison Officer at the time of the employee's commencement. As previously advised, that following this, all new employees will attend a five-hour comprehensive induction program which will be scheduled monthly.

Staff qualifications and training

Pro-Lift training – eighteen staff attended First Aid / CPR Training on 11 - 12 February 2026.

Major training

Next visit from Major Training will be 20 April 2026 and will include the training of seven (7) workshop staff through A/C training.

Other training

- Pro-Lift Training – First Aid / CPR Training completed 11th & 12th February with about 18 attendees over 2 days.
- Carpentry Apprentice to attend TAFE block end of February/early March

- Have confirmed with Pro-Saw for another funded course in Certificate III in Rural Operations, hopefully April or May.
- Fire Warden Training – research undertaken to determine options, quotes and possible funding.
- Johnathon Cooper completed Tower Climbing & Rescue Climbing in Brisbane – Pinnacle Training & Safety in late January 2026.
- Plumbing Apprentices Elijah Joe and Travis Link have been advised of their first TAFE block for 2026 are 23.03.2025 to 17.04.2025
- Forklift and Telehandler Training in the early stages of planning for March / April

HR policy and procedures

Drug and Alcohol testing policy is now finalised with mandatory and random testing being conducted especially for staff who drive vehicles or operate plant and equipment. To date all those tested have returned a negative result. The testing equipment has now been installed in Engineering administration and being used by all engineering staff daily.

Council's Vehicle Use Policy: All staff who will be assigned a vehicle will be briefed during early March in relation to the Vehicle Use policy.

The audit on employee's licences is now complete as part of the proposed implementation of the policy and allocation of vehicles. Staff who are assigned a vehicle will be required to sign the policy and a declaration on the rules of use.

HR metrics and workforce analytics

A review of the last four pay periods has revealed that 33% of all hours recorded are where absences are not reported or recorded. When leave, sorry business and public holidays are taken into account this is having a major impact productivity and performance. Absenteeism and not reported absences will be closely monitored with staff receiving formal warnings.

The organisation's resourcing at the time of the writing of this report totals 157 employees consisting of 126 full time, 5 part time and 26 casual employees. During the month there were no new commencements.

Workplace Health and Safety

Gas Storage

Gas depot fire and evacuation plan, safety management plan and gas bottle replacement and delivery Safe Operating Procedures have been completed.

Test and Tag

The test and tag machine has arrived, three local staff have been nominated to complete the course, with local staff being encouraged to undertake the course early in 2026.

Incident reporting

During January 2026 there were six (6) Incidents reported, three (3) attempted break ins at the Youth Hub, 1 employee epileptic seizure, 1 for mis conduct and 1 for wasp sting.

Inspection of workshop crane

NQ Cranes inspected the overhead crane at workshop in December 2025. Further discussions are being held with the Director of Engineering as to what is required to address the recommendations.

FINANCIAL & RESOURCE IMPLICATIONS

Human Resources functions except for training are operating within 2025/26 operating budget parameters.

RECOMMENDATION

That Council receive and note the Human Resources report for February 2026.

15 HOUSING AND FACILITIES**16.1 Housing and Facilities report – January 2026****Author:** Director Housing & Facilities**Attachments:** Nil**PURPOSE (EXECUTIVE SUMMARY)**

The purpose of this report is to provide Council with an update of the Department of Housing and Facilities activities for the month of January 2026.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

January figures

	<i>Invoiced</i>	<i>New jobs</i>	<i>Open jobs</i>
Q Build	89	35	198
Private	15	11	49
Facilities	54	39	241
CPO	-	-	

Note: n/a**Q Build Do & Charge Program for September**

152 - jobs currently open

87 - work orders received into portal

88 - invoiced to Q Build

2025/26 FY – Days to action Q Build jobs

	<i># of jobs</i>	<i>Average days to schedule</i>	<i>Average days to invoice</i>
January	163	4	8

QBUILD HOUSE PAINTING

24 LOCATIONS HAVE BEEN APPROVED – WORKS COMMENCING IN FEBRUARY 2026.

20 EXTERNALS + 4 INTERNALS TO BE COMPLETED BY 3RD QTR OF FY25/26 WEATHER PERMITTING.**FUNDED PROGRAMS****\$2.35 MILLION INTERIM CAPITAL WORKS PROGRAM**

The scope of this project is to deliver one duplex (2 x 5 bedroom) and one plug-in, funded by the Department of Community, Housing and Digital Economy (DCHDE).

This project has suffered significant delays due to ongoing mitigation between Council and James Construction and the program is currently at a standstill.

Legal mitigation between both parties continues.

DoHPW has been to the island and done an inspection of both sites.

2 x 5 bedroom Duplex, 152 Lardil Street

DoHPW has requested MSC to do a limited amount of work at 152 Lardil St, isolating mains water to the site, cleaning up the site: internally and externally, stocktaking of product left inside both duplexes, undertake termite treatment to protect the asset, boarding and sealing up of the windows and doors to further reduce any potential vandalism.

Project tracking: On schedule regarding H&F works

Plug-in 30 Lardil Street

Department of Housing have issued a defect list and advised that rectification works will be accepted by photo proof of completion instead of having to return to island to hand the building over to the tenant.

Housing and Facilities will be undertaking these works during the month of February (weather permitting)

DoHPW has added two variations to be undertaken during rectification works

1.) Trim the Mango tree to prevent any potential damage to the physical assets (Main house + Plug In)

2.) Build a small retainer wall to divert water away from plug in, due to its locality.

Project tracking: On schedule

LOCAL GOVERNMENT GRANTS AND SUBSIDIES (LGGSP)**Indigenous Knowledge Centre (IKC - Library)**

All defects have been completed by Housing and Facilities except for the replacement of ceiling tiles (waiting on delivery to island – weather impacted)

Continual legal mitigation between Council and the contractor continues

Project tracking: Completed

Council Administration Building

Defect rectification works will be commencing in late February as per list.

All defects have been identified; it is anticipated that majority of defects will be rectified by Housing and Facilities

Project tracking: Due to commence.

Motel expansion

Site preparation has commenced with the removal of vegetation and investigation works for the installation of infrastructure, water, sewer, and electricity.

Oly Homes has started construction of the units at its factory and is currently finalizing with 3rd parties regarding planning of getting the units to Island/

Project tracking: On schedule

FORWARD REMOTE CAPITAL PROGRAM \$7,328,042**Lot 926 Lardil Street 4 x 2 bedroom houses**

Asbestos pipes have been removed from site.

Contractors have been on site re surveying of infrastructure services in alignment of building footprints

Project tracking: On schedule.

RESILIENCE FUNDING

Barge coolroom/freezer

The concrete flooring for the coolroom/freezer is currently on hold, (due materials and plant equipment stuck on East Coast due to flood waters in the Gulf Region). Once waters have receded and Dept of Roads allow access for heavy vehicles to Karumba, then a potential start date can be advised.

Internal (inside fridge/freezer) electric forklift still to be determined.

Anti-vandal cages are being built around external condensers.

Guttering has been installed on roof to redirect water away from the condensers.

Project tracking: On hold

Seawall and barge landing

This project is currently ongoing. CPO team is working on documentation of engineering needs, + geotechnical requirements including tidal modelling to be incorporated into works documentation.

Further stakeholder engagement is yet to commence

Project tracking: Ongoing

OTHER PROJECTS

Q

Build

Shed

Contract cancelled – QBuild to advise what will occur on their site. They have verbally advised that the site will be redeveloped by QBuild.

Project tracking: No longer a council project

Tavern

Laundry

Plumbing and electrical works have completed. This project has now been handed back to Hospitality and Accommodation for their specialist (re dosing of detergents re washing).

Project tracking: Completed

Salvation Army/Op Shop Building

New flooring boards and floor tiles are to be installed to rectify the existing spongy unsafe floor. This work is deemed a priority and will be completed with the first week of February 2026

Project tracking: Completed

VAC Site

Refurbishment of VAC1 Donga's 1-8 have been internally refurbished (ex-bathrooms) and are now completed. Security screens for windows are 80% completed (waiting on delivery of materials-weather permitting)

FINANCIAL & RESOURCE IMPLICATIONS

Housing and Facilities projects are being reviewed and prioritized by 2025/26 revised operational budget and funding program parameters.

RECOMMENDATION

That Council receive and note the Housing and Facilities report for January 2026.

16 ENGINEERING**16.1 Engineering report - February 2026**

Author: Director Engineering

Attachments: Nil

PURPOSE (EXECUTIVE SUMMARY)

The purpose of this report is to provide Elected Members with an overview of Engineering division activities for December 2025.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS*Airport*

David and Allan have maintained the airport well. They are concentrating on compliance requirements.

Parks and Gardens

Chris has been cleaning streets and hospital grounds in-between bad weather during the past month.

Fencing

Shannon has been installing cages for air conditioners around town to protect from vandalism.

Roads & Civil

The road crew have been delayed due to the intermediate weather conditions. They are cleaning the streets and repairing the roads where necessary.

Batching Plant

James and the crew have cleaned up the batching plant ready for an estimate of 500-600 cubic metres requirement for this year.

Water & Waste

The water team have maintained the water testing.

We had a complete failure of the plant due to two lightning strikes. We were able to maintain the plant while we had Austek come to Island and rebuild the plant. All has been completed and plant is running well.

Water treatment plant is still being designed.

Dump & Recycling

The new recycle precinct and landfill is currently being designed.

Health & animal management

Ongoing monitoring of animals at residences: 5

Requests for service – no action required: 3

Requests for service – advice only: 7

Flea shampoo provided to households: 5

Puppy milk/food provided to households: 3

Anti-parasitic treatments delivered: 58 dogs, 7 cats

Treatments delivered for injury/disease: 10

Parvovirus vaccinations delivered: 8

Microchips administered: 11

Removal of dogs from fenced-off public areas: 2

Removal of deceased animals: 1 dog, 1 horse

Medical emergencies admitted to vet shed (deceased): 3

Medical emergencies admitted to vet shed (returned home): 1

Euthanasia's due to injury/disease: 2

Surrenders:

We have had 4 pups surrendered, 2 of which died, and 1 rehomed, and 1 put into foster caring to be rehomed at a later date.

Miscellaneous cases:

Commenced declaration process for 1 dangerous (regulated) dog – finalised in early February.

Assisted with report of horse with barbed wire entangled in tail. Initial attempts to remove wire were unsuccessful, but continued monitoring showed the wire has now been removed.

Miscellaneous tasks completed

- Working through training materials
- Organising SharePoint
- Workshopping strategies for record keeping
- Tracking puppies within the community
- Cleaning Vehicle and Vet Shed
- Developed and mapped out goals for 2026
- Set a schedule for food inspections

Community Education & Engagement

Provided an article for Council's newsletter related to health and safety during storms and around floodwater.

Continued one-on-one education during animal visits, focusing on responsible pet ownership.

Stakeholder Engagement

We have continued to engage with key stakeholders to strengthen relationships and seek support where required. This month, engagement included:

Aboriginal and Torres Strait Islander Public Health Unit - ongoing discussions regarding daily tasks, current goals, and updates from Mornington Island. Sought guidance on community challenges and strategies used in other regions. Provided reciprocal support by sharing insights with other councils facing issues we have successfully addressed.

Department of Primary Industries - requested assistance and guidance in relation to the regulated (dangerous) dog case.

Mount Isa Public Health Unit - requested support in progressing actions aligned with this year's work plan goals. Awaiting response.

Mornington Island Hospital - reached out to request environmental health-related reports. Awaiting response.

Animal Management in Rural and Remote Indigenous Communities - contacted regarding resources they can provide in relation to their systems and research on parvo virus.

Observations & trends

There is currently a significant increase in puppies within the community. As a result, we have seen a notable spike in puppy deaths related to parvovirus this month.

Upcoming Projects

Several projects are awaiting funding and approval:

- o Recycling precinct (DES waiting on drawings design)

- o Water plant upgrades (tender have been submitted)
- o Landfill upgrade (proposal being submitted for grant)
- o Splash Park (being submitted for grant)

FINANCIAL & RESOURCE IMPLICATIONS

Engineering division activities are occurring within adopted 2025/26 operational budget parameters.

RECOMMENDATION

That Council receive and note the Engineering division report for February 2026.

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17 PLANNING AND COMMUNITIES**17.1 Queensland Government Department of Housing Tenancy Services update - February 2026**

Author: Director Corporate & Community

Attachments: 1. Mornington Island - Delivery Report - February 26 [17.1.1 - 3 pages]

PURPOSE (EXECUTIVE SUMMARY)

Ms Alexia Kelso, Customer Tenancy Services, Queensland Government Department of Housing intends to provide a verbal status update related to the two hundred and twenty-nine (229) social housing properties in Gununa, Mornington Island.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS

Written and verbal reports from the Queensland Government Department of Housing Tenancy Services provide advice related to accounts in arrears, temporary absences and subsequent investigations, vacancies, transitional properties and a register of need.

The Department of Housing team also provide regular reports related to housing allocations and any housing tenancy matters.

Of note from the current report is that the register of need has seventy-three current applications as at February 2026, seeking housing with a range of different bedroom requirements. This number has been steadily increasing in recent months.

The next scheduled Tenancy Services staff site visit is 2 – 6 March 2026.

Alexia Kelso is having five weeks' leave until late March 2026 and will be able to attend the March, or April 2026 Ordinary Council meeting.

FINANCIAL & RESOURCE IMPLICATIONS

There are no financial impacts for Council regarding Queensland Government Department of Housing Tenancy Services. (Council does retain the Q Build contract for maintenance and upgrade of social housing. However, this commercial arrangement is considered differently from the administrative allocation of housing for community members).

RECOMMENDATION

That Council receive and note the report related to Queensland Government Department of Housing Tenancy Services for February 2026.

Delivery Update

For Mornington Aboriginal Shire Council – February 2026

Social Housing Properties

- 229 in total Social Housing Properties
 - 1 under an Agency Appointment (Dept. acting as an agent for Council)
 - 229 under a 40yr lease arrangement

Arrears – 0 weeks and higher

- 66 accounts in arrears

Tenancy management continue to send breach notices to tenants with outstanding rent arrears
Rent arrears are decreasing.

Tenancy is working with the tenants and discussing payment plans for outstanding rent arrears –
payments plans increasing and tenants are continuing to keep plans in place

Tenancy management has successfully signed up new payment plans, arrears continue to reduce.
We will continue to with conversions and support to these tenants.

Temporary Absences being investigated/reviewed – ongoing

VACANCIES (not including transitional housing)		
166 Dungal Cl	2	Under Maintenance
313 Lardil St	3	Under Maintenance

Transitional Properties / upgrades

44 Wardirrkan St – Tenanted

200 Lardil St – Available

Register of Need – 73 applications

Bedroom	#
1	39
2	13
3	8
4	8
5	3
6	2

Tenancy Management News

- Tenancy Management currently investigating tenants not residing at properties- ongoing
- Tenancy Management continue to talk to tenants around yard maintenance, letters sent to each household – ongoing
- Tenancy Management working on promoting an application drive for the community together with council and other stakeholders – Plan in place to hold a morning tea to attract community members to apply for social housing. Poster with time and date will be sent to Council to put on social media for community. Date to be announced
- Tenancy Management will conduct household checks for overcrowding to help drive up the applications. – ongoing
- Tenancy Management commenced collecting household numbers and updating households – ongoing.

Next Schedules Visits - 2026

The below trips have been booked and scheduled:

- 16 – 20th February - SHO Sanita Nuku and SHO Angelique Scott
- 2 – 6th March - SHO Sanita Nuku and SHO Angelique Scott
- 16 – 20th March - SHO Sanita Nuku and SHO Angelique Scott

Tenancy Team

- Alexia Kelso Client Service Manager – 0459 864 881
- Mary Jo Craigie Senior Housing Officer - 0436 632 037
- Sanit Nuku Senior Housing Officer – 0436 632 074
- Angelique Scott Senior Housing Officer – 0436 632 036
- Jodie Zantiotis Senior Housing Officer – 0408 937 403

Tenancy Team Movements

- Office will be closed when the team is not on the island.
- Tenancy Management will continue to provide a housing service to the community. The team will be available by phone in the hours between 8:30 – 4:30 Monday to Friday.

Mary Jo Craigie will be A/Customer Service Manager for the next 4 weeks from the 16 February to possibly the 30th March 2026, if you have a queries or question please do not hesitate to make contact with Mary Jo.

Contact Details

Alexia Kelso Customer Service Manager

Ph: 07 44 372 719

M: 0459 864 881

Department of Housing and Public Works

19 West St Mount Isa Qld 4825

17.2 Hospitality and Accommodation report - February 2026**Author:** Director Accommodation and Hospitality**Attachments:** Nil**PURPOSE (EXECUTIVE SUMMARY)**

The purpose of this report is to provide an overview of Hospitality and Accommodation activities, for December 2025.

BACKGROUND & PREVIOUS COUNCIL CONSIDERATIONS***Carriage limit performance***

During January 2026, carriage limit recorded a further decrease in customer numbers and sales revenue of \$42,532.

Carriage Limit

For the month ended	31/12/2025	31/01/2026
Total People (# Sales)	1,804	1,305
Total Sales \$	147,824	105,292
Trading days	31	31
Average Price Per Person	82	81

There were no issues to report from the month of January. However, the constant decrease is starting to show a trend since reintroduction of preordering. There have been no other operational changes.

Laundry Upgrade

The new washing machines have now been installed, and the new chemical supplier has now been to island to undertake initial pre-dose procedures. Some issues were identified with the install and operational requirements of the machine, so Jonno is working with the team to have these rectifications done. Not quite there yet but these machines should be sorted out in the next couple of weeks.

Kitchen

The Electrical engineer is yet to arrive to island along with the kitchen designer. It was scheduled for the first week in February but due to some complications around the procurement of these groups it has been pushed back.

Events

The events team is preparing for the Mornington Island Raiders presentation on 28 February 2026, and an update will be provided in the next council report.

Accommodation

The new booking system onboarding is underway, and our go live is set for week of 16th March 2026.

Guests are getting used to the new office location and we have had a lot more feedback with our one-on-one interactions with the guests. Feedback forms are undergoing review and will be placed in all the guest rooms during the coming month.

FINANCIAL & RESOURCE IMPLICATIONS

Hospitality and Accommodation activities are occurring within the parameters of the adopted 2025/26 operational budgets.

RECOMMENDATION

That Council receive and note the Hospitality and Accommodation report for February 2025.

18 GENERAL BUSINESS

19 CONFIDENTIAL REPORTS

Nil

20 NEXT MEETING

25 March 2026

21 CLOSURE