

DRAFT



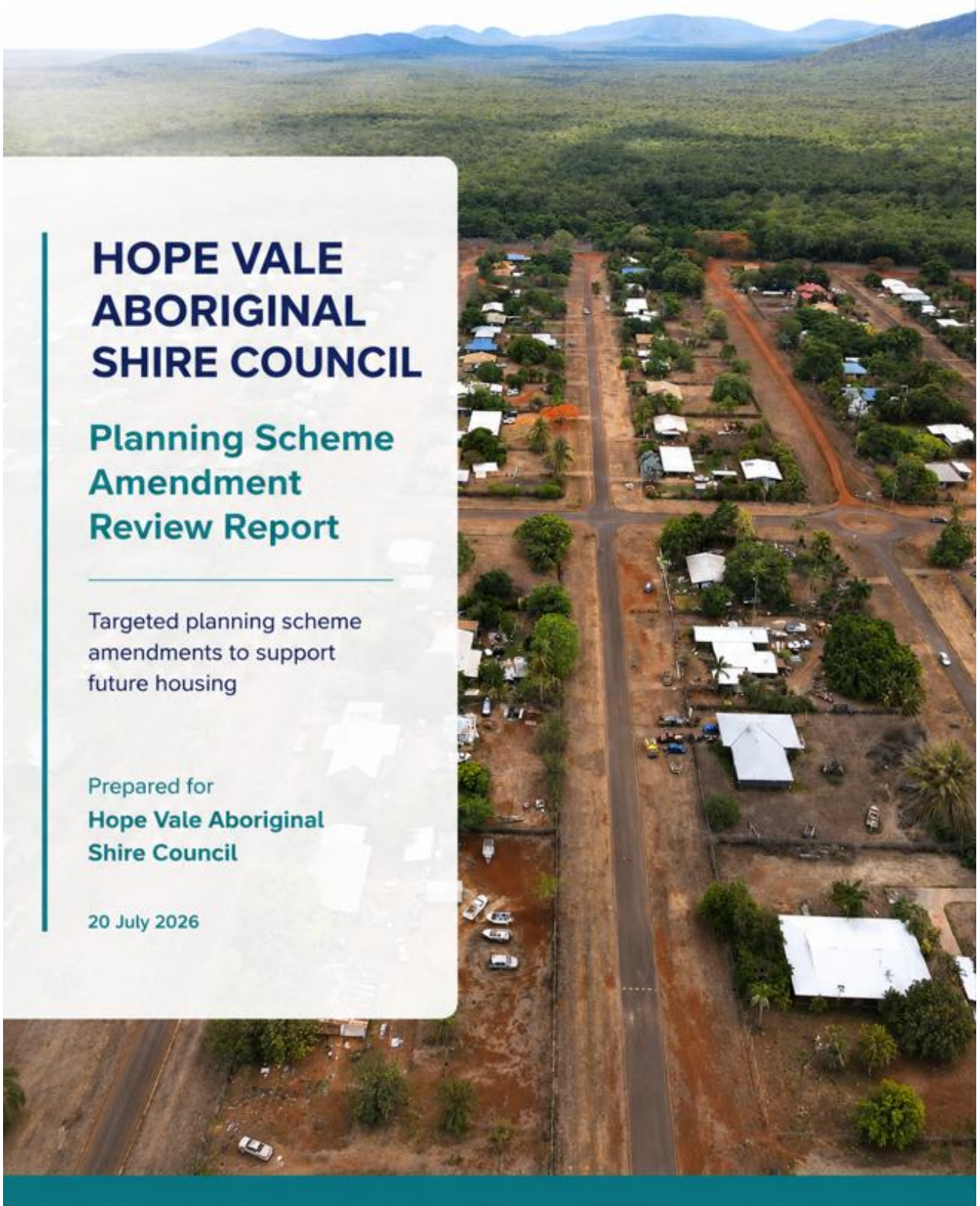
HOPE VALE ABORIGINAL SHIRE COUNCIL

Planning Scheme Amendment Review Report

Targeted planning scheme
amendments to support
future housing

Prepared for
**Hope Vale Aboriginal
Shire Council**

20 July 2026



CONTENTS

EXECUTIVE SUMMARY	I
1. INTRODUCTION	1
1.1 Purpose and Scope	1
1.2 Hope Vale Locality and Planning Context	2
1.3 Key Drivers for the Planning Scheme Amendment	3
1.4 Trends and Key Issues	3
2. POPULATION, HOUSING AND DEVELOPMENT CONTEXT	4
2.1 Introduction	4
2.2 Population and Housing Context	4
2.3 Residential Land Supply and Development Opportunities	5
2.4 Housing Diversity and Changing Housing Needs	5
2.5 Economic Development and Employment	6
2.6 Infrastructure and Development Sequencing	6
2.7 Implications for the Planning Scheme Amendment	6
3. LEGISLATIVE AND POLICY CONTEXT	7
3.1 Introduction	7
3.2 Planning Act 2016 and Planning Regulation 2017	7
3.3 State Planning Policy 2017	8
3.4 Cape York Regional Plan 2014	9
3.5 Other Relevant Legislation and Guidance	9
3.6 State Guidance for Aboriginal and Torres Strait Islander Interests in Land Use Planning	11
3.7 Summary	11
4. LOCAL POLICY CONTEXT	12
4.1 Introduction	12
4.2 Hope Vale Corporate Plan	12
4.3 Operational Plan	12
4.4 Economic Development Strategy	13
4.5 Hope Vale Master Plan (2019)	13
4.6 Hope Vale Town Precinct Master Plan	15
4.7 Hope Vale Local Housing Plan (2024)	17
4.8 Strategic Capital Plan	17
4.9 Hope Vale Local Drainage Assessment and Flood Study	18
4.10 Summary of Planning Scheme Review Implications	19
5. PLANNING SCHEME AUDIT	19
5.1 Introduction	19
5.2 Strategic Framework	20
5.3 Zone Framework	21
5.4 Residential Land Supply	22
5.5 Industrial Land	23
5.6 Overlay Mapping and Overlay Codes	24
5.7 State Planning Policy Alignment	25
5.8 Summary	25
6. KEY ISSUES AND OPPORTUNITIES	26
6.1 Introduction	26

6.2Housing Supply and Residential Land Availability	26
6.3Housing Diversity	26
6.4Strategic Framework Alignment	27
6.5Economic Development and Employment Land	27
6.6Town Centre and Community Development	28
6.7Environmental Values and Natural Hazards	28
6.8Infrastructure and Servicing	29
6.9Planning Scheme Mapping and Administrative Updates	29
6.10 Summary	30
7. FINDINGS AND RECOMMENDATIONS	31
7.1Overview	31
7.2Key Findings	31
7.3Recommended Scope of the Planning Scheme Amendment	33
7.4Further Investigations and Engagement	33
7.5Recommended Planning Scheme Amendment Process	34
7.6Recommendations	34
REFERENCES	35

© 2026 Urban Planning North Pty Ltd t/as UP North

This document is and shall remain the property of Urban Planning North (UP North) This document may only be used for the purposes for which it was commissioned in accordance with the Terms of Engagement. Unauthorised use of this document in any form whatsoever is prohibited.

This report has been prepared on behalf of and for the exclusive use of the Client and is subject to all provisions of the agreement between UP North and the Client. UP North accepts no liability or responsibility whatsoever for reliance upon this report by any third party.

Acknowledgement of Country

We acknowledge the Traditional Owners of the land, air and waters where our offices are based. We pay respect to the Elders, past, present and emerging and extend this respect to all Aboriginal and Torres Strait Islander people we work with and whose ancestral lands we visit



Executive Summary

Urban Planning North Group (UP North) has been engaged by Hope Vale Aboriginal Shire Council (Council) to undertake a targeted review of the Hope Vale Aboriginal Shire Planning Scheme (Planning Scheme) to identify amendments that can improve housing outcomes and support the future development of Hope Vale.

The project is supported through the Queensland Government Scheme Supply Fund (SSF) and is primarily focused on facilitating residential land supply, supporting greater housing diversity, removing unnecessary regulatory barriers and improving alignment between the Planning Scheme and Council's current strategic planning and housing priorities.

The Planning Scheme commenced on 1 September 2014 and was subsequently amended to align with the *Planning Act 2016*. Since commencement of the Planning Scheme, Council and the Queensland Government have undertaken significant strategic planning, housing and infrastructure work, including the Hope Vale Master Plan, Hope Vale Town Precinct Master Plan, Hope Vale Local Housing Plan and Strategic Capital Plan.

These documents consistently identify housing shortages, overcrowding, limited availability of serviced residential land, demand for a greater diversity of housing and opportunities to facilitate home ownership and future residential development.

The review has found that the Planning Scheme remains operational and continues to provide a statutory planning framework for Hope Vale. However, it does not fully reflect contemporary strategic planning and housing priorities. In particular, identified residential growth areas are not fully recognised within the Planning Scheme, the Strategic Framework requires updating, and opportunities exist to review zoning, Tables of Assessment, housing provisions, overlays and mapping.

The review has also identified the need to better coordinate future residential growth with infrastructure planning, confirm the future role and supply of industrial and employment land, and ensure that environmental values and natural hazards are appropriately addressed.

Hope Vale has a unique cultural, land tenure and land administration context. Preparation of the proposed amendment provides an opportunity for early and meaningful engagement with Traditional Owners, Hope Vale Congress, the community and relevant Queensland Government agencies. This engagement should inform future residential growth directions, culturally appropriate housing outcomes and opportunities to support Living on Country, while avoiding unnecessary duplication of Native Title, cultural heritage and land tenure processes administered under other legislation.

A key opportunity identified through the review is to simplify the Planning Scheme and improve its usability. The proposed amendment should seek to remove unnecessary regulatory barriers, simplify development assessment provisions, rationalise overlays and mapping where appropriate and establish a planning framework that is proportionate to the scale, development pressures and local context of Hope Vale.

The review concludes that there is a clear strategic basis for Council to proceed with a targeted amendment to the Planning Scheme under section 18 of the *Planning Act 2016*.

upnorthgroup.com.au

51 Sheridan Street, Cairns QLD 4870

57b Mabel Street, Atherton QLD 4883

Level 1, 54-56 Denham Street, Townsville QLD 4810

ABN 22 652 093 626

It is recommended that Council commence the planning scheme amendment process and seek approval from the Chief Executive administering the *Planning Act 2016* for a tailored amendment process.

The proposed amendment should primarily focus on:

- updating the Strategic Framework to reflect contemporary Council priorities and strategic planning work where relevant to housing;
- reviewing residential land supply and facilitating suitable priority residential growth areas;
- supporting a greater diversity of housing and culturally responsive housing outcomes;
- reviewing zoning, precincts and Tables of Assessment;
- simplifying development assessment provisions and removing unnecessary regulatory barriers;
- improving coordination between land use planning, infrastructure provision and development sequencing;
- appropriately integrating relevant State interests and responding to emerging regional planning directions; and
- undertaking further investigations and engagement with Council, Traditional Owners, Hope Vale Congress, the community, the Queensland Government and other relevant stakeholders.

The proposed amendment will provide Council with an opportunity to establish a clearer strategic pathway for housing and development and ensure that the Planning Scheme provides a practical, contemporary and locally appropriate framework for the future development of Hope Vale.



1. Introduction

Urban Planning North Group (UP North) has been engaged by Hope Vale Aboriginal Shire Council (Council) to undertake a targeted review of the Hope Vale Aboriginal Shire Planning Scheme (Planning Scheme) to identify amendments that can improve housing outcomes and support the future development of Hope Vale.

The project is supported through the Queensland Government Scheme Supply Fund (SSF) and is primarily focused on identifying opportunities to remove planning barriers, facilitate residential land supply, support greater housing diversity and improve the alignment of the Planning Scheme with Council's current strategic planning and housing priorities.

The Planning Scheme commenced on 1 September 2014 and was subsequently amended to align with the *Planning Act 2016* (Planning Act). Since commencement of the Planning Scheme, Council and the Queensland Government have undertaken significant strategic planning, housing and infrastructure work, including preparation of the Hope Vale Master Plan, Hope Vale Town Precinct Master Plan, Hope Vale Local Housing Plan and Strategic Capital Plan.

These documents identify ongoing housing shortages, overcrowding, limited availability of serviced residential land, demand for a greater diversity of housing and opportunities to facilitate home ownership and future residential development.

The current Planning Scheme does not fully reflect these more recent strategic directions. In particular, a number of residential growth areas identified through Council's master planning and housing initiatives are not appropriately recognised within the Planning Scheme, and opportunities exist to simplify development assessment provisions and improve the strategic and regulatory framework applying to housing development.

This report has therefore been prepared to establish the strategic basis for a targeted amendment to the Planning Scheme.

The report:

- reviews the legislative, State, regional and local policy context relevant to the proposed amendment;
- considers population, housing and development trends affecting Hope Vale;
- reviews Council and Queensland Government strategic planning, housing and infrastructure initiatives;
- examines the current Planning Scheme, including the Strategic Framework, zoning, Tables of Assessment, overlays and mapping;
- identifies key planning issues, opportunities and information gaps relevant to housing delivery and future development;
- considers opportunities to simplify and improve the operation of the Planning Scheme; and recommends that Council commence a process to amend the Planning Scheme under section 18 of the Planning Act 2016.

The findings and recommendations of this report are intended to support Council's decision to commence the planning scheme amendment process and to establish the scope and priorities for preparation of the proposed amendment.

1.1 Purpose and Scope

The primary purpose of the project is to improve housing outcomes in Hope Vale by ensuring that the Planning Scheme provides an appropriate strategic and regulatory framework to facilitate housing delivery.

The review focuses on matters that can reasonably be addressed through a targeted planning scheme amendment. It is not intended to constitute a statutory ten-year review of the Planning Scheme or a comprehensive review of every component of the Planning Scheme.

The scope of the review includes:

- consideration of housing needs, residential land supply and housing diversity; review of residential growth areas identified through the Hope Vale Master Plan, Hope Vale Town Precinct Master Plan, Hope Vale Local Housing Plan and other relevant strategic planning work;
- consideration of infrastructure capacity and constraints affecting future residential development;
- review of land tenure, zoning, natural hazards, environmental values and other constraints relevant to future development;
- consideration of opportunities to support culturally appropriate housing and Living on Country outcomes;
- review of the Strategic Framework, zoning, Tables of Assessment, assessment benchmarks, overlays and mapping where relevant to the proposed amendment;
- consideration of opportunities to simplify the Planning Scheme and remove unnecessary regulatory barriers;
- consideration of State interests and relevant State and regional planning policy; and
- identification of further investigations and engagement required during preparation of the planning scheme amendment.

The review provides background information to support a resolution by council to amend the Hope Vale Planning Scheme, as well as strategic foundation for the next stage of the project, which will involve engagement with Council, Traditional Owners, Hope Vale Congress, the community, the Queensland Government and other stakeholders, further investigation of priority issues and preparation of a planning scheme amendment.

1.2 Hope Vale Locality and Planning Context

Hope Vale is an Aboriginal community located approximately 46 kilometres north-west of Cooktown and approximately 370 kilometres north of Cairns.

The Hope Vale Aboriginal Shire local government area has significant cultural, environmental and landscape values and includes the Hope Vale township, surrounding Aboriginal land, rural areas, ranges, waterways and coastal environments.

Land tenure and land administration arrangements are important considerations for planning and housing delivery within Hope Vale. Land within and surrounding the township includes Aboriginal land and areas subject to native title interests and Indigenous Land Use Agreements.

These arrangements influence the availability and development of land, infrastructure delivery, subdivision, home ownership and the implementation of housing projects.

The Planning Scheme provides the statutory land use planning framework for the Hope Vale Aboriginal Shire. The Scheme includes two principal zones, the Township Zone and Rural Zone, together with precinct-based development assessment provisions and overlays addressing environmental values and natural hazards.

Since commencement of the Planning Scheme, significant strategic planning and housing initiatives have identified opportunities for future residential development, housing diversity, economic development, infrastructure investment and improvements to the Hope Vale town centre.

The proposed planning scheme amendment provides an opportunity to better align the statutory planning framework with contemporary strategic directions while recognising the unique cultural, land tenure, environmental and infrastructure context of Hope Vale.

1.3 Key Drivers for the Planning Scheme Amendment

The principal driver for the proposed planning scheme amendment is the need to improve housing outcomes within Hope Vale.

Key issues identified through Council and Queensland Government strategic planning and housing initiatives include:

- existing housing shortages and overcrowding;
- limited availability of serviced residential land;
- the need to facilitate development of priority residential areas;
- demand for a greater diversity of housing types;
- opportunities to support home ownership and Living on Country outcomes; inconsistencies between identified residential growth areas and current Planning Scheme zoning; infrastructure and servicing constraints affecting future development;
- the need to review the Strategic Framework to reflect contemporary Council priorities;
- opportunities to simplify Tables of Assessment, assessment benchmarks, overlays and mapping;
- the need to appropriately recognise cultural values and engage with Traditional Owners and Hope Vale Congress in planning for future development; and
- the need to maintain appropriate alignment with State and regional planning policy.

The proposed amendment provides an opportunity to establish a clearer strategic pathway for housing and development within Hope Vale and to ensure the Planning Scheme provides a practical, contemporary and locally appropriate framework for future decision-making.

1.4 Trends and Key Issues

The Cape York Regional Plan (CYRP) (2014) (discussed in more detail in Section 4.2 Cape York Regional Plan) outlines global trends affecting the Cape York region, of which Hope Vale Aboriginal Shire is part of.

Due to the remote nature of Hope Vale, it is less affected by global trends than other areas. However, the following global trends affecting the region include:

- a changing climate with rainfall events and cyclones predicted to be less frequent but more intense, higher temperatures and more frequent hot days. This impacts on urban areas particularly flooding impacts as well as impacts on rural areas such including soil moisture, ground cover and evaporation rates; and
- greater recognition of Traditional Owners.

Hope Vale will continue to have a small population and local market base. The public sector will continue to be an important source of employment. Trends in economic opportunities include small tourism operators leveraging on interest and demand for eco-tourism opportunities e.g. adventure style tourism markets of self-drive four-wheel drive, high-value tourism businesses, wilderness experiences, Indigenous cultural activities and historic sites. Challenges for development and investment include difficulties in attracting investment due to land tenure/ property types, and financial and technical capacity and capability.

In terms of housing key issues include: review

- the demand for housing due to overcrowding;
- challenges of home ownership due to complex tenure requirements; and
- the need for affordable and diverse accommodation to attract and retain workers.

In terms of climate the region is affected by the climatic conditions with road access being limited or not available during the wet season. The region is also experiencing changing weather patterns and more intense weather events.

2. Population, Housing and Development Context

2.1 Introduction

Population, household characteristics, housing demand and development activity provide important context for the proposed Planning Scheme amendment.

Hope Vale is a relatively small and remote Aboriginal community. Population growth alone does not provide an adequate measure of future housing need. Housing demand is also influenced by existing overcrowding, household composition, the condition and suitability of existing housing, demand for different housing types, availability of serviced residential land, home ownership aspirations and the accommodation needs of workers and service providers.

This chapter provides an overview of the population, housing and development context relevant to the proposed Planning Scheme amendment.

2.2 Population and Housing Context

Hope Vale has a population of approximately 2,000 people and is expected to remain a relatively small community within the broader Cape York region.

Notwithstanding relatively modest population growth, existing strategic planning and housing studies identify significant housing pressures within the community.

Key housing issues include:

- overcrowding within existing households;
- demand for additional social housing;
- limited availability of serviced residential land;
- demand for housing suitable for different household types and life stages;
- demand for seniors and accessible housing;
- accommodation requirements for essential workers and service providers;
- limited housing diversity;
- barriers to home ownership associated with land tenure, land availability and housing delivery arrangements; and
- the need to coordinate future housing development with infrastructure investment.

These issues demonstrate that future housing need cannot be addressed solely through population projections. The Planning Scheme needs to provide sufficient flexibility and land supply to respond to existing unmet demand, changing household needs and future housing initiatives.

2.3 Residential Land Supply and Development Opportunities

The Hope Vale Master Plan identifies a number of potential residential growth areas within and surrounding the existing township.

The Hope Vale Local Housing Plan subsequently identifies Hope Valley Estate West as an immediate residential development priority and reinforces the need to increase housing supply and facilitate the development of additional residential land.

Other potential residential areas identified through master planning processes include Hope Valley Estate East, future urban precincts, infill development opportunities, the airstrip site and the Council workshop site. The timing and suitability of these areas vary.

Some areas represent potential short or medium-term development opportunities, while others are dependent upon infrastructure provision, relocation of existing activities, resolution of contamination issues, decisions regarding the future operation of the airstrip, environmental and natural hazard constraints and land tenure considerations.

The proposed Planning Scheme amendment provides an opportunity to review these areas and establish a clearer hierarchy of:

- land suitable for immediate or short-term residential development;
- medium-term residential growth opportunities;
- longer-term investigation areas; and
- land where development remains contingent upon further investigations or enabling actions.

This approach would provide greater certainty regarding future residential land supply while recognising that zoning land for residential purposes does not, by itself, overcome infrastructure, tenure, environmental or other constraints to development.

2.4 Housing Diversity and Changing Housing Needs

Council's strategic planning and housing documents identify the need for a broader range of housing types within Hope Vale.

Potential housing forms include detached dwellings, duplexes, multiple dwellings, seniors housing, accessible housing, independent living accommodation, transitional housing, workforce accommodation and other culturally appropriate housing models.

Providing greater housing diversity can assist in responding to overcrowding, changing household composition, ageing in place, accessibility requirements and the accommodation needs of workers and service providers.

The proposed Planning Scheme amendment provides an opportunity to update land use definitions in accordance with the Planning Regulation, categories of development and assessment, assessment benchmarks and zoning provisions to ensure the Planning Scheme appropriately facilitates a range of housing options.

2.5 Economic Development and Employment

Hope Vale's economy is influenced by the relatively small local market, public sector employment, Council activities, community organisations and emerging opportunities associated with tourism, local enterprise and Indigenous economic development.

The availability of suitable land for commercial, industrial, tourism and employment-generating activities is important to the long-term sustainability of the community.

The proposed redevelopment of existing industrial land identified through the Hope Vale Town Precinct Master Plan requires careful consideration of future industrial land requirements and Council operational needs.

The Planning Scheme amendment provides an opportunity to ensure that sufficient and appropriately located land is available to support future employment and economic development while also facilitating housing and town centre development.

2.6 Infrastructure and Development Sequencing

The delivery of additional housing and development opportunities is dependent upon the availability and capacity of infrastructure.

Future residential development may require investment in water supply, wastewater infrastructure, roads, stormwater management and other community infrastructure.

Infrastructure requirements, funding programs and delivery timeframes will influence the sequencing of future residential growth areas.

The proposed Planning Scheme amendment should therefore coordinate land use planning with infrastructure planning and avoid identifying land for short-term development where significant unresolved infrastructure constraints exist.

2.7 Implications for the Planning Scheme Amendment

The population, housing and development context demonstrates a clear need to review the Planning Scheme to better support housing delivery and the future development of Hope Vale.

In particular, the proposed amendment should:

- facilitate development of suitable priority residential areas;
- provide an appropriate supply of land for future housing;
- support a greater diversity of housing types;
- recognise infrastructure and development sequencing requirements;
- support home ownership and culturally appropriate housing outcomes;
- maintain sufficient land for economic development and employment-generating activities; and
- provide a clear strategic framework for the long-term growth and development of Hope Vale.

These matters are considered further through the legislative and policy review, local policy review, Planning Scheme audit and identification of key issues and opportunities contained in the following chapters.

3. Legislative and Policy Context

3.1 Introduction

The Hope Vale Aboriginal Shire Planning Scheme operates within the legislative and policy framework established by the Queensland planning system.

The key legislation and planning instruments relevant to the proposed Planning Scheme amendment include:

- Planning Act 2016;
- Planning Regulation 2017;
- Minister's Guidelines and Rules;
- State Planning Policy 2017;
- Cape York Regional Plan 2014; and
- other legislation relevant to land use planning, cultural heritage, land tenure and environmental management.

This chapter provides a brief overview of the legislative and policy context relevant to the proposed amendment and identifies the principal implications for preparation of the amendment.

3.2 Planning Act 2016 and Planning Regulation 2017

The Planning Act establishes the statutory framework for land use planning and development assessment in Queensland.

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

The Planning Act establishes the framework for preparing and amending local government planning schemes and requires State interests to be appropriately integrated into local planning instruments.

Of particular relevance to Hope Vale, the purpose of the Planning Act includes valuing, protecting and promoting Aboriginal and Torres Strait Islander knowledge, culture and tradition.

The Planning Regulation 2017 supports the Planning Act and establishes matters including categories of development and assessment, prescribed assessment benchmarks, referral requirements, regulated requirements for planning schemes and development that local planning instruments are prohibited from making assessable.

The Planning Regulation also contains specific provisions relevant to development for State public housing. These provisions are particularly relevant to Hope Vale given the significant role of State-supported housing delivery within the community.

The Minister's Guidelines and Rules establish the statutory process for making and amending planning schemes. It is proposed that Council seek approval to undertake a tailored planning scheme amendment process under section 18 of the Planning Act.

Implications for the Planning Scheme Amendment

The proposed amendment should:

- be prepared in accordance with the Planning Act, Planning Regulation and Minister's Guidelines and Rules;
- appropriately integrate relevant State interests;
- support the achievement of ecological sustainability, including the recognition of Aboriginal and Torres Strait Islander knowledge, culture and tradition;
- ensure development assessment provisions are clear, proportionate and consistent with the regulated requirements; and
- avoid unnecessary duplication of matters regulated through State legislation or other statutory processes.

3.3 State Planning Policy 2017

The State Planning Policy 2017 (SPP) expresses the Queensland Government's interests in land use planning and development.

The SPP identifies State interests under five themes:

- liveable communities and housing;
- economic growth;
- environment and heritage;
- safety and resilience to hazards; and
- infrastructure.

The Planning Scheme was prepared prior to the current SPP. While the Planning Scheme addresses many relevant State interests, the review has identified opportunities to improve alignment with contemporary State policy and mapping.

Matters of particular relevance to the proposed amendment include:

- housing supply, diversity and location;
- economic development and employment opportunities;
- Aboriginal cultural heritage;
- biodiversity and environmental values;
- coastal processes and coastal hazards;
- natural hazards, risk and resilience; and
- infrastructure planning.

Implications for the Planning Scheme Amendment

The proposed amendment should appropriately integrate relevant State interests while seeking to maintain a planning framework that is proportionate to the scale, development pressures and local context of Hope Vale.

There is also an opportunity to review and simplify Planning Scheme provisions and mapping where State interests are more effectively addressed through State legislation, State mapping, development assessment requirements or other statutory processes.

3.4 Cape York Regional Plan 2014

The Cape York Regional Plan 2014 provides the regional planning framework for Hope Vale and the broader Cape York region.

The Regional Plan seeks to support economic development and the long-term sustainability of Cape York communities while protecting significant environmental and cultural values.

Relevant regional planning matters include:

- the growth and development of Aboriginal and Torres Strait Islander communities;
- housing and land availability;
- economic development and employment opportunities;
- infrastructure and service delivery;
- protection of environmental and cultural values;
- natural hazards and climate resilience; and
- coordination of land use and infrastructure planning.

The Planning Scheme has not been comprehensively amended to reflect strategic planning, housing and development initiatives undertaken since commencement of the Regional Plan.

The Queensland Government is reviewing the Cape York Regional Plan. The timing of the proposed Planning Scheme amendment provides an opportunity for Council to engage with the State regarding future regional planning directions relevant to Hope Vale, including residential growth areas and the regional land use framework.

Implications for the Planning Scheme Amendment

The proposed amendment should:

- maintain appropriate alignment with the current Cape York Regional Plan;
- consider the implications of any new regional planning directions that emerge during preparation of the amendment; identify residential growth and other future development areas through a clear evidence-based strategic planning framework; and
- provide Council with an opportunity to inform the review of the Cape York Regional Plan where regional planning matters affect the future development of Hope Vale.

3.5 Other Relevant Legislation and Guidance

A range of other legislation and State guidance is relevant to land use planning and development within Hope Vale.

Key matters include:

- Aboriginal cultural heritage;
- native title and Indigenous Land Use Agreements;
- Aboriginal land tenure and land administration;
- vegetation management;
- environmental protection;
- coastal management;
- natural hazard management; and

- infrastructure planning and delivery.

These legislative frameworks operate alongside the Planning Act and influence the development and use of land within Hope Vale.

The Planning Scheme should recognise matters relevant to land use planning while avoiding unnecessary duplication of statutory requirements administered under other legislation.

Native Title, ILUAs, Aboriginal Land Tenure and Cultural Heritage

Hope Vale has a unique land tenure and cultural context. Native Title, Indigenous Land Use Agreements, Aboriginal land tenure and cultural heritage obligations are relevant considerations for planning and housing delivery.

A planning scheme does not regulate native title and is not intended to extinguish, affect or determine native title rights and interests. Similarly, a planning scheme does not override any Indigenous Land Use Agreement that applies to land within the local government area.

However, Native Title, ILUAs and Aboriginal land tenure may affect the practical implementation of future development, including housing delivery, subdivision, infrastructure provision and land administration.

The Planning Act requires planning functions to advance ecological sustainability, including by valuing, protecting and promoting Aboriginal and Torres Strait Islander knowledge, culture and tradition. The Aboriginal Cultural Heritage Act 2003 also establishes a separate statutory duty of care to avoid harm to Aboriginal cultural heritage.

The proposed Planning Scheme amendment provides an opportunity to recognise these matters at a strategic level while avoiding duplication of Native Title, cultural heritage and land tenure processes administered under other legislation.

Further engagement with Council, Traditional Owners, Hope Vale Congress and relevant State agencies will be required during preparation of the amendment to ensure that future residential growth areas, housing outcomes and planning provisions are informed by the cultural, tenure and land administration context of Hope Vale.

Implications for the Planning Scheme Amendment

The proposed amendment should:

- recognise the importance of Aboriginal and Torres Strait Islander knowledge, culture and tradition;
- acknowledge that native title, ILUAs and Aboriginal land tenure may influence implementation of housing and development outcomes;
- avoid drafting provisions that purport to regulate native title or override ILUAs;
- avoid unnecessary duplication of the Aboriginal cultural heritage duty of care framework;
- support early engagement with Traditional Owners, Hope Vale Congress and relevant State agencies;
- consider opportunities for culturally appropriate housing and Living on Country outcomes; and
- ensure future residential growth areas are considered having regard to land tenure, cultural values, infrastructure and implementation requirements.

3.6 State Guidance for Aboriginal and Torres Strait Islander Interests in Land Use Planning

The Queensland Government has prepared guidance regarding the consideration of Aboriginal and Torres Strait Islander interests in land use planning.

The guidance recognises the opportunity for the planning system to better consider Aboriginal and Torres Strait Islander knowledge, culture, tradition and interests through strategic planning, plan-making and engagement.

Relevant considerations for the proposed amendment include:

- early and meaningful engagement with Traditional Owners and other relevant Aboriginal organisations;
- consideration of cultural values and connection to Country in strategic land use planning;
- recognition of the relationship between land use planning, cultural heritage, native title and land tenure;
- consideration of culturally appropriate housing and development outcomes; and
- identification of opportunities to support Aboriginal and Torres Strait Islander aspirations through the planning framework.

Implications for the Planning Scheme Amendment

Preparation of the amendment should include meaningful engagement with Traditional Owners, Hope Vale Congress and the broader Hope Vale community.

The outcomes of engagement should inform the Strategic Framework, future residential growth directions, housing provisions and other relevant components of the Planning Scheme.

3.7 Summary

The legislative and policy review confirms that there is a sound basis for preparing a targeted amendment to the Hope Vale Planning Scheme.

The proposed amendment should:

- comply with the Planning Act 2016, Planning Regulation 2017 and Minister's Guidelines and Rules;
- appropriately integrate relevant State interests;
- maintain alignment with the Cape York Regional Plan and respond to emerging regional planning directions;
- improve the Planning Scheme's response to housing supply, housing diversity, economic development, infrastructure and natural hazards;
- recognise the importance of Aboriginal and Torres Strait Islander knowledge, culture and tradition in land use planning;
- appropriately consider cultural heritage, native title, Indigenous Land Use Agreements and Aboriginal land tenure;
- avoid unnecessary duplication of matters regulated through other legislation and statutory processes; and
- provide a proportionate, practical and locally appropriate planning framework for Hope Vale.

These matters inform the review of local strategic planning documents, the Planning Scheme audit and the recommendations for the proposed Planning Scheme amendment contained in the following chapters.

4. Local Policy Context

4.1 Introduction

The Hope Vale Aboriginal Shire Council Planning Scheme commenced on 1 September 2014. Since that time, a number of strategic planning, housing, infrastructure and economic development initiatives have been undertaken by Council and the Queensland Government. These initiatives provide important context for the review of the Planning Scheme and identify opportunities to improve housing outcomes, support economic development, enhance community infrastructure and strengthen resilience to future challenges. This chapter reviews the key strategic documents relevant to Hope Vale and identifies implications for the Planning Scheme Review.

4.2 Hope Vale Corporate Plan

The Corporate Plan establishes Council's long-term vision and priorities for the community and provides the overarching strategic framework for Council decision-making.

The Corporate Plan promotes a future Hope Vale that is:

- Strong in culture and identity;
- Healthy, safe and connected;
- Economically sustainable;
- Supported by appropriate infrastructure and services;
- Well governed and financially sustainable.

The Corporate Plan recognises the importance of housing, employment, infrastructure, community wellbeing and economic self-determination in achieving positive outcomes for residents.

Implications for the Planning Scheme Review

The Planning Scheme should support the delivery of housing, community infrastructure and economic development opportunities consistent with the Corporate Plan and provide sufficient flexibility to respond to changing community needs.

4.3 Operational Plan

The Operational Plan 2026-2027 sets out strategies and activities, including:

- Promotion of safe, culturally appropriate housing (1-2). Activities seek to improve housing outcomes and investigation of possible options for vacant land at Millers Block for future sustainable economic opportunities;
- Delivery of master planning for key community infrastructure and community nodes (2-5) including development and endorsement of a Precinct Plan over Hope Vale's existing industrial area with a view to providing additional residential land (discussed in further detail below); and
- Strategic Planning (5-5) including implementation and monitoring of key corporate documents.

4.4 Economic Development Strategy

The Hope Vale Economic Development Strategy adopts a community economic development approach and seeks to create sustainable economic opportunities that improve social, environmental and economic outcomes for the community. The Strategy identifies six themes for economic sustainability, including leadership, local vision, economic innovation, governance, community capacity and comprehensive planning.

The Strategy recognises opportunities associated with:

- Tourism development;
- Small business growth;
- Indigenous enterprise;
- Workforce development and training;
- Community-based economic initiatives;
- Improved infrastructure and services.

The Strategy also acknowledges the importance of master planning and coordinated land use planning in supporting future economic development.

Implications for the Planning Scheme Review

The Planning Scheme should facilitate employment-generating land uses, support tourism and commercial development opportunities, and ensure an adequate supply of industrial and business land to meet future economic needs.

4.5 Hope Vale Master Plan (2019)

The Hope Vale Master Plan was prepared to guide the long-term growth and development of the township and surrounding areas. The Master Plan establishes a comprehensive framework for residential growth, industrial development, commercial activity, community facilities, recreation areas and infrastructure provision.

The Master Plan identifies significant opportunities for future residential development, including:

- Hope Valley Estate West (RS1);
- Hope Valley Estate East (RS4);
- Future Urban Precinct Central (RS2);
- Future Urban Precinct South (RS3);
- Future Urban Precinct West (RS5);
- Airstrip Site (RS6);
- Council Workshop Site (RS7);
- Infill Development (RS8).

Future Urban Precinct – West (RS5) and Future Urban Precinct (RS6) are dependent on decommissioning of the airstrip. The Council Workshop Site (RS7) is dependent on the removal of the Council workshop from this site and decontamination works undertaken.

The Master Plan estimates capacity for approximately 459 additional residential lots comprising 415 detached housing lots and 44 dual occupancy lots. This was considered sufficient to accommodate projected long-term population growth.

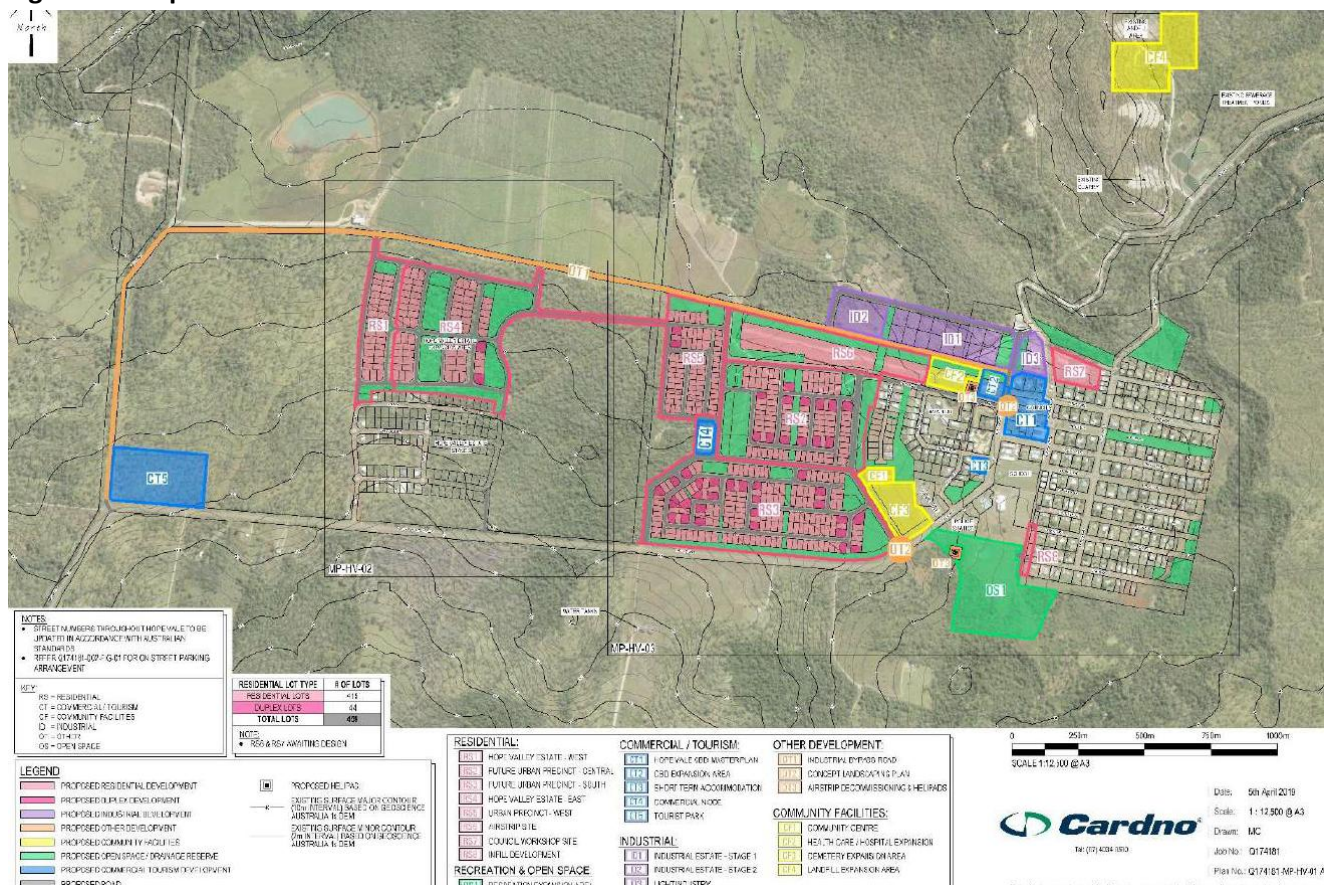
The Master Plan also identifies:

- Additional industrial land (ID1, ID2 and ID3);
- Commercial and tourism opportunities;
- Community facilities expansion;
- Recreation and open space areas;
- An industrial bypass road;
- Airstrip decommissioning opportunities.

The Master Plan specifically recommends amendment of the Planning Scheme to facilitate residential development within identified growth areas currently located outside the Township Zone.

The Hope Vale Master Plan is shown in **Figure 4.1 Hope Vale Master Plan**.

Figure 4.1 Hope Vale Master Plan



Implications for the Planning Scheme Review

The Master Plan provides the principal land use planning framework for future urban growth in Hope Vale and identifies a number of areas that may require planning scheme amendments, including zoning changes, revised strategic directions and updated mapping.

However, there is a need to review the status of the Hope Vale Master Plan residential growth areas, including RS6 (Airstrip Site) and RS7 (Council Workshop Site), to determine whether the assumptions underpinning future residential land supply remain valid.

The Hope Vale airstrip has not been formally decommissioned. Accordingly, residential development opportunities associated with RS6 and parts of the Future Urban Precinct remain contingent on future decisions regarding the operation of the airstrip.

The Council Depot currently occupies on RS7.

Consultation and further investigation of potential residential sites is required to determine the suitability of the future residential areas, and whether they remain long-term options for future residential development.

Subject to consultation, future residential sites could be considered as follows, refer to **Table 4.1 Hope Vale Master Plan Residential Investigation Areas**:

Table 4.1 Hope Vale Master Plan Residential Investigation Areas

Area	Consideration for Planning Scheme
RS1 Hope Valley Estate West	Immediate priority (identified in Local Housing Plan)
RS4 Hope Valley Estate East	Medium-term opportunity
RS2 / RS3 / RS5 Future Urban Precinct	Longer-term opportunity
RS6 Airstrip Site	Contingent on airstrip decommissioning.
RS7 Council Workshop Site	Contingent on depot relocation and contamination assessment
RS8 Infill Development	Potential short-medium term opportunity

4.6 Hope Vale Town Precinct Master Plan

The Hope Vale Town Precinct Master Plan was prepared to guide development and revitalisation of the township centre and adjoining land. The Plan seeks to improve the attractiveness, functionality and economic performance of the town centre while creating additional opportunities for housing, accommodation and commercial development. The Town Precinct Master Plan, dated 16 July 2024 was developed by Peddle Thorp Far North. The status of this document is to be confirmed.

The Master Plan identifies opportunities associated with:

- Town centre improvements;
- Public realm enhancements;
- Commercial expansion;
- Short-term accommodation;
- Workforce housing;
- Improved pedestrian and traffic circulation;
- Community facilities;
- Mixed-use redevelopment opportunities.

Area 3 of the Master Plan proposes redevelopment of the existing Council workshop and industrial precinct for residential, transitional housing, group housing and short-term accommodation uses. The Plan notes that

implementation would require relocation of existing industrial activities and investigation of potential contamination issues.

Figure 4.2 shows Area 3 Mixed Use Precinct and Figure 4.3 shows the Town Precinct Master Plan.

Figure 4.2 Area 3 Mixed Use Precinct

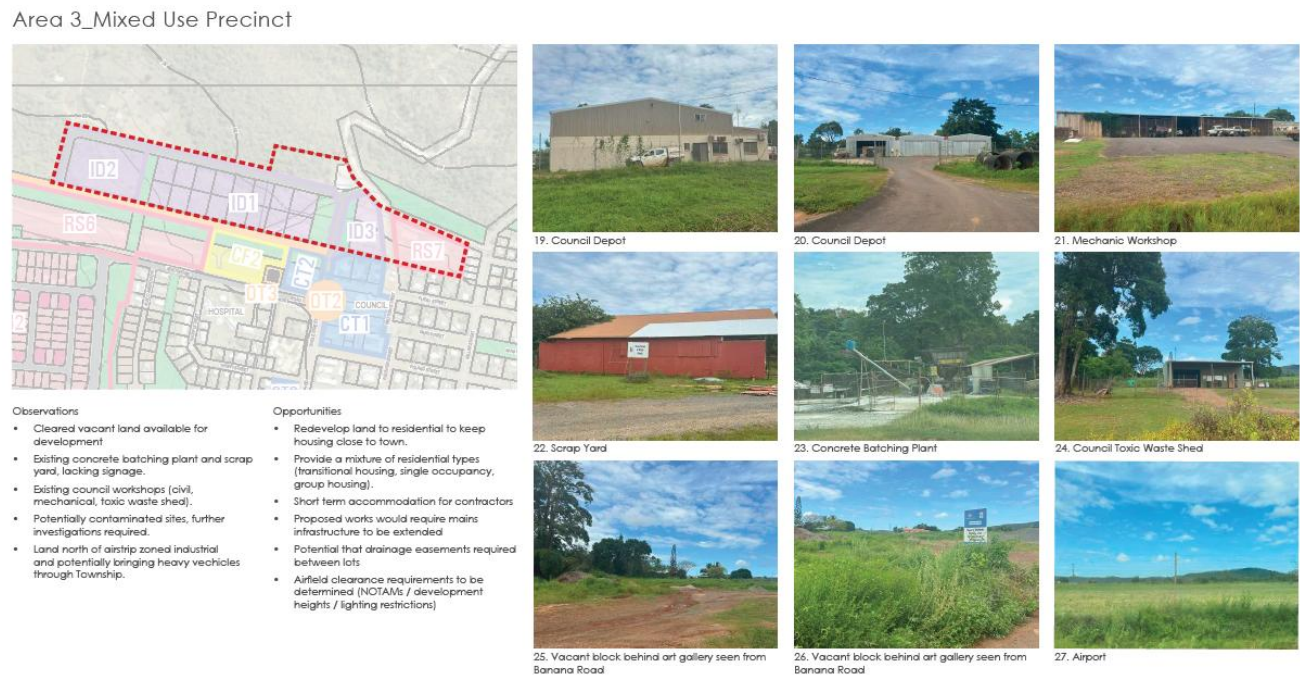


Figure 4.3 Town Precinct Master Plan



Implications for the Planning Scheme Review

The Town Precinct Master Plan identifies opportunities to support housing diversity and town centre revitalisation. However, consultation with Council is required to confirm the current status and priority of proposed projects, particularly those involving the conversion of industrial land to residential or mixed-use purposes.

4.7 Hope Vale Local Housing Plan (2024)

The Local Housing Plan provides the most recent assessment of housing need, housing demand and housing priorities within Hope Vale.

The Plan identifies six priority areas:

- Place-based decision making;
- Land for residential development;
- Increase housing supply;
- Economic development;
- Appropriate and sustainable housing;
- Home ownership.

The Local Housing Plan identifies RS1 (Hope Valley Estate West) as an immediate residential priority and supports review of the Planning Scheme to facilitate future housing development.

The Plan also highlights:

- Housing shortages;
- Overcrowding;
- Demand for additional social housing;
- Demand for home ownership opportunities;
- The need for additional residential land supply.

The Local Housing Plan states that in July 2023 there were 270 dwellings, mainly detached houses. Other dwelling types include duplexes, dual occupancy, townhouses, cluster houses and apartment. The DHLGPPW Housing Register approvals indicate that 58 dwellings with a total of 109 bedrooms are needed to meet current demand (Queensland Government, 2024).

Implications for the Planning Scheme Review.

The Local Housing Plan provides a clear policy basis for reviewing residential land supply, zoning, housing diversity provisions and opportunities to support future home ownership and housing delivery.

4.8 Strategic Capital Plan

The Strategic Capital Plan provides detailed information regarding existing housing stock, housing demand and future housing delivery opportunities.

The Plan identifies:

- Significant demand for additional housing;
- Overcrowding within existing housing stock;
- Demand from seniors, families and people with disabilities;
- Opportunities for a wider range of housing typologies.

The Plan also identifies potential future housing forms including:

- Detached dwellings;
- Duplexes;
- Triplexes;
- Townhouses;
- Seniors housing;
- Independent living accommodation;
- Extensions and adaptable housing solutions.

The Strategic Capital Plan notes a housing register of need indicating 61 applications.

Implications for the Planning Scheme Review

The Strategic Capital Plan highlights the need for a planning framework that supports a broader range of housing forms while maintaining flexibility to respond to changing community needs and funding programs.

4.9 Hope Vale Local Drainage Assessment and Flood Study

The Hope Vale Local Drainage Assessment and Flood Study (2026) was prepared by Langtree Consulting, with flood modelling undertaken by Venant Solutions, to assess regional flooding, local drainage issues and flooding constraints affecting existing and future development within the Hope Vale township.

The study included hydrologic and hydraulic modelling of local catchments, preparation of flood depth, extent, level and velocity mapping for a range of design flood events, including a 1% Annual Exceedance Probability (AEP) event and a 1% AEP climate change scenario, assessment of existing stormwater infrastructure and consideration of flooding constraints affecting areas identified for future development.

The flood modelling identifies overland flooding from local catchments to the south-west of the township as the principal source of flood risk assessed by the study. The southern part of the township is most affected, particularly areas around Link Road and the western ends of Rose Street and Kotzur Street. Field inspections also identified limited stormwater infrastructure and confirmed that a number of existing culverts, swales and causeways are undersized or poorly aligned with natural drainage paths.

The study identifies opportunities to improve local drainage and reduce flooding impacts through two principal drainage interventions: a new drain west of the cemetery, together with upgrading of the culverts beneath Theile Street, and a new drain east of the school to intercept flows before they enter existing residential areas. Further flood modelling is recommended to confirm downstream impacts associated with the proposed works.

Implications for the Planning Scheme Review

The flood study provides contemporary technical information that can inform the review of flood hazard mapping, future residential growth areas and development assessment provisions within the Planning Scheme. However, a further assessment will need to be undertaken to determine whether the flood information is suitable to inform a flood hazard layer for the purposes of the planning scheme.

The amendment should:

- review the existing Flood Hazard Overlay and associated assessment provisions having regard to the updated flood information;
- ensure that land identified for future development is appropriately assessed for flood risk before zoning or other planning scheme changes are made;
- coordinate future residential growth with necessary drainage and infrastructure improvements;
- consider whether planning scheme provisions should protect significant overland flow paths and drainage corridors from inappropriate development.

The study supports the proposed Planning Scheme amendment by providing updated flood information to inform land use planning decisions and improve the resilience of existing and future development within Hope Vale.

4.10 Summary of Planning Scheme Review Implications

The strategic documents reviewed demonstrate a consistent policy direction towards:

- Increasing housing supply;
- Facilitating residential land development;
- Supporting home ownership;
- Improving housing diversity;
- Strengthening economic development opportunities;
- Enhancing community infrastructure;
- Improving the attractiveness and functionality of the township;
- Supporting long-term growth and resilience.

Collectively, these documents provide strong support for a review of the Hope Vale Planning Scheme. In particular, they indicate a need to review the Strategic Framework, residential land supply provisions, zoning arrangements, overlay mapping and development assessment provisions to ensure the Planning Scheme remains aligned with Council's current strategic priorities and supports improved housing outcomes.

5. Planning Scheme Audit

5.1 Introduction

The Hope Vale Planning Scheme commenced on 1 September 2014 and provides the statutory framework for managing development and land use within the Hope Vale Aboriginal Shire local government area. The Planning Scheme was amended in 2017 to align with the *Planning Act*.

Since the commencement of the Planning Scheme, a number of significant strategic planning, housing, infrastructure and economic development initiatives have been undertaken by Council and the Queensland Government, including the Hope Vale Master Plan (2019), Hope Vale Town Precinct Master Plan (2024), Hope Vale Local Housing Plan (2024), Strategic Capital Plan and Economic Development Strategy.

The purpose of this chapter is to assess the extent to which the current Planning Scheme remains aligned with Council's strategic priorities and to identify areas where amendments may be required to facilitate improved housing outcomes and support future community development.

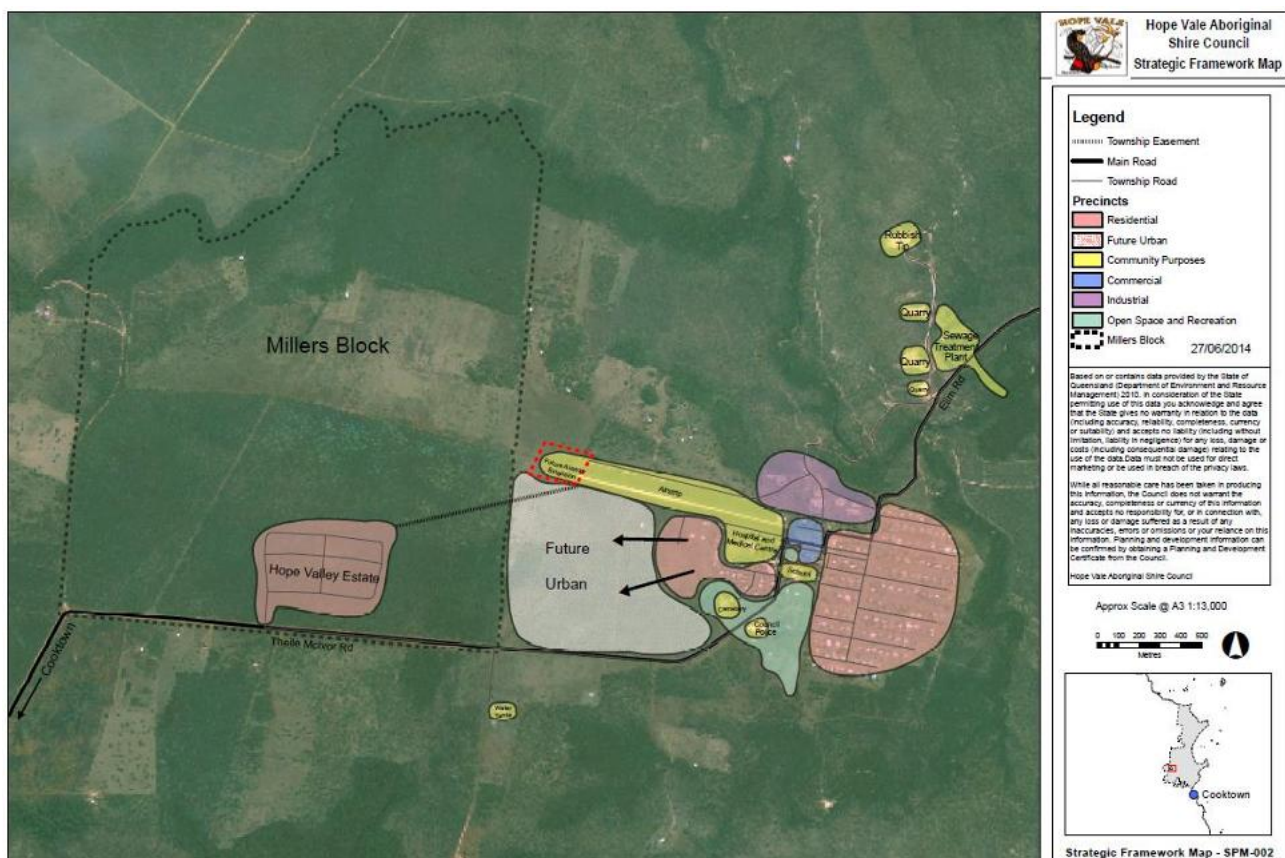
The assessment focuses on the Strategic Framework, zones, overlays, mapping and development assessment provisions.

5.2 Strategic Framework

Existing Situation

The Strategic Framework establishes the overarching land use planning direction for Hope Vale and provides the basis for the assessment of development applications. The structure of the Strategic Framework includes strategic outcomes, specific outcomes and land use strategies. The Strategic Framework Map is illustrated in Figure 5.1.

Figure 5.1 Strategic Framework Map



Assessment

The Strategic Framework was prepared prior to the adoption of a number of key strategic documents, including:

- Hope Vale Master Plan (2019);
- Hope Vale Town Precinct Master Plan (2024);
- Hope Vale Local Housing Plan (2024);
- Strategic Capital Plan; and
- subsequent Corporate Plans and Operational Plans.

Consequently, the Strategic Framework does not fully reflect more recent Council priorities relating to housing delivery, home ownership, housing diversity, residential land supply and economic development.

The Strategic Framework in parts refers to land use strategies and outcomes that are more suited to policy and advocacy documents.

There is an opportunity to update the Strategic Framework to:

- Reflect a more contemporary style of planning scheme drafting;
- Better recognise housing need and housing diversity;
- Support home ownership opportunities;
- Reflect identified residential growth areas;
- Incorporate contemporary economic development objectives;
- Recognise infrastructure planning priorities;
- Integrate outcomes of the Local Housing Plan and Master Planning processes;
- Better recognise resilience and adaptation to natural hazards.

Preliminary Findings

The Strategic Framework would benefit from a comprehensive review and update to align with contemporary scheme drafting, strategic planning documents and Council priorities.

5.3 Zone Framework

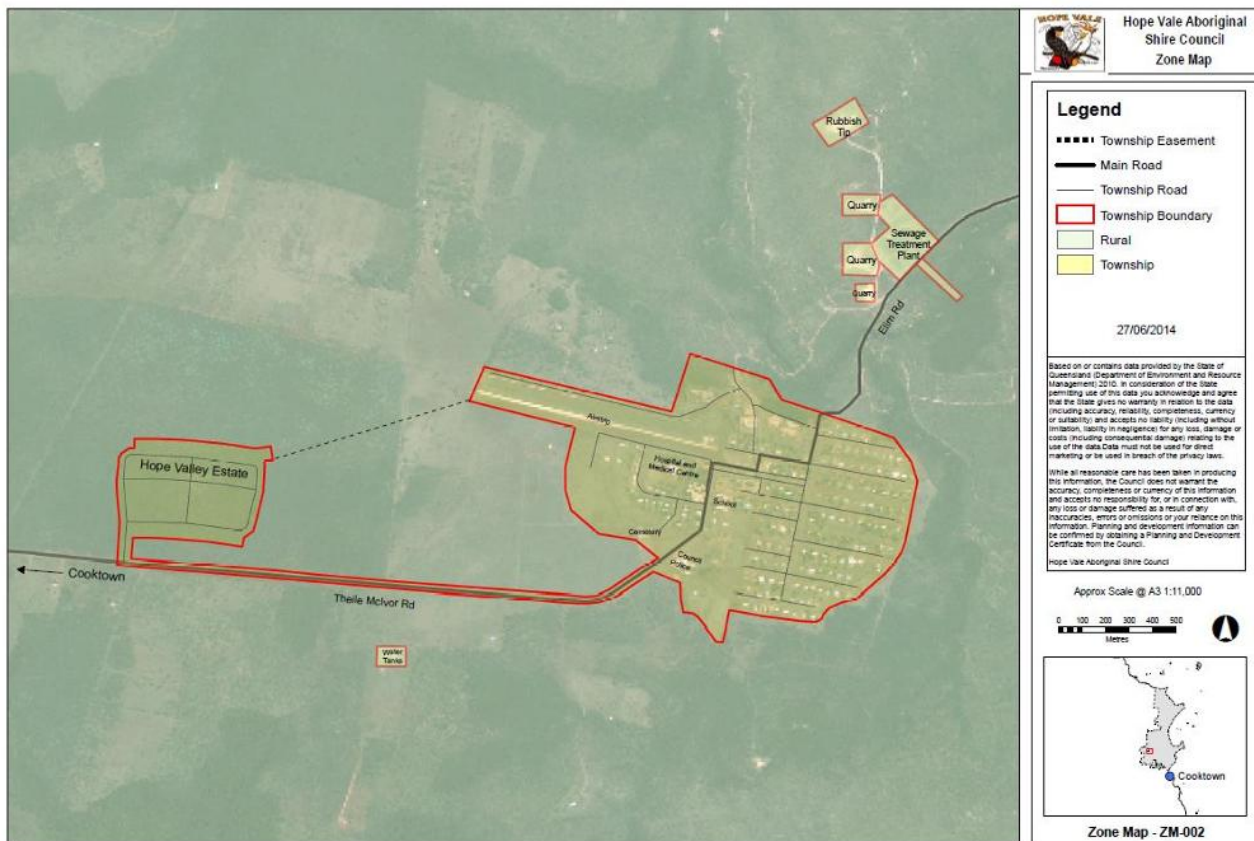
The following are the zone codes for the planning scheme:

- Township zone
 - (i) residential precinct
 - (ii) commercial precinct
 - (iii) industrial precinct
 - (iv) community purpose precinct
 - (v) open space and recreation precinct
- Rural zone.

The zoning framework broadly reflects the existing settlement pattern and land uses within Hope Vale.

The Zone map only shows the two zones (as shown in **Figure 5.2**). It does not show the precincts, which are only conceptually shown on the Strategic Framework Map. However, the Tables of Assessment refer to precincts.

Figure 5.2 Zone map



Assessment

Consideration may be required regarding:

- Mapping precincts within the Township Zone, or simplifying the TOA;
- Future residential growth areas identified within the Hope Vale Master Plan;
- Future industrial land requirements;
- Potential mixed use development opportunities;
- Alignment of zoning with updated strategic planning directions;
- Allocation of zones.

Preliminary Findings

Review the existing zone framework of two zones. Consider either inclusion of precincts within the Township Zone or simplifying the TOA.

5.4 Residential Land Supply

Existing Situation

The Hope Vale Master Plan identifies a number of future residential development areas including:

- RS1 Hope Valley Estate West;

- RS2 Future Urban Precinct Central;
- RS3 Future Urban Precinct South;
- RS4 Hope Valley Estate East;
- RS5 Future Urban Precinct West;
- RS6 Airstrip Site;
- RS7 Council Workshop Site; and
- RS8 Infill Development.

The Local Housing Plan identifies RS1 as Council's immediate residential priority area and supports review of the Planning Scheme to facilitate future housing development.

Assessment

The Planning Scheme currently does not fully reflect the residential growth directions identified within the Hope Vale Master Plan and Local Housing Plan.

A number of future residential development areas remain outside the Township Zone and are currently located within the Rural Zone.

The review provides an opportunity to consider whether amendments are required to facilitate future residential development in identified priority areas.

The review should also consider the implementation status of residential growth areas identified in the Master Plan, particularly:

- RS6 (Airstrip Site), which is dependent on future airstrip decommissioning; and
- RS7 (Council Workshop Site), which is dependent upon relocation of existing industrial activities and resolution of contamination issues.

Preliminary Findings

There is a strong strategic basis for reviewing residential land supply provisions and zoning arrangements to support future housing delivery.

5.5 Industrial Land

Existing Situation

The Planning Scheme currently identifies land for industrial purposes within the township.

The Hope Vale Master Plan identifies additional industrial land including:

- ID1 Industrial Estate Stage 1;
- ID2 Industrial Estate Stage 2; and
- ID3 Light Industry.

The Town Precinct Master Plan identifies opportunities for redevelopment of the existing Council workshop area for residential purposes.

Assessment

The future role and extent of industrial land requires further investigation.

While the Town Precinct Master Plan identifies opportunities for residential redevelopment of the existing Council workshop site, implementation is dependent upon:

- relocation of Council operational facilities;
- provision of replacement industrial land;
- investigation of contamination risks; and
- confirmation of future industrial land requirements.

Consultation with Council will be important to determine whether these strategic directions remain current.

Preliminary Findings

Further investigation is required to determine whether sufficient industrial land exists to accommodate future economic development and operational requirements before any reduction in industrially zoned land is considered.

5.6 Overlay Mapping and Overlay Codes

Existing Situation

The Planning Scheme includes overlays addressing:

- Environmental Significance;
- Flood Hazard;
- Bushfire Hazard; and
- other environmental and development constraints.

The overlay framework was prepared using information available at the time the Planning Scheme commenced.

Assessment

Since commencement of the Planning Scheme, updated State mapping and additional technical information have become available.

The review provides an opportunity to assess:

- Currency of overlay mapping;
- Alignment with State Planning Policy interests;
- Consistency with updated hazard information;
- Alignment with environmental and biodiversity mapping.

The Environmental Significance Overlay is likely to require review to ensure it reflects current environmental values and mapping datasets.

Natural hazard overlays, particularly flood hazard mapping, may require more detailed review where updated technical information is available.

Preliminary Findings

Overlay mapping and overlay codes are likely to be one of the principal areas requiring review and amendment as part of any future Planning Scheme amendment process. However, it is also noted that there is an opportunity to significantly reduce complexity of overlays for Aboriginal shire Council's generally. In addition, the State is currently reviewing the SPP which may support a reduction in complexity.

5.7 State Planning Policy Alignment

The Planning Scheme was prepared prior to a number of changes to State planning policy and mapping.

A detailed State Planning Policy Alignment Assessment has been prepared as Appendix A.

The assessment indicates that while the Planning Scheme generally addresses relevant State interests. However, there are opportunities to improve alignment through updates to the Strategic Framework, overlay mapping and development assessment provisions. Noting that there is also an opportunity to simplify provisions and mapping.

5.8 Summary

The review has found that the Planning Scheme remains generally functional and continues to provide an appropriate statutory planning framework for Hope Vale.

However, significant strategic work undertaken since 2014 has identified opportunities to improve alignment between the Planning Scheme and Council's contemporary priorities, particularly in relation to:

- Housing supply;
- Residential land development;
- Housing diversity;
- Home ownership;
- Economic development;
- Overlay mapping; and
- State Planning Policy alignment.

The findings of this chapter inform the issues, opportunities and recommendations identified in the following chapters.

6. Key Issues and Opportunities

6.1 Introduction

The review of the Hope Vale Planning Scheme has identified a number of issues and opportunities relevant to the future planning and development of the community. These issues have been informed by the review of strategic planning documents, the State Planning Policy Alignment Assessment, the existing Planning Scheme and associated mapping, and the housing, infrastructure and economic development priorities identified by Council and the Queensland Government.

The issues and opportunities identified in this chapter provide the basis for recommendations regarding future Planning Scheme amendments.

6.2 Housing Supply and Residential Land Availability

Issue

Housing availability, housing diversity and residential land supply have been consistently identified as key issues within Hope Vale.

The Local Housing Plan and Strategic Capital Plan identify housing shortages, overcrowding and the need for additional housing opportunities to accommodate current and future residents. The Local Housing Plan also identifies the need to increase housing supply and facilitate development of residential priority areas.

While the Hope Vale Master Plan identifies a number of future residential growth areas, these areas are not fully reflected within the current Planning Scheme.

In addition, some residential opportunity areas are dependent upon future infrastructure provision, relocation of existing uses or other enabling actions.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Review the adequacy of residential land supply.
- Investigate the implementation status of residential growth areas identified within the Hope Vale Master Plan.
- Facilitate development of priority residential areas.
- Support future housing delivery programs.
- Improve planning certainty for future residential development.

6.3 Housing Diversity

Issue

The Strategic Capital Plan identifies demand for a broader range of housing products including detached dwellings, duplexes, townhouses, seniors housing, independent living accommodation and adaptable housing solutions.

The Local Housing Plan also identifies home ownership as a priority and recognises the importance of providing housing options that respond to the needs of different household types and life stages.

The current Planning Scheme primarily reflects traditional detached housing forms and may not fully support emerging housing needs.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Review provisions relating to housing diversity.
- Facilitate a wider range of housing types.
- Support ageing in place.
- Support accessible housing outcomes.
- Facilitate home ownership opportunities.
- Ensure planning provisions remain flexible and responsive to future housing initiatives.

6.4 Strategic Framework Alignment

Issue

A number of strategic planning documents have been prepared since the commencement of the Planning Scheme in 2014, including:

- Hope Vale Master Plan (2019);
- Hope Vale Town Precinct Master Plan (2024);
- Hope Vale Local Housing Plan (2024);
- Strategic Capital Plan;
- Economic Development Strategy; and
- subsequent Corporate Plans.

While the Planning Scheme remains generally functional, the Strategic Framework does not fully reflect these more recent strategic directions.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Update the Strategic Framework.
- Better align the Planning Scheme with Council's strategic priorities.
- Incorporate contemporary housing, infrastructure and economic development objectives.
- Improve consistency between Council's strategic planning documents and the Planning Scheme.

6.5 Economic Development and Employment Land

Issue

The Economic Development Strategy identifies opportunities to support local enterprise, tourism, business development and employment growth.

The future role and extent of industrial land within Hope Vale requires further consideration, particularly given proposals contained within the Town Precinct Master Plan to redevelop parts of the existing industrial area for residential and mixed-use purposes.

At present it is unclear whether sufficient industrial land exists to accommodate future economic development opportunities and Council operational requirements should redevelopment of industrial land occur.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Review industrial land supply.
- Confirm future industrial land requirements.
- Support local business and employment opportunities.
- Facilitate tourism and commercial development.
- Ensure adequate land is available for economic development and Council operations.

6.6 Town Centre and Community Development

Issue

The Town Precinct Master Plan identifies opportunities to improve the function, attractiveness and liveability of the township centre through public realm improvements, commercial activation, housing opportunities and improved connectivity.

Some recommendations may require Planning Scheme amendments to facilitate implementation.

However, consultation with Council is required to confirm which initiatives remain current priorities.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Support implementation of endorsed town centre initiatives.
- Improve integration between land use planning and community development objectives.
- Facilitate mixed-use and accommodation opportunities where appropriate.
- Support future investment in the town centre.

6.7 Environmental Values and Natural Hazards

Issue

The Planning Scheme overlays and mapping were prepared using information available at the time of scheme commencement.

Since that time, updated State mapping and technical information have become available.

It is likely that some environmental and hazard mapping no longer reflects the most current available information.

In addition, future residential growth areas identified within strategic planning documents may require detailed consideration of environmental and hazard constraints.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Review environmental significance mapping.
- Review natural hazard mapping.
- Improve alignment with State mapping and technical studies.
- Ensure future development is appropriately located and designed.
- Improve consistency with State Planning Policy requirements.

However, importantly there is also an opportunity to simplify regulation and reduce complexity.

6.8 Infrastructure and Servicing

Issue

Future residential development and economic growth will require appropriate infrastructure and services.

The timing and sequencing of development identified within the Hope Vale Master Plan may be influenced by infrastructure availability and funding.

Some future development areas may require upgrades to roads, water, sewerage, stormwater or other infrastructure before development can occur.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Better align land use planning and infrastructure planning.
- Identify infrastructure considerations associated with future growth areas.
- Support orderly and efficient development.
- Improve long-term planning certainty.

6.9 Planning Scheme Mapping and Administrative Updates

Issue

The Planning Scheme has been in effect since 2014 and there is potential for mapping, terminology and administrative provisions to be updated to reflect current legislation, policy and Council priorities.

Opportunity

The Planning Scheme Review provides an opportunity to:

- Update planning scheme mapping.
- Improve consistency with current planning practice.
- Improve usability and readability of planning provisions.
- Address minor anomalies and inconsistencies identified through the review process.

6.10 Summary

The review has identified a range of issues and opportunities associated with housing delivery, residential land supply, housing diversity, economic development, environmental management and planning scheme implementation.

The most significant opportunity identified through the review relates to improving housing outcomes by ensuring the Planning Scheme provides an appropriate framework to facilitate residential land development, housing diversity and future home ownership opportunities while supporting economic development, environmental protection and community aspirations.

Key issues and opportunities are outlined in **Table 6.1**

Table 6.1 – Key Issues and Opportunities

Topic	Issue / Opportunity	Potential Planning Scheme Response
Strategic Framework	Multiple new strategic documents since 2014 provide an opportunity to update Council's policy position. Requires a review of outcomes sought.	Comprehensive update required. Contemporary drafting style.
Tables of Assessment	The TOA refer to Precincts which are not mapped.	Either simplify the TOA and not refer to Precincts or map precincts.
Zoning	Multiple new strategic documents since 2014 provide an opportunity to review the zoning allocation. Current Zone map does not include precincts. There is no Environmental Management Zone.	Update zoning allocation based on current policy position. Review the Township Zone. Including precincts if needed.
Overlays	Outdated overlay provisions and mapping.	There is an opportunity to update as well as simplify overlay provisions and mapping.
Housing	Review future residential areas identified in the Master Plan and Town Centre Master Plan.	Amend zoning and strategic framework, based on review.
Housing Diversity	Strategic Capital Plan identifies broader housing typologies	Review Township Zone provisions
Industrial Land	Future of Area 3 Mixed Use Precinct uncertain	Consult Council and assess industrial land supply.

Economic Development	Commercial and tourism opportunities identified	Review land use definitions and assessment levels
-----------------------------	---	---

The issues and opportunities identified in this chapter provide the basis for the recommendations outlined in Chapter 7.

7. Findings and Recommendations

7.1 Overview

The review has identified a clear strategic basis for amending the Hope Vale Aboriginal Shire Planning Scheme.

The principal purpose of the proposed amendment is to improve housing outcomes by ensuring that the Planning Scheme facilitates residential land development, supports housing diversity, removes unnecessary regulatory barriers and provides a clearer strategic framework for future housing and development.

The Planning Scheme remains operational and provides a statutory planning framework for development within Hope Vale. However, significant strategic planning, housing and infrastructure work has been undertaken since the Planning Scheme commenced in 2014.

The Hope Vale Master Plan, Hope Vale Town Precinct Master Plan, Hope Vale Local Housing Plan, Strategic Capital Plan, Economic Development Strategy and subsequent Council strategies identify priorities and development opportunities that are not fully reflected within the current Planning Scheme.

The review has also identified opportunities to simplify the Planning Scheme, improve its usability and ensure that planning provisions are proportionate and appropriate to the Hope Vale context. A targeted amendment to the Planning Scheme is therefore recommended.

7.2 Key Findings

Housing Supply and Residential Land

Housing shortages, overcrowding and limited availability of serviced residential land are significant issues within Hope Vale.

Council and Queensland Government strategic planning and housing documents identify a number of potential residential growth areas. However, these areas are not fully reflected within the current Planning Scheme and vary considerably in terms of development readiness.

There is a need to review identified residential growth areas and establish clear priorities for short, medium and longer-term residential development.

Housing Diversity

The current Planning Scheme does not fully respond to the range of housing needs identified through Council's housing and strategic planning work.

There is an opportunity to facilitate a broader range of housing types, including housing suitable for families, seniors, people with disabilities, smaller households, workers and other community needs.

The amendment should review categories of development and assessment, assessment benchmarks and zoning provisions to ensure that appropriate housing development is facilitated.

Strategic Framework

The Strategic Framework predates significant Council and Queensland Government strategic planning and housing initiatives.

A comprehensive update is required to establish a contemporary strategic direction for housing, residential growth, economic development, infrastructure, natural hazards, cultural values and the future development of Hope Vale.

Zoning and Tables of Assessment

The existing zoning framework comprises the Township Zone and Rural Zone. Precincts referred to within the Tables of Assessment are not clearly mapped.

The amendment should review the zoning framework and determine whether the existing precinct approach should be retained and mapped or whether the Tables of Assessment can be simplified.

The allocation of zoning should also be reviewed to reflect confirmed residential growth areas, industrial land requirements, environmental values and other contemporary planning priorities.

Economic Development and Industrial Land

The Planning Scheme should continue to support local economic development, employment, tourism, commercial activities and Council operational requirements.

Further investigation is required before existing industrial land is converted to residential or mixed-use purposes to ensure sufficient land is retained for future industrial development and Council operations.

Environmental Values and Natural Hazards

Planning Scheme overlays and mapping should be reviewed having regard to current State mapping, available technical information and the outcomes of investigations undertaken during preparation of the amendment.

There is also an opportunity to simplify overlay provisions and avoid unnecessary duplication of matters regulated through State legislation and other statutory processes.

Infrastructure and Development Sequencing

Future residential development is dependent upon the availability, capacity and funding of infrastructure. The amendment should align residential growth directions with infrastructure planning and clearly distinguish between land suitable for short-term development and longer-term development areas requiring further infrastructure investment or investigation.

Cultural Values, Traditional Owner Engagement and Living on Country

The Act recognises the importance of valuing, protecting and promoting Aboriginal and Torres Strait Islander knowledge, culture and tradition.

The preparation of the Planning Scheme amendment provides an opportunity to engage with Traditional Owners, Hope Vale Congress and the broader community regarding culturally appropriate housing, cultural values, future development and opportunities to support Living on Country outcomes.

The Planning Scheme should appropriately recognise cultural values while avoiding duplication of the statutory Aboriginal cultural heritage and native title frameworks.

Planning Scheme Simplification and Usability

The review has identified opportunities to simplify the Planning Scheme and improve its usability.

The amendment should seek to remove unnecessary regulatory barriers, simplify Tables of Assessment and assessment benchmarks, rationalise overlays and mapping where appropriate and adopt contemporary drafting practices suited to the scale and context of Hope Vale.

7.3 Recommended Scope of the Planning Scheme Amendment

It is recommended that the proposed Planning Scheme amendment include:

- update of Strategic Framework;
- review of residential land supply and identified residential growth areas;
- zoning amendments to facilitate suitable priority residential development areas;
- review of the Township Zone, Rural Zone and the need for precincts;
- review and simplification of Tables of Assessment;
- review of housing provisions to facilitate appropriate housing diversity and culturally responsive housing outcomes;
- ;
- review of infrastructure considerations and development sequencing for future growth areas;
- update of environmental and natural hazard overlay, mapping;
- review of State Planning Policy alignment and relevant State interests;
- administrative, terminology and mapping updates required to improve the operation and usability of the Planning Scheme; and
- engagement with Council, Traditional Owners, Hope Vale Congress, the community, the Queensland Government and other relevant stakeholders during preparation of the amendment.

7.4 Further Investigations and Engagement

A number of matters require further investigation during preparation of the Planning Scheme amendment.

These include:

- confirmation of Council's priority residential development areas;
- consideration of infrastructure capacity and requirements associated with future residential growth areas;
- confirmation of the future operation of the Hope Vale airstrip and implications for residential growth areas;
- consideration of the future location of Council workshop and operational activities;
- review of the Local Drainage Assessment and Flood Study to inform a flood hazard overlay;
- review of land tenure and other implementation considerations affecting future residential development;

- engagement with Traditional Owners and Hope Vale Congress regarding cultural values, culturally appropriate housing, Living on Country outcomes and the relationship between Council and Congress land use planning initiatives;
- engagement with the Queensland Government regarding State interests, regional planning and the proposed amendment process; and
- community engagement regarding housing, land use and future development priorities.

The outcomes of these investigations and engagement activities should inform preparation of the proposed Planning Scheme amendment.

7.5 Recommended Planning Scheme Amendment Process

It is recommended that Council proceed with a tailored planning scheme amendment process under section 18 of the Act.

The tailored amendment process provides an opportunity for Council to work with the Queensland Government to establish an amendment process proportionate to the scope and circumstances of the project.

Following Council's resolution to commence the amendment, Council should provide notice to the Chief Executive seeking approval of a tailored amendment process.

Preparation of the amendment should then proceed through further investigations, stakeholder and community engagement, drafting of the amendment package, Council consideration, State interest review, public consultation and finalisation in accordance with the approved amendment process.

7.6 Recommendations

It is recommended that Hope Vale Aboriginal Shire Council:

1. note the findings of the Hope Vale Planning Scheme Amendment Review Report;
2. resolve to commence a process to amend the Hope Vale Aboriginal Shire Planning Scheme under section 18 of the *Planning Act 2016*;
3. endorse the preparation of a targeted planning scheme amendment primarily focused on improving housing outcomes, facilitating residential land supply, supporting housing diversity and simplifying the operation of the Planning Scheme;
4. delegate authority to the Chief Executive Officer to prepare and progress the proposed amendments to the Planning Scheme under the *Planning Act 2016* and Minister's Guidelines and Rules including to provide notice to the Chief Executive administering the *Planning Act 2016* seeking approval of a tailored planning scheme amendment process;
5. undertake further investigations and engagement with Council, Traditional Owners, Hope Vale Congress, the community, the Queensland Government and other relevant stakeholders to inform preparation of the planning scheme amendment.

REFERENCES

DSDILGP, Planning scheme monitoring and undertaking a ten-year review Guidance for local governments, November 2021

Hope Vale Aboriginal Shire Council website

Hope Vale Aboriginal Shire Council, *Hope Vale Aboriginal Shire Planning Scheme*

Hope Vale Aboriginal Shire Council, *Hope Vale Master Plan* (prepared by),

Langtree Consulting Engineers, *Hope Vale Aboriginal Shire Council Local Drainage Assessment & Flood Study 2024/25*, prepared for the State of Queensland acting through Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism Remote Indigenous Land and Infrastructure Program, 2 April 2026.

Queensland Government, Aboriginal and Torres Strait Islander Housing Action Plan 2019-2023, 2024.

Queensland Government, DATSIP, *Aboriginal and Torres Strait Islander cultural heritage and native title An overview of their relationship in Queensland*, 2019

<https://www.planning.qld.gov.au/planning-framework/plan-making/state-planning/state-planning-policy>

Queensland Government Department of Housing and Public Works, 29 July 2025

<https://www.housing.qld.gov.au/initiatives/first-nations-housing-and-homelessness>

Queensland Government, Dept of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism (DWATSIPM), *Know your Community*, 2025

<https://www.qld.gov.au/firstnations/cultural-awareness-heritage-arts/know-your-community>

Queensland Government, Department of State development, Manufacturing, Infrastructure and Planning, *Advancing Aboriginal and Torres Strait Islander interests in land use planning Guidance for local governments*, 2019

<https://www.planning.qld.gov.au/planning-framework/plan-making/state-planning/state-planning-policy>

The State of Queensland, *State Planning Policy July 2017*. Department of Infrastructure, Local Government and Planning, July 2017.

<https://www.planning.qld.gov.au/planning-framework/plan-making/state-planning/state-planning-policy>