



Key Worker Housing Strategic Plan

1.0 Executive Summary

A Business Case for “Staff Housing Replacement and Seniors Independent Living” was adopted by Council on 15 February 2017. This Business Case was largely developed to support the Great Southern Development Commission together with 7 other Councils in the Great Southern to develop a regional business case to apply for funding through the Great Southern Housing Initiative. This initiative was established to facilitate the development of housing projects within the Great Southern to address the shortage of quality and affordable housing in the region which reflected the Shire’s Strategic Community Plan at the time.

The Shire of Jerramungup took the opportunity to develop two 4x2 houses in Bremer Bay and Jerramungup and two 3x1 units in Jerramungup together with 5 Independent Living Units (ILUs) in Bremer Bay. The project was jointly funded with the State Government through the Regional Aged Accommodation Project (RAAP) funding and the Federal Government through the Building Better Regions Fund (BBRF) and Shire of Jerramungup contributions. In total, 9 dwellings were built.

The purpose of this Strategic Plan is to provide an over view of the Shire’s housing stock and a position for future housing developments when demand and opportunities arise.

At present the Shire owns the following number and types of residences:

Type	Bremer Bay	Jerramungup
Independent Living Units (Seniors)	6 Residences (Roderick St) 5 Residences (Yandil St)	6 Residences (Derrick St)
2 Bedroom Units	0 Residences	3 Residences
3 Bedroom Houses	0 Residences	7 Residences
4 Bedroom Houses	2 Residences	5 Residences
Total	13 Residences	21 Residences

The Shire currently owns 3 vacant residential blocks in Jerramungup and a portion of Lot 3 Yandil Street in Bremer Bay.

Currently there is no available Shire owned houses for Key Worker Housing (including staff) or community use in either Bremer Bay or Jerramungup. The Shire is currently renting three properties from the private market in Bremer Bay to accommodate staff.

As of June 2024, there are 4 staff members in Bremer Bay and 13 members of staff in Jerramungup who reside in their own homes.

The development of the Cultural Precinct Building in Bremer Bay will provide opportunity for growth in the Bremer Bay Shire Office as the town develops further. Discussions to date have indicated an administration presence will exist in both Bremer Bay and Jerramungup which is likely to include a shuffle of positions with an expansion of staff being based in Bremer Bay, including provision for the CEO to live in Bremer Bay and commute to Jerramungup which will require an increase in demand for housing. The main Shire Depot will remain in Jerramungup given its centralised location within the Shire, making mobilisation for road maintenance and construction more cost effective.

A recent fire in one of the units at the Roderick Street ILU’s caused extensive damage to four of the six units within the complex and the four units are to be the subject of major repairs and refurbishment. That work is being undertaken by the property manager Advance Housing under their insurance policy. Those works will have the effect of extending the useable life of those units before they require major refurbishment, replacement.

The following recommendations have been made:

Short Term, 1 – 5 years

1. Review Shire staff housing needs with anticipated organisational structure changes with the development of the Cultural Precinct Building in Bremer Bay.
2. Review ILU demand and consider forward planning for replacement of existing ILUs in Bremer Bay.
3. Review the use and condition of the Jerramungup ILUs.
4. Plan for Key Worker housing sites and a future ILU site.
5. Secure land for a future CEO/Executive house and land for 2 key worker staff houses in Bremer Bay.
6. Consider other funding partner opportunities to build Key Worker housing.
7. Continue discussions with the Great Southern Development Commission regarding opportunities to build key worker housing.
8. Review the draft RFT template for staff housing.
9. Prepare house plans for key worker houses and commence tender process for construction.

Medium Term, 5 – 10 year

10. Review condition of existing housing stock in Jerramungup and identify the need to dispose of any aging or surplus housing.
11. Review ILU demand and consider planning for replacement of existing ILUs on Roderick Street in Bremer Bay.
12. Review the organisational structure and housing placement in terms of the need for certain Shire roles to be located in Bremer Bay as opposed to Jerramungup.

Based on current land sales, a 650m² lot in Bremer Bay is currently priced at \$250,000.

Risk assessments and financial projections should be considered in greater detail via a Business Case for the implementation of the priority housing needs once recommendations 1-4 above have been carried out.

The Shire's Chief Executive Officer should review this plan annually by June so recommendations can be reflected in budget considerations.

2.0 Historical Context

The Shire of Jerramungup has its primary administrative base in Jerramungup. It has historically provided housing for a number of staff members, the police, community paramedic and the local doctor in order to facilitate attraction and retention.

The cost of building singular houses in Jerramungup and Bremer Bay is high given the distance to Perth (where building supplies are freighted from) which can impact on the viability of private investment in the real estate market.

In 2010, the Shire undertook a grouped construction where it was able to gain scale efficiencies by constructing 3 residences. These 3 houses together with the 3 recently constructed by the Shire make these the only new houses built in Jerramungup in the past 14 years. The building construction industry in Bremer Bay is far more active with an average of 8 building permits issued each year for new housing in the past 10 years. The 2020 – 2024 period has seen this average triple, with 25 building permits for new dwellings issued in 2024.

In addition to the high cost of housing construction, there is also a shortage of quality rental housing in both Bremer Bay and Jerramungup. This was raised through the development of the Shire's

Community Plan as being a barrier for liveability and economic growth in the Shire. Currently there are no properties listed online for long term rent in either Bremer Bay or Jerramungup and this has been a regular feature of the housing market in both towns.

Lack of housing is an issue regularly raised by business owners in both towns as being an impediment to fulfilling staff vacancies and retention. Anecdotally, there are rental enquiries for both towns on a daily basis whether by word of mouth, via real estate agents and on local Facebook pages.

Additionally, there are unoccupied houses in both towns however these are either in a dilapidated condition or in the case of Bremer Bay utilised by owners for holiday houses or rented out for holiday accommodation.

3.0 Objectives

The main objectives of this plan:

- Review the Shire's current housing stock
- Identify the Shire's housing needs into the future – short and medium term
- Review and identify the need for additional Independent Living Units and Key Worker Housing

4.0 Land Tenure Conditions

The Shire currently owns the following vacant lots within the Shire suitable for residential housing construction.

1. Lot 191 Collins Street, Jerramungup
2. Lot 263 Collins Street, Jerramungup
3. Lot 264 Collins Street, Jerramungup
4. Pt. Lot 3 Yandil Street, Bremer Bay

Of the above lots, it is worth noting, that Lots 263 & 264 Collins Street will require further remedial site works to improve the sand pads for construction and Pt. Lot 3 Yandil Street requires a portion of a local road to be excised from the lot to facilitate the recommendations of the Strategic Plan for the Bremer Bay Town Centre. Once the road is excised, approx. 660m² could be used to develop more units.

The Shire has held discussions with the Land Disposition team of the Department of Planning, Lands and Heritage to discuss options of securing land for medium density housing in the Bremer Bay Town Centre. This location provides medium high density housing options.

4.1 Vacant Land Survey – June 2024

A vacant land survey using the Shire's Rate's system shows that there are 6 vacant residential lots in Jerramungup and 124 appropriately zoned vacant lots in Bremer Bay. There are approx. 30 lots on Cutler and Sydney Road in Jerramungup however Water Corporation has indicated that there is no capacity in the water service to sustain the development of these lots and as such these figures have been removed from the land availability. The Bremer Bay figure excludes rural residential land on Pt. Henry.

4.2 Building Activity – June 2024

Here's a snapshot of the number of houses in each town and recent building activity.

	Total houses	Short Term	New dwelling building permits issued							
			2017	2018	2019	2020	2021	2022	2023	2024
Jerramungup	142	0	0	0	1	2	0	0	0	0
Bremer Bay	451	57	6	8	8	13	20	15	28	22
Rural			2	3	3		1	2	3	4

*Some of these permits include a new dwelling with an ancillary accommodation and some are just for ancillary accommodation.

	Completed Building Permits*							
	2017	2018	2019	2020	2021	2022	2023	2024
Jerramungup	0	0	1	2	0	0	0	0
Bremer Bay	5	8	8	11	16	12	15	6

*Completed building permits are based on a BA7 form (notice of completion) being lodged when the new dwelling is ready for occupancy. There is a time lag with this process and as such these figures are the best available as at November 2024.

5.0 Key Worker and Community Housing Demand

5.1 Shire of Jerramungup Key Worker Housing

Currently Shire staff occupy one house in Bremer Bay, 14 houses and 3 units in Jerramungup (see Appendix A for a summary). Demand needs to be considered in relation to the number of staff residing in both Bremer Bay and Jerramungup in their own homes. At the time of writing, there are 4 staff in Bremer Bay and 13 staff in Jerramungup living in their own homes. If some of these staff were to leave the Shire, this would create a demand for more housing.

Another consideration is the development of the Cultural Precinct Building in Bremer Bay which will provide opportunity for growth in the Bremer Bay Shire office. Additional office space will become available making provision for a greater Shire presence. Whilst the details of this are yet to be resolved, discussions to date have indicated the need to maintain an administration presence in both Bremer Bay and Jerramungup. This may result in: some administration staff movement and/or new positions created; provide for the expansion of the Development Services team as Bremer Bay grows; and include the provision for the CEO or other Executives to live in Bremer Bay. These scenarios will increase the demand for housing in Bremer Bay and may have an impact on the housing requirements in Jerramungup.

In addition to the above, it is highly likely that the depot will remain in Jerramungup given its more centralised location in the Shire, making mobilisation for road maintenance and construction more cost effective.

5.2 Other Key Worker Housing

The Doctor occupies a newly completed Shire house in Bremer Bay.

Two police officers reside in the Shire houses built in 2010 on Derrick Street in Jerramungup which are on a long term lease arrangement with the WA Police Department.

One police officer resides in the Shire house built on Kokoda Road in Jerramungup which is a long term lease arrangement with the WA Police Department.

WAPOL have advised they require 1 additional house in Jerramungup and that they will have a requirement for housing in Bremer Bay in the future.

DBCA have advised that they will require a minimum of 4 houses in Bremer Bay in the future as part of the South Coast Marine Park.

To the best of our knowledge there are 3 Government Regional Officer Housing (GROH) owned houses in Jerramungup and 3 in Bremer Bay used to accommodate teachers. There are 3 private rentals in Jerramungup and 4 private rentals in Bremer Bay also being used for teacher accommodation.

Western Australia Country Health Services have a GROH house in Jerramungup that is used to house a nurse practitioner. It is understood that nursing staff in Bremer Bay is catered for by a private rental.

Western Power is currently looking to house 4 staff in Jerramungup and recently purchased land on Collins Street to facilitate this.

5.3 Community Housing – Independent Living Units

Aging in place options are highly valuable as it can free up family homes for new families to move to town and allows the older members of our community to continue to be part of their communities.

Of the 17 Independent Living Units (ILUs) owned by the Shire, all are currently occupied by over 65 year olds. The Jerramungup ILUs traditionally experience higher rates of vacancy and in periods between tenants, the units have been used to house Key Worker housing shortages.

The ILUs are managed by Advanced Housing, who has indicated that there is a greater demand for ILUs in Bremer Bay than Jerramungup. With the current housing shortage the waitlists for the Bremer Bay ILUs is substantial as Advance Housing assists the Department of Communities in finding suitable housing for those on their waitlist. As there is no provision for public housing in the Shire this will be an ongoing issue of the State leaning on the Shire to house those on their public housing waitlists.

Over the last few years, it would appear that the Jerramungup ILUs are not as desirable as they once were and are being used more as a stop gap measure for the lack of GROH housing in Jerramungup. There is flexibility with the current management arrangements with Advance Housing regarding the tenanting of these units given the lack of demand. However, should these ILUs not be fully tenanted by independent seniors then arrangements could be put in place to offer them to other sections of the community requiring affordable housing. The use of the Jerramungup ILUs needs to be monitored and reviewed.

The condition and need for renewal of the Roderick Street and Derrick Street ILUs should be reviewed from an asset management perspective as they are both aging and requiring upgrades.

5.4 Short Term Considerations: 1 – 5 years

Currently there are 4 staff members in Bremer Bay who reside in their own homes. Should one of these staff members leave their position, the Shire may need to provide housing assistance to attract staff.

The development of the Cultural Precinct Building in Bremer Bay will provide opportunity for growth in the Bremer Bay Shire office as the town develops further. Discussions to date have indicated an administration presence will exist in both Bremer Bay and Jerramungup which is likely to include a shuffle of positions with an expansion of staff being based in Bremer Bay, including provision for the CEO to live in Bremer Bay which will require an increase in demand for housing. The main Shire Depot will remain in Jerramungup given its centralised location within the Shire, making mobilisation for road maintenance and construction more cost effective.

In addition, to accommodating for growth of the Shire in Bremer Bay, consideration will need to be given to any impacts on the Jerramungup based employees. Currently 13 staff members work and live in their own homes in Jerramungup. An organisational structure review will need to occur every 2 years so demand and supply issues in both towns can be accommodated.

With regard to ILUs, the Jerramungup ILUs are providing options for those in need over 65 years and wanting to remain in Jerramungup and are a great back up for State Government key worker housing. Bremer Bay would be the location for the development of any more ILUs given this is where the demand is coming from. The condition and long term use of the Derrick and Roderick Street units require review.

Recommendations:

1. Review Shire staff housing needs with anticipated organisational structure changes with the development of the Cultural Precinct Building in Bremer Bay.
2. Review ILU demand.
3. Review the need for renewal or replacement of existing ILUs on Roderick Street in Bremer Bay.
4. Review the use and condition of the Jerramungup ILUs.
5. Plan for Key Worker housing sites and a future ILU site.
6. Secure land for a future CEO/executive house and land for 2 key worker staff housing in Bremer Bay.
7. Consider other funding partner opportunities to build Key Worker Housing.
8. Continue discussions with the Great Southern Development Commission regarding opportunities to build Key Worker Housing.
9. Review the draft RFT template for staff housing.
10. Prepare house plans for Key Worker Housing to enable commencement of the tender process for construction when funds become available.

5.5 Medium Term Considerations: 5 – 10 years

The medium term considerations will largely shift over time based on the outcome of the short term recommendations. It is assumed that the construction of the Cultural Precinct Building may have commenced during the year 5/6 mark of this plan. In addition, the Corporate Plan will have been finalised by this period and any organisational structure changes will be known. As such, it is difficult to forecast the demands for housing during this period however it would be fair to assume that the following positions/future positions would be based in Bremer Bay to service the Shire's presence in the Cultural Precinct building:

- Full time Administration staff
- Building Surveyor
- Development Services staff
- Manager of Development Services
- Emergency Services Team (CESM and BRMC)
- Environmental Officer
- Community Development staff
- CEO – may not be based permanently in Bremer

Depending on any staff movement from Jerramungup to Bremer Bay will depend on whether there is an increase need for housing in Jerramungup. It is unlikely that any new housing will be required if there is a large shift of staffing to Bremer Bay. However some renewal of housing may be required once a full review of the condition of some of the older housing stock is carried out.

Recommendations:

1. Key Worker Housing placement in terms of the organisational structure review and the need for particular roles to be located in Bremer Bay or Jerramungup.
2. Based on the asset condition report review condition of existing housing in Jerramungup and identify the need to dispose of any aging or surplus housing.
3. Review ILU demand.

6.0 Marketing Analysis

The Shire of Jerramungup regularly receives requests for assistance in providing housing to the public. The demand for residential tenancies in Bremer Bay and Jerramungup has remained strong since the inception of the Great Southern Housing Initiative. Lack of housing together with the need for better health services remain the two largest impediments to the economic growth of both towns.

Since the various lockdowns within WA related to the COVID pandemic and with the State border being closed for such a long period, high visitation numbers for Bremer were experienced year round the past couple of years rather than the usual peak seasonal spring/summer visitation. This has put a greater strain on housing availability and affordability in Bremer Bay in particular with housing stock being used for tourist accommodation rather than for long term rentals.

Housing availability and affordability is also an issue in Jerramungup with the town’s housing stock at full occupancy which makes it difficult to attract employees to town. This continues to be the greatest challenge.

At present the Shire has a management arrangement with Advanced Housing, who has indicated that there is a greater demand for ILUs in Bremer Bay than Jerramungup. With the current housing shortage the waitlists for the Bremer Bay ILUs is substantial as Advance Housing assists the Department of Communities in finding suitable housing for those on their waitlist who have nominated Bremer Bay as a preferred location.

In the case of the Jerramungup ILUs where not all the ILUs are fully tenanted by independent seniors, arrangements can be put in place to offer them to other sections of the community requiring affordable housing or to fulfil Key Worker housing shortages to maximise property utilisation. This would need to be carefully managed to ensure there was no adverse impact on existing tenants.

The continuing development of the Bremer Bay Town Centre will provide stimulus for further demand for housing in Bremer Bay. In addition to the new facilities and infrastructure being constructed the persisting trend for sea-change living and retirement will continue to see Bremer Bay as an attractive place to reside.

7.0 Competition Analysis

The competition from the Shire's perspective is minimal. There are currently no other providers of Key Worker or Independent Living Units in Bremer Bay or Jerramungup.

8.0 Risk Assessment

This plan currently provides an overview of what the next steps are to determine the Shire's position on future housing. Once a position is reached on the housing priorities a full risk assessment should be undertaken.

Hypothetically, the highest priorities with regard to the next stage of the Shire's housing planning are likely to be the need for greater staff housing in Bremer Bay and a review of the Corporate Structure given the impact of the development of the Cultural Precinct Centre in Bremer Bay. The outcome is likely that 1-3 parcels of land are required to cater for housing needs in Bremer Bay in the 1-5 year timeframe.

Based on current land sales, a 650m² lot in Bremer Bay is currently priced at \$250,000 and as such, 5 lots would come at a price of \$750,000. Given the current volatility of the building market there has been no attempt to quantify the cost of the construction of new homes, however of note, the Real Estate Institute of WA has the median house price for Bremer Bay at \$630,000. The latest annual growth rate for Bremer Bay is 20.7% which is a massive increase in property prices. This growth is no doubt as a result of the fallout of the Global Pandemic with a surge in demand for holiday homes in Bremer Bay.

9.0 Financial Considerations

In most instances, Council takes opportunities to financially secure new housing developments by the way of low interest State Treasury loans. These loans are taken out over a 10 year period.

Current housing loan status:

- Loan 264 of \$500,000 was taken out in February 2020 to facilitate the Bremer Bay ILUs, which sees its expiry in 2030.

As existing loans come to an end, no new borrowings have been specifically identified for Key Worker Housing. This provides the Shire with increasing capacity to borrow in reaction to the current housing situation.

Using the short term recommendations of 1 – 5 years, Council will need to consider the acquisition of 3 lots in Bremer Bay suitable for staff housing. As discussed in section 8.0, the provision of 3 town blocks would be at a cost of approximately \$750,000. Consideration needs to be made for the roll out of the purchase of this land over the next two years and/or entertain options to acquire land from the State, where available.

Financial planning needs to commence in earnest for the 2025/2026 financial period to assist in the review of the Long Term Financial Plan, for the acquisition of suitable land and for the development of suitable staff housing in Bremer Bay in 1-5 year timeframe.

10.0 Shire Corporate Business Plan and Strategic Community Plan

The Shire's Corporate Business Plan of 2021 – 2025 has identified the need for a review of the Shire's housing needs in Bremer Bay for the 2022/23 and 2023/24 period should funding be available for the "Bremer Bay Housing" project.

The Shire's Strategic Community Plan 2021 – 2031 provides a broad framework for the need for Key Worker and Community housing by the way of stating "Advocate for strategic projects that will benefit residents, workers and visitors to the Shire" in the Theme of the "Environment Built".

The Shire's Corporate Workforce Plan 2017 – 2022 and the Economic Growth Plan 2016 – 2021 are currently being reviewed and the outcomes of the Corporate Workforce Plan in particular will have a flow on effect to driving the outcomes of the 1 – 5 timeframe recommendations of this plan.

11.0 Review Position and Date

It is recommended that this document be reviewed on an annual basis to meet changes to the property market and also to move with any structural staff changes.

12.0 Associated Documents

- Shire's Community Plan 2021 – 2031
- Shire's Corporate Business Plan 2021 – 2025
- Shire's Economic Growth Plan 2016 – 2021
- Shire's Corporate Workforce Plan 2017 – 2022

CEO Authorisation: _____

Date: ___/___/_____

Appendix: A

Current Housing Allocations as at December 2024

Position	House allocated	Town
CEO	18 Lancaster Road	Jerramungup
MoW	4 Derrick Street	Jerramungup
Works Supervisor	28 Derrick Street	Jerramungup
Works Crew	12a Collins St	Jerramungup
Works Crew	12b Collins Street	Jerramungup
Works Crew/Admin	6 Memorial Road	Jerramungup
Admin	3a Collins Street unit	Jerramungup
Works Crew	3c Collins Street unit	Jerramungup
Work Crew	3b Collins Street unit	Jerramungup
Works Crew	37 Derrick Street	Jerramungup
Works Crew/Admin	20 Coral Sea Rd	Jerramungup
WAPOL	4 Kokoda Road	Jerramungup
WAPOL	2 Derrick Street	Jerramungup
WAPOL	6 Derrick Street	Jerramungup
DCEO	37 McGlade Close	Bremer Bay
Doctor	19 McGlade Close	Bremer Bay
Rentals		
BRMC	33 George Street	Bremer Bay
Ranger	2 Roderick Street	Bremer Bay
MoD	24 McGlade Close	Bremer Bay

Adoption Date:
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 Review Date: Annually
 Maintained By: Chief Executive Officer

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