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

Date:	**Tuesday, 18 August 2026**
Time:	**9.00am**
Location:	**Torres Shire Council Office**
	68 Douglas Street - Thursday Island

AGENDA AND BUSINESS PAPERS

Ordinary Council Meeting

18 August 2026

Ed Kulpa
Acting Chief Executive Officer

ORDER OF BUSINESS

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ORDER OF BUSINESS

1. MEETING OPENED

1.1 Welcome and Opening of Meeting

1.2 Acknowledgement of Country

On behalf of all Councillors, the Mayor acknowledged the Kaurareg people, Traditional Custodians of the land on which we meet today, and paid respects to their Elders past, present and emerging.

2. ATTENDANCE, LEAVE OF ABSENCE AND APOLOGIES

2.1 Attendance

COUNCILLIORS

Cr Elsie Seriat OAM – Mayor
Cr. Toshio Nakata – Deputy Mayor
Cr. Gabriel Bani
Cr. Thomas Loban
Cr. Thomas Fujii

STAFF REPRESENATIVES

A/Chief Executive Officer – Ed Kulpa
Director Corporate and Community Services – Mary Deakin
Director Engineering and Infrastructure Services – Roger Naidoo
A/Director Planning, Projects and Environment – Keith Yorkston
Executive Assistant – Kimberley Yorkston

2.2 Leave of Absence and Apologies

Chief Executive Officer – Mary Bani

3. CONDOLENCES / CONGRATULATIONS

A minute's silence will be observed as a mark of respect in memory of a deceased person or persons of our community and/or area of the Torres Strait.

4. DEPUTATIONS / VISITORS

The schedule for this presentation is as follows: each presentation is allocated 20minutes per session.

Time	Topic	Agency / Presenter
9:50 AM – 10:10 AM	**Presentation: Way Forward in Partnership – Traditional Hunting and Dugong Management in Kaiwalagal**	**Waibenu Elders Kwod** **Presenters:** • Mr Robert Sagigi – Elder

	(Torres Shire region) Discussion on the way forward in partnership with Torres Shire Council regarding compliance with Council requirements and by-laws relating to the traditional hunting, handling and slaughtering of dugong in Kaiwalagal. The presentation will also address concerns regarding unsafe practices by some young hunters, including the slaughtering and cutting of dugong in residential driveways and around homes, associated public health and environmental concerns, and opportunities to strengthen education, compliance, cultural protocols and community awareness.	• Mr Willie Wigness – Traditional Custodian • Mr Elliot Whap – Elder • Mr Tom Jack Baira – Elder • Mr Daine Gagagi – Elder

5. DECLARATIONS OF INTEREST IN THE MATTER OF THE AGENDA

- Declaration of Prescribed Conflict of Interest of any Item of Business;
- Declaration of Declarable Conflict of Interest of any Item of Business;
- Councillors to review existing Registers of Interest and Related Parties Disclosures.

6. MAYORAL NOTIFIED MOTIONS

Nil

7. BUSINESS ARISING OR MATTERS FOR ACTION

7.1 Action Items from previous Ordinary Council Meeting

8. CONFIRMATION OF MINUTES

8.1 Confirmation of Minutes Ordinary Meeting 21 July 2026

File Number	**BSC/Governance/ Reporting/ Executive Services Report/ 2026**
Author:	**Kimberley Yorkston, Executive Secretary**
Authoriser:	**Mary Bani, Chief Executive Officer**
Attachments:	**Minutes Ordinary Council Meeting 21 July 2026**

RECOMMENDATION

That the minutes of the Ordinary Council Meeting held on 21 July 2026 be confirmed

8.2 Confirmation of Minutes Special Budget Council Meeting 31 July 2026

File Number	**BSC/Governance/ Reporting/ Executive Services Report/ 2026**
Author:	**Kimberley Yorkston, Executive Secretary**
Authoriser:	**Mary Bani, Chief Executive Officer**
Attachments:	**Minutes Special Budget Council Meeting 31 July 2026**

RECOMMENDATION

That the minutes of the Special Budget Council Meeting held on 31 July 2026 be confirmed

8.3 Confirmation of Minutes Special Council Meeting 5 August 2026

File Number	**BSC/Governance/ Reporting/ Executive Services Report/ 2026**
Author:	**Kimberley Yorkston, Executive Secretary**
Authoriser:	**Mary Bani, Chief Executive Officer**
Attachments:	**Minutes Special Council Meeting 5 August 2026**

RECOMMENDATION

That the minutes of the Special Council Meeting 5 August 2026 be confirmed

9. COUNCILLORS REPORTS

9.1 Councillor's Monthly Reports

File Number **BSC/Governance/Reporting/Executive Services Report/2026**
Author: **Cr. Elsie Seriat, Mayor**
Authoriser: **Ed Kulpa, A/Chief Executive Officer**
Attachments: **Cr. Elsie Seriat – Monthly Report**

SUMMARY
Councillors' monthly activity reports.

BACKGROUND/HISTORY
Each month the Councillors report on their external activities. An endorsement of the report is an endorsement of the attended and future activities. Not all activities will be listed in advance due to time constraints. Councillors who are unable to provide a written report will have the opportunity to provide verbal updates at the Ordinary Council Meeting.

LINK TO CORPORATE PLAN

Our Community
1.5 Our Reputation for Integrity and Services (PROVIDE)
A well-informed community with a great awareness of Council's achievements.

Our People
2.4 Our Organisational Alignment and Performance Planning (PROVIDE)
Council delivered strategic outcomes and is resilient and responsive to change.

Our Business
3.3 Our Governance (LEAD)
Council maintain effective governance processes

- Maintain best practice financial and risk management practices
- Maintain policies, procedures, frameworks and registers
    - Maintain and meet audit requirements.

CONSULTATION
As per Mayoral Report.

LEGAL IMPLICATIONS
Nil

POLICY IMPLICATIONS
Nil

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)
Approved Operational Budget

RECOMMENDATION
That the activities contained in the Mayoral monthly report be endorsed by Council.

10. EXECUTIVE SERVICES REPORTS

10.1 Chief Executive Officer's Monthly Report

File Number **BSC/Governance/Reporting/Executive Services Report/2026**
Author: **Ed Kulpa, A/Chief Executive Officer**
Authoriser: **Ed Kulpa, A/Chief Executive Officer**

Attachments **Nil**

Background
The purpose of this report is to inform council of key external stakeholder meetings and actions of the Chief Executive Officer though July 2026.

Date	Event
30 June	Torres Shire Council Technical Working Group
7 July	Meeting KNTAC Chair regarding land parcels and proposals for Horn Island
	Meeting with Thursday Island community representatives regarding a community bus and island bus stop renovations.
	Meeting with Makaku Resources regarding requested lot access on Horn Island for exploratory mining investigation
9 July	TSC/HPW Housing and Homelessness, Policy Performance and First Nations Meeting
10 July	Meeting with PCYC regarding potential re-establishment of program
16 July	Meeting with Strait Experience regarding Tourism Partnership Opportunities and Winds of Zenadth Festival 2027
21 July	Council Ordinary Meeting
22 July	Meeting with Moray & Agnew regarding Post Section 10 - Muralag works
23 July	Meeting with Indigenous Land and Sea Corporation regarding Shire opportunities
	Meeting with Qantas regarding local services
27 July	ATSIP DDG + CEO TSC | RILIPO Program Work Program - Strategic Land Use and Infrastructure Priorities (*A/DCCS attended as a Proxy*)
29 July	Renewable Energy Project Meeting with Mirabou Energy

LINK TO CORPORATE PLAN

Our People (PROVIDE):
2.4. Our Organisation Alignment and Performance Planning

- Council delivers strategic outcomes and is resilient and responsive to change

LEGAL IMPLICATIONS (STATUTORY, BASIS, LEGAL RISK)

- None

POLICY IMPLICATIONS

- None

CONSULTATION

- Staff and Community

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)

- None

RECOMMENDATION

That Council note the Chief Executive Officer Report for August 2026 as presented.

10.2 Corporate and Community Services – Financial Report

File Number BSC/Governance/Reporting/Executive Services Report/2026
Author: Director Corporate and Community Services
Authoriser: Ed Kulpa, A/Chief Executive Officer
Items: Financial Statements – July 2026

1. **Cash Position**
2. **Income & Expenditure-Airport**
3. **Income & Expenditure-All of Council**
4. **Revenue Graph - Actuals vs Budget**
5. **Expenses Graph – Actuals vs Budget**
6. **Statement of Financial Position**

SUMMARY
Presentation of the financial reports for the month of July 2026 as required under Section 204 of the *Local Government Regulation 2012*.

This report is presented for noting. The July 2026 actual operating result shows an operating deficit of **$1.8 million**, compared with the annual budgeted deficit of **$483K**. The expected year to date deficit was higher due to the rates and charge still to be issued.

Attachment 1 - Cash Position
As at 31 July 2026, Council's net cash on hand was **$31.6 million**, a decrease from **$32.2 million** in the previous month. Of this balance, $**31.5 million** is held as restricted cash, reserved for specific purposes including unspent grants, internally restricted funds, employee entitlements and provision for next month's wages and creditor payments.

Attachment 2 - Airport Financials
Year-to-date airport revenue totalled **$452,629**, less the year to date budget by $**330,449.**

Annual to 31 July 2026 actual expenses amounted to $**338,237.00**

The Airport QTC investment balance at the end of July 2026 is **$7.2 million.**

Attachments 3, 4 & 5 - Whole of Council Financials, Revenue and Expenses Graphs

The net deficit, inclusive of capital grants, is **$590,804**, compared with the YTD budgeted surplus of **$603,299.**

Total operating revenue year to date is **$927,912**, compared with the year to date budget of **$2.5 million**. The result is mainly due to rates and charges still to be issued.

Total operating expenses was **$2.8 million** for the financial year, compared with the year to date budget of **$3.1 million.**

Please note that the processing of accrual invoices is still in progress.

Capital Expenditure
As the end of year is currently being processed, the capital work in progress will be reported in the August 2026 financial report.

LINK TO CORPORATE PLAN

Our Business:

3.3. Our Governance (LEAD)

Council maintain effective governance processes

- Maintain best practice financial and risk management practices;
- Maintain policies, procedures, frameworks and register;
- Maintain and meet audit requirements.

Our Future:

4.1. Our Revenue Generation

Provide a sustainable Community

- Research and build a long-term approach to diversifying Council's revenue streams to support strategic planning imperatives and reduce reliance of rates income;
- Research, plan and implement an approach to securing funding for key elements of Council's accountabilities to ensure sustainability of service provision and asset maintenance.

CONSULTATION

- Executive Leadership Team
- Managers and relevant operational staff

LEGAL IMPLICATIONS (STATUTORY, BASIS, LEGAL RISKS)

Local Government Regulation 2012 Section 204, which states:

(1) The local government must prepare a financial report
(2) The chief executive officer must present the financial report –
    a. If the local government meets less frequently than monthly – at each meeting of the local government; or
    b. Otherwise – at a meeting of the local government once a month.
(3) The financial report must state the progress that has been made in relation to the local government's budget for the period of the financial year up to a day as near as practicable to the end of the month before the meeting is held.

POLICY IMPLICATIONS

The following Council policies are relevant to the financial statements.

- Investment Policy
- Debt Policy
- Revenue Policy
- Procurement Policy

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)

The July 2026 actual operating result shows an operating deficit of $1.8 million, compared with the annual budgeted deficit of $483K. The expected year to date deficit was higher due to the rates and charge still to be issued.

As at 31 July 2026, Council's net cash on hand was $31.6 million, a decrease from $32.2 million in the previous month. Of this balance, $31.5 million is held as restricted cash, reserved for specific purposes including unspent grants, internally restricted funds, employee entitlements and provision for next month's wages and creditor payments.

RECOMMENDATION

That Council:

- Note the Financial Report for the period ended July 2026 as presented.
- Note the attachments for the period ended July 2026 listed as follows:
  1. Cash Position July 2026
  2. Income and Expenditure Airport July 2026
  3. Income and Expenditure all of Council July 2026
  4. Revenue Graph Actual vs Budget July 2026
  5. Expenses Graph Actual vs Budget July 2026
  6. Statement of Financial Position July 2026

10.3 Corporate and Community Services Report

File Number **BSC/Governance/Reporting/Executive Services Report/2026**
Author: **Ed Kulpa, A/Director Corporate & Community Services**
Authoriser: **Ed Kulpa, A/Chief Executive Officer**

Attachments **Nil**

Background

The purpose of this report is to inform council of key data relating to the Corporate and Community Services business unit.

Items:
1. **Debtors**
2. **Facebook Performance**
3. **Council Facility Hire**
4. **Events**
5. **Sports Complex**

1. DEBTORS

Rates:

Rates Debt 2025-2026	Total Due ($)	Current ($)	Year 1 ($)	Year 2 ($)	Year 3 ($)	Year 4+ ($)	Interest ($)	Assessments in credit ($)
July 2026	230,976	559	205,883	58,917	37,207	10,599	54,346	-136,535
June 2026	268,800	226,725	60,707	37,207	6,490	4,108	50,750	-117,187
May 2026	343,347	278,458	62,627	37,207	6,490	4,108	47,488	-92,942
April 2026	390,258	312,222	66,600	37,457	6,490	4,108	43,871	-83,023
March 2026	639,849	542,935	69,196	37,456	6,490	4,108	42,421	-62,759
February 2026	3,413,090	3,294,134	75,506	37,457	6,490	4,108	41,565	-46,170

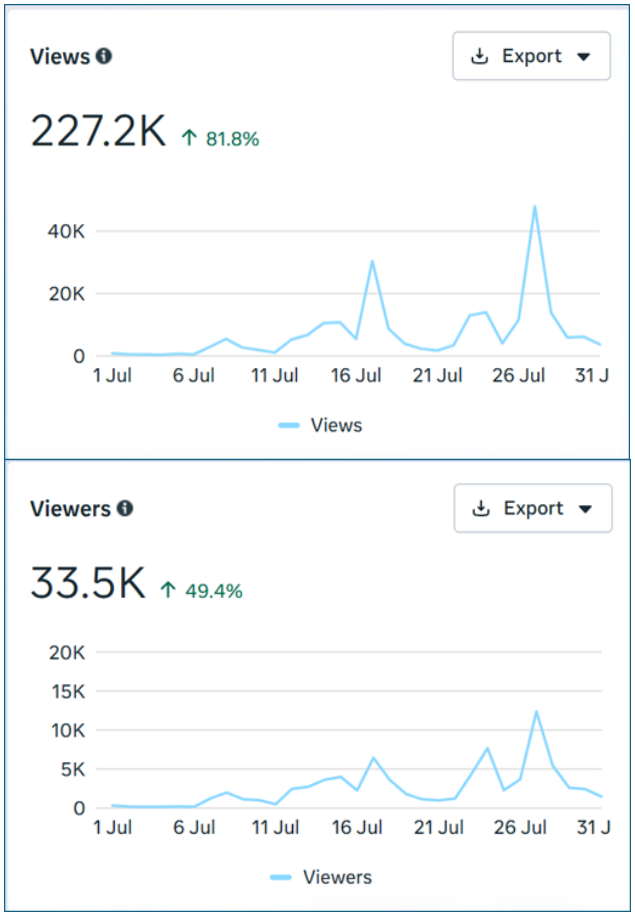
Sundry Debtors:

Sundry Debtor Balance as at	Period 3	Period 2	Period 1	Current	Total
31-Jul-26	$ 640,001.83	$ 64,751.04	$ 460,249.83	$1,298,296.36	$ 2,463,299.06
29-Jun-26	$ 129,795.33	$ 602,065.38	$ 362,416.32	$ 918,605.00	$ 2,012,882.03

2. COUNCIL FACEBOOK PERFORMANCE

July 2026

Torres Shire Council Facebook continues to be a key tool to communicate with our community.



Top 5 Posts in July by Views

Title	Date published	Views	Interactions
TORRES STRAIT NAIDOC AW... Photo • Torres Shire Council Boost ···	24 July 11:57	24,927	326
TORRES STRAIT NAIDOC AWARDS... Photo • Torres Shire Council Boost ···	27 July 20:23	16,308	425
TORRES STRAIT NAIDOC AWARDS... Photo • Torres Shire Council Boost ···	27 July 15:06	11,735	151
TORRES STRAIT NAIDOC AWARDS... Photo • Torres Shire Council Boost ···	27 July 16:07	11,118	176
TORRES STRAIT NAIDOC AWARDS... Photo • Torres Shire Council Boost ···	27 July 14:04	10,078	127

Top Posts by Interactions

A beautiful day for a mar... Multi media • Crossposted • 1 Boost ···	17 July 23:18	7,220	134
Council is advocating to protect freight ... Photo • Torres Shire Council Boost ···	15 July 17:25	7,923	97

3. COUNCIL FACILITY HIRE DATA

Tamwoy Hall, Loban Road Hall have been hired for Church services and other government meetings and workshops throughout the month.

Ken Brown Oval hire Senior Rugby League training and games.

Horn Island Sports Complex has been undergoing repairs and maintenance for the month of July, with the gym and conference room being able to be utilized.

Facility	Feb 26	Mar 26	Apr 26	May 26	June 26	July 26
ANZAC Park	0	0		9	1	0
Ken Brown Oval	11	16		30	33	25
TI Pool	17	20		3	4	7
TI Stadium	20	37		24	30	10

Loban Road Hall	15	11		14	20	9
TRAWQ Hall	11	16		11	8	9
HI Stadium	5	1		0		1
HI Conf. Room	0	1		5	8	6
Total	**79**	**102**		**96**	**104**	**67**

4. EVENTS

NAIDOC Awards **50 years of DEADLY** – successful night enjoyed by all. Thank you to TSIMA and Events by Deesha with the preparation, decorating, catering and entertainment.

Congratulations to all award winners.

- Artist of the Year – Louis 'Wilky'Fauid
- Community Event of the Year – 1936 Maritime Strike 90th Anniversary Commemoration – GBK
- Elder of the Year – Jennifer Jill Thompson Wymarra
- Sportsperson of the Year – Jimmy OÇloudy
- Sportsperson of the Year – Special Recognition – Micairee Bin-Awel
- Torres Strait Person of the Year – Joey Laifoo
- Trainee of the Year – Phillip Takai-Bowie
- Trainee of the Year – Special Recognition – Sherkoda Uta
- Youth of the Year – Tyrell Whap
- Business Award – Lola Digital

2026 UPCOMING EVENTS

Date	Event
8-Apr-26	Cruise Ship - Viking Orian
25-Apr-26	Anzac Day (Green Hill 5:30am, Anzac Park 9am)
10July 26	NAIDOC Awards
15 Aug26	OBON Ceremony
24-Aug-26	Cruise Ship -Le Jacques Cartier
18-Sep-26	Multicultura Festival
10-Nov-26	Cruise Ship -Riviera
13-Nov-26	Cruise Ship - Viking Venus
2-Dec-26	Cruise Ship - Viking Orion
16-Dec-26	Cruise Ship - Le Soleal
12-Dec-26	Christmas Extavaganza - TI
Dec 26	Christmas Carols - HI
1 - 14 Dec26	Christmas Lights Competition
31-Dec-26	New Years Eve Fireworks

5. SPORTS COMPLEX

Entry Numbers

Summary of Entries by Month	Gym #	Stadium #	Pool #	Total #
Feb-26	1,133	142	1,671	2,946
Mar-26	1,192	171	1,690	3,053
Apr-26	866	211	1,134	2,211
May-26	359	40	1,221	1,620
Jun-26	1,007	60	1,144	2,211
Jul-26	817	97	1,162	2,076
Aug-26 *	-	45	-	45

***Awaiting end of month for final figures**

Sports Complex hosted Events & Training – July 2026

- Torres Strait NAIDOC Awards
- Aircraft Under water Training - RHO Aviation
- RPA Coxswain Training

Torres Shire Council has been successful in the **Torres Strait Sports and Recreation Grant Program for 12months** – Our Sports Complex Team will be delivering this Program

Sport Facility Updates

Rollout of the Club fit Software

- On-going final stage of TI Sports Complex Staff training and implementation

On-going and Management Chlorine Supply & Equipment Malfunction

- Update - Chlorine IBC Tank Pump – Procurement Status – Fix while Kirratech during quarterly maintenance service visit.

TI Gym outdoor slat coverings

- Works in progress updates in conjunction with Facilities Manager.

LINK TO CORPORATE PLAN

Our People (PROVIDE):

2.4. Our Organisation Alignment and Performance Planning

- Council delivers strategic outcomes and is resilient and responsive to change

Our Governance (LEAD):

3.3. Council maintain effective governance processes

- Maintain best practice financial and risk management practices
- Maintain policies, procedures, frameworks and register
  - Maintain and meet audit requirements.

LEGAL IMPLICATIONS (STATUTORY, BASIS, LEGAL RISK)

- Debt Recovery

POLICY IMPLICATIONS

- Procurement Policy
- Debt Policy

CONSULTATION

- Corporate & Community Services Managers & Staff

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)

- As per approved operational budget
- Debt recovery

RECOMMENDATION

That Council note the Corporate and Community Services Report for August 2026 as presented.

10.4 Capital Works Program Report

File Name **BSC/Governance/ Reporting/ Executive Services Report/ 2026**
Author **Keith Yorkston, A/Director Projects, Planning and Environment**
Authoriser **Mary Bani, Chief Executive Officer**
Attachments **Nil**

SUMMARY
Project Report
The report outlines progress of Council's Capital Works Program up to 31 July 2026. The following covers engineering and infrastructure capital works for the Torres Shire Council.

No.	Project Name	Funding Scheme	Budget ($ ex GST)	Remaining Funds ($ ex GST)	Comment
1	TI Cycleway Stg 4	DTMR	$ 2,067,883.50	$ 576,622.50	Works programmed starting mid-August.
2	HI Landfill Stg 2	TSRA, CMIG round 3 18/19	$ 1,000,000.00	$ 782,131.12	Co-funding Secured
3	HI Landfill Metal Shredder / Metal waste management	DLGRMA	$ 2,699,400.00	$ 345,630.11	Awaiting final invoicing to close out project and budget.
4	Lion Lookout Heritage Trail WW2 walk	Dept Veteran Affairs (139,487), Qld Remembers (35,718)	$ 175,205.00	$ 21,050.00	Awaiting delivery of sealant.
5	HI, TI, POW Island Roads	QRA	$ 1,173,309.00	$ 1,173,309.00	POW Island works on hold
6	HI, TI, POW Island Roads - Proj Management	QRA	$ 192,619.83	$ 17,079.83	POW Island works on hold
7	POW Island Waste Bins	Regional and Remote Recycling Modernisation Fund	$ 115,000.00	$ 115,000.00	Alternatives being sought
8	HI Airport Pavement replacement	ATSI-TIDS 2024-25	$ 500,000.00	$ 311,172.00	Works Completed
9	Quarantine Boat Ramp – Cook ESP	MSQ, LGGSP 2024-28	$ 395,000.00	-	Design contract awarded to Haskoning
10	Aplin Park Development	W4Q 2024-27	$ 415,000.00	$ 415,000.00	Concept and costing being developed for endorsement.
11	HI sport Complex Maintenance	LRCI Phase 4	$ 156,288.00	-$ 42,910.34	Completed
12	Communications Towers	Council Internal Project	$ 257,000.00	$ 212,426.47	Ongoing
13	Loban Road Crossing @ Fire Station	QRA	$ 527,202.00	$ 101,552.00	Works Completed

14	Roads 2 Recovery 2024-29	Roads 2 Recovery 2024-29	$ 1,375,339.00	$ 1,375,339.00	Application for Rose Hill / Waiben elevated zebra crossing in progress
15	Council Chambers roof Replacement	W4Q 2024-27	$ 489,000.00	$ 464,000.00	Options being investigated
16	TI Stadium sport court replacement	W4Q 2024-27	$ 126,000.00	$ 117,500.00	Tender awarded. Scheduling of works underway to minimise disruption with scheduled events.
17					Louvre replacement – proposed for in-house project
18	Torres Strait and Northern Peninsula Area Climate Resilience Officers	Department of Industry, Science and Resources	$ 3,079,000.00	$ 3,079,000.00	Interviews scheduled.
19	TI and HI infrastructure Planning	Residential Activation fund	$ 1,125,000.00	$ 1,117,800.00	Tenders awarded - WIP
20	Submarine line planning	Residential Activation fund	$ 515,000.00	$ 507,800.00	Tenders awarded - WIP
21	Revision of torres Shire Council Planning Scheme	TSC SSF 2024-26 - Path 2 - Alloc 001435 - 002423	$ 238,500.00	$ 238,500.00	To be started, follows HI Housing Growth Master Plan
22	Housing Summit + Housing Action Plan	TSC SSF 2024-26 - Path 1 - Alloc 001435 - 002423	$ 100,000.00	$ 23,010.00	Action Plan in development following housing forum
23	TI Transfer Station Office & Amenities	Council Internal Project	$ 140,909.00	-$ 14,656.42	Project 95% completed
24	TI transfer Station roof Repair	Council Internal Project	$ 200,000.00	$ 200,000.00	Materials ordered, in house project
25	Cox Road Jump Up	QRA	$ 5,644,685.00	$ 5,644,685.00	Proposed to be delivered early 2027
26	Victoria Parade Pavement	QRA	$ 3,181,711.53	$ 3,127,711.53	Tender advertised. Closes 18 Aug 2026
27	Erub Court Pavement	QRA	$ 987,427.71	$ 961,427.71	Project to be delivered in-house. Proposed start late August
28	Milman Pavement	QRA	$ 1,239,354.03	$ 1,203,354.03	Tender advertised. Closes 18 Aug 2026
29	Aubrey Parade Seawall	QRA	$ 570,160.67	$ 536,160.67	Tender documentation being prepared
30	Transport Asset Management Plan	Council Internal Project	$ 15,000.00	$ 15,000.00	Completed

31	Infrastructure Valuation - Water	Council Internal Project	$ 20,005.00	$ 20,005.00	Completed
32	Infrastructure Valuation - Sewer	Council Internal Project	$ 20,005.00	$ 20,005.00	Completed
33	Solar Panel Installation	Community Energy Upgrades Fund (CEUF) Round 2	$ 447,331.00	$ 447,331.00	Grant Agreement signed. Scoping and planning of work underway.

Project Name	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26
TI Cycleway Stg 4									
HI Landfill Stg 2									
HI Landfill Metal Shredder / Metal waste management									
Lion Lookout Heritage Trail WW2 walk									
HI, TI, POW Island Roads									
HI, TI, POW Island Roads - Proj Management									
POW Island Waste Bins									
HI Airport Pavement replacement									
Quarantine Boat Ramp – Cook Espl									
Aplin Park Development									
HI sport Complex Maintenance									
Communications Towers									
Loban Road Crossing @ Fire Station									
Roads 2 Recovery 2024-29									
Council Chambers roof Replacement									
TI Stadium sport court replacement									
TS & NPA Climate Resilience Officers									
TI and HI infrastructure Planning									
Submarine line planning									
Revision of Torres Shire Council Planning Scheme									
Housing Summit + Housing Action Plan									
TI Transfer Station Office & Amenities									
TI transfer Station roof Repair									
Cox Road Jump Up									
Victoria Parade Pavement									
Erub Court Pavement									
Milman Pavement									
Aubrey Parade Seawall									
Transport Asset Management Plan									
Infrastructure Valuation - Water									
Infrastructure Valuation - Sewer									
Solar Panel Installation									
Local Government Battery Collection Program									
CCTV Eyes On Safety									
Torres Shire Resource Recovery & Recycling Hub									

Expected Completion Month

LINK TO CORPORATE PLAN

Our People (PROVIDE)
2.4 Our Organisation Alignment and Performance Planning

- Council delivers strategic outcomes and is resilient and responsive to change

Our Governance (LEAD)
3.3 Council maintains effective governance processes

- Maintains best practice financial and risk management procedures
- Maintains policies, procedures, frameworks and registers;
    - Maintain and meet audit requirements

CONSULTATION
Executive Leadership Team
Stakeholder Funding Bodies

LEGAL IMPLICATIONS
Nil

POLICY IMPLICATIONS
Nil

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)
As per approved Operational Budget

RECOMMENDATION
That Council receives and notes the Capital Works Program Report for July 2026.

10.5 Development Application – IDAS 26/07 – Development Permit for Reconfiguring a Lot (1 lot into 2 lots) – Raymond Philip Cousins c/ RPS AAP Consulting Pty Ltd – 14A Chester Street, Thursday Island

File Name **BSC/Governance/Reporting/Executive Services Report/2026**
Author **Reel Planning Pty Ltd**
Authoriser **Mary Bani, Chief Executive Officer**
Attachments **A – Proposed Plan of Development**

PROPERTY DETAILS	
Site Address	14A Chester Street, Thursday Island
RPD	Lot 411 T2071
Landowner	Raymond Philip Cousins
Existing Use of Land	Dwellings x 3
APPLICATION DETAILS	
Application No.	IDAS26/07
Applicant	Raymond Philip Cousins C/ RPS AAP Consulting Pty Ltd
Application Description	Development Permit for Reconfiguring a Lot – 1 lot into 2 lots
Council Meeting	18 August 2026
Decision Due Date	14 September 2026

EXECUTIVE SUMMARY

This application seeks Council approval for a Development Permit for Reconfiguring a Lot to create two lots. The subdivision will result in the original two dwellings (dual occupancy) on one lot and a third dwelling, which was relocated to the site in 2003, on the second lot.

In 2003 the previous landowner obtained a development approval to reconfigure the lot into 2 lots and a material change of use approval for a dwelling on the vacant newly created lot (Council file reference IDAS02/48). The plan of survey was not registered and the approval lapsed. Following issue of the approval, a dwelling house was relocated to the site and connected to Council services. The dwelling relocation should not have occurred until the new lot was created. This application is consistent with the previous approval and will correct the development staging error.

The creation of a new lot will require the payment of Infrastructure Charges calculated to be $30,677.65 in accordance with *Torres Shire Council Charges Resolution (No.1) 2022.* Conditions on the original subdivision approval required the payment of applicable headworks contributions (now referred to as Infrastructure Charges) prior to the registration of the survey plan. As the plan of survey was not submitted with Council for endorsement there was no trigger for payment. A review of Council's records cannot identify the payment of the charges. The applicant has indicated that the house was moved from the Church site and infrastructure charges should not apply. Infrastructure Charges apply at the time of the reconfiguration of the lot and charges formed part of the original approval that was not acted on. The house relocation should not have occurred until the title was created or alternatively a material change of use approval was obtained for three dwellings on one lot

(defined as multiple dwelling). Infrastructure charges would have applied if the applicant had opted for a material change of use approval for multiple dwelling.

Under the *Torres Shire Planning Scheme 2022*, the subject site is in the low-medium density residential zone. The application is Code Assessable and was not subject to public notification.

The proposed lot sizes of 1,082m² and 941m² complies with the prescribed minimum lot size of 450m². Each lot is connected to required services including reticulated water and sewerage and electricity supply.

The application is recommended for approval subject to conditions.

RECOMMENDATION A – DECISION NOTICE

That Torres Shire Council approves the application for a Development Permit for Reconfiguring a Lot – 1 Lot into 2 Lots on land located at 14A Chester Street, Thursday Island, formally described Lot 411 T2071, subject to the following conditions:

PART 1 – CONDITIONS AND ADVISORY NOTES

NO.	CONDITIONS	CONDITION TIMING
1.0	**Parameters of Approval**	
1.1	The Developer is responsible for ensuring compliance with this development approval and the conditions of the approval by an employee, agent, contractor, or invitee of the Developer at all times unless otherwise stated.	At all times.
1.2	Where these conditions refer to "TSC" in relation to requiring Torres Shire Council to approve or be satisfied as to any matter, or conferring on the TSC a function, power or discretion, that role of the TSC may be fulfilled in whole or in part by a delegate appointed for that purpose by TSC.	At all times.
1.3	The cost of all works associated with the development and construction of the development including services, facilities and/or public utility alterations required are met at no cost to the Council or relevant utility provider, unless otherwise stated in a development condition.	At all times.
1.4	The developer is required to have repaired any damage to existing infrastructure that may have occurred during any works carried out associated with the development. To the extent the damage is deemed to create a hazard to the community, it must be repaired immediately.	At all times.
1.5	Unless otherwise stated, all works must be designed, constructed, and maintained in accordance with the relevant Council policies, guidelines, and standards, and the FNQROC Development Manual.	At all times.
1.6	All engineering drawings/specifications, design and construction works be approved, supervised, and certified by a Registered Professional Engineer of Queensland (RPEQ).	At all times.
1.7	All development conditions contained in this development approval about infrastructure under Chapter 4 of the Planning Act 2016 (the Act), should be read as being non-trunk infrastructure conditioned under section 145 of the Act, unless otherwise stated.	At all times.

2.0	**Approved Plans and Documents**

<table>
<tr><td>2.1</td><td>The approved development must be undertaken generally in accordance with the approved plans and documents, except where amended by the conditions of this permit.
<table><tr><th>Drawing No.</th><th>Document Name</th><th>Date</th><th>Drawn by</th></tr><tr><td>458780-1</td><td>Site Plan</td><td>25-06-2026</td><td>RPS AAP Consulting Pty Ltd</td></tr></table></td><td>At all times</td></tr>
<tr><td>2.2</td><td>Where there is any conflict between the conditions of this approval and the details shown on the approved plans and documents, the conditions of approval must prevail.</td><td>At all times</td></tr>
</table>

3.0	**Stormwater Drainage**	
3.1	All stormwater drainage must be discharged to an approved legal point of discharge.	At all times.
3.2	Any site works must not adversely affect flooding or drainage characteristics of properties that are upstream, downstream, or adjacent to the development site.	At all times.

4.0	**Water and Sewerage**	
4.1	Each lot must have a separate connection to Council's reticulated water and sewerage infrastructure.	Prior to Council endorsement of the Survey Plan and at all times.

5.0	**Amenity and Environmental Health**	
5.1	Undertake the approved development so there is no environmental nuisance or detrimental effect on any surrounding land uses and activities by reason of the emission of noise, vibration, odour, fumes, smoke, vapour, steam soot, ash, wastewater, waste products, oil or otherwise.	At all times.

6.0	**Site Works and Erosion and Sediment control**	
6.1	Site works must be constructed such that they do not, at any time, in any way restrict, impair, or change the natural flow of runoff water, or cause a nuisance or worsening to adjoining properties or infrastructure	Prior to the commencement of any construction works required by this development.

7.0	**Compliance**	
7.1	All relevant conditions of this development permit must be complied with prior to the Plan of Survey being submitted to Council for endorsement.	Prior to Council endorsement of the Survey Plan.

8.0	**Outstanding Charges**	
8.1	All rates, service charges, interest and other charges levied on the land are to be paid prior to Council endorsement of the Plan of Survey.	Prior to Council endorsement of the Survey Plan.

ASSESSMENT MANAGER (COUNCIL) ADVISORY NOTES

1. This approval, granted under the provisions of the Planning Act 2016, shall lapse four (4) years from the day the approval takes effect in accordance with the relevant provisions of s85 of the Planning Act 2016.

2. Prior to commencing any construction activities, the applicant/developer will be required to obtain further development permits for building work, and plumbing and drainage work, as required under relevant legislation for this work.

3. This approval has considered the encroachment within the side boundary setback of the awning on the lowset dwelling fronting Jardine Street on proposed lot 411. This development approval is taken to be an early referral response in accordance with section 57 of the *Planning Act 2016*. The applicant is responsible for obtaining any necessary building approvals.

4. Infrastructure Charges must be paid to Council as indicated on the Infrastructure Charges Notice at the rate applicable at the time of payment.

5. This approval does not negate the requirement for compliance with all other relevant Local Laws and other statutory requirements,

6. No building materials or the like are to be stored on the footpath unless an appropriate approval from Council is obtained, including the payment of associated fees.

7. All building site managers must take all action necessary to ensure building materials and/or machinery on construction sites are secured immediately following the first potential cyclone warning and that relevant emergency telephone contacts are provided to Council Officers, prior to Commencement of Works.

8. The *Environmental Protection Act 1994* states a person must not carry out any activity that causes, or is likely to cause, environmental harm unless the person takes all reasonable and practicable measures to prevent or minimise the harm. Environmental harm includes environmental nuisance. In this regard, persons and entities, involved in civil, earthworks and construction phases of this development, are to adhere to their 'general environmental duty' to minimise the risk of causing environmental harm.

9. Environmental harm is defined by the Act as any adverse effect, or potential adverse effect whether temporary or permanent and of whatever magnitude, duration or frequency on an environmental value and includes environmental nuisance. Therefore, no person should cause any interference with the environment or amenity of the area by reason of the emission of noise, vibration, smell, fumes, smoke vapour, steam, soot, ash, dust, wastewater, waste products, grit, sediment, oil or otherwise, or cause hazards likely in the opinion of the Council.

10. This development approval does not authorise any activity that may harm Aboriginal and Torres Strait Islander cultural heritage. It is also advised that any land use activities must comply with the *Aboriginal Cultural Heritage Act 2003* or the *Torres Strait Islander Heritage Act 2003*.

11. The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* applies to action that has, will have or is likely to have a significant impact on matters of national environmental significance. Further information on the EPBC Act can be obtained from the Department of Agricultural, Water and the Environment website https://www.environment.gov.au/epbc/about

RECOMMENDATION B

That an Infrastructure Charges Notice be issued for the amount of $30,677.65 in relation to the Development Permit for Reconfiguring a Lot (1 lot into 2 lots) at 14A Chester Street, Thursday Island, formally described as Lot 411 T2071.

1.0 DEVELOPMENT SUMMARY

TABLE 1 - OVERVIEW

PROPERTY DETAILS	
Site Address	14A Chester Street, Thursday Island
RPD	Lot 411 T2071
Site Area	2,032m²
Landowner	Raymond Philip Cousins
Existing Use of Land	Dwellings x 3
APPLICATION DETAILS	
Application No.	IDAS26/07
Applicant	Raymond Philip Cousins C/ RPS AAP Consulting Pty Ltd
Application Description	Development Permit for Reconfiguring a Lot – 1 lot into 2 lots
STATUTORY DETAILS	
State Planning Policy	*State Planning Policy (July 2017)*
Mapped SPP Matters	**Strategic Airports and Aviation Facilities** - Aviation facility - Wildlife hazard buffer zone (8km)
Regional Plan	Not applicable
Planning Scheme	Torres Shire Council Planning Scheme 2022 (Version 1.0)
Zone	Low-Medium Density Residential
Overlays	**Airport Environs Overlay** - Aviation facility – Building restricted area – zone A/B and area of interest - Wildlife Hazard Buffer Zone – 8 kilometres **Flood Hazard Overlay** - Streamlines 5m buffer **Potential and Actual Acid Sulfate Soils Overlay** - Land above 5 metres AHD and below 20 metres AHD
Level of Assessment	Code Assessment
Referral Agencies	Not applicable
Submissions	Statutory public notification not required for Code Assessable application No submissions

2.0 SUBJECT SITE AND SURROUNDING DEVELOPMENT

The subject site is a large residential zoned lot of 2,032m² located on the eastern corner of Jardine Street and Chester Street.

Existing development on the site comprises three (3) detached dwelling houses, 1 dwelling fronting Chester Street and two fronting Jardine Street. Each dwelling is serviced by Council's reticulated water and sewerage services from Jardine Street frontage. A minor watercourse traverses the south eastern rear portion of the site.

The development approval history of the three dwellings on the site is addressed in section 3.0 of this report. A dividing fence has been constructed along the proposed lot boundary.

There are no registered easements burdening the site.

Development in the immediate vicinity of the site comprises predominately single detached dwellings and adjoins the State Heritage listed Quetta Memorial Precinct, comprising of the St Bartholomews Old Cathedral, Bishops House, All Souls and St Bartholomews Cathedral Church and Quetta Memorial.



FIGURE 1: Subject Site

3.0 BACKGROUND

In 2003 the previous land owner, the Corporation of the Diocese Synod of North Queensland obtained from Torres Shire Council a development approval to reconfigure the lot into 2 lots and a material change of use approval for a dwelling on the vacant newly created lot (Council file reference IDAS02/48). At the time of the development approval, there were two houses (dual occupancy) located on the site, consisting of the dwelling fronting Chester Street and the northern most dwelling fronting Jardine Street.

The plan of survey to create the lots was not registered and the reconfiguring a lot permit subsequently lapsed. Conditions of the permit required the payment of applicable headworks contributions (now referred to as Infrastructure Charges). As the plan of survey was not submitted with Council for endorsement there was no trigger for payment. A review of Council's records cannot identify the payment of the charges.

Following the issue of the approval, a dwelling house was relocated to the site (Council file record IDAS03/22). The dwelling was connected to Council's reticulated water and sewerage with a new service connection and water meter fronting Jardine Street and a dividing fence erected on the intended lot boundary.

The dwelling house should not have been relocated until the new title was created or alternatively receive the relevant material change of use approval for multiple dwellings. This application seeks to reconfigure the lot consistent with the 2003 approval.

4.0 DESCRIPTION OF PROPOSAL

The application seeks to reconfigure the subject site into two lots.

Proposed lot	Lot size	Improvements and service connections	Road frontage
Lot 411	1,082m²	Dual occupancy (2 dwellings) One existing water service connection and one sewer connection from Jardine Street	Chester Street and Jardine Street
Lot 412	941m²	Dwelling house (relocated to the site in 2003) One existing water service connection and one sewer connection from Jardine Street	Jardine Street



FIGURE 2: Proposed Development

5.0 PLANNING ASSESSMENT

In accordance with section 45 (3) of the *Planning Act 2016*, Code Assessment is an assessment that must be carried out –

a) Against the assessment benchmarks in a categorising instrument for the development; and
b) Having regard to any matters prescribed by regulation for this paragraph.

Pursuant to section 45 (3)(a) of the Act, the categorising instrument for the development is the *Torres Shire Council Planning Scheme 2022 (v1.0).*

Sections 26 and 27 of the *Planning Regulation 2017* prescribe additional assessment benchmarks and matters that must be considered in deciding a Code Assessable development application.

TABLE 2 – ADDITIONAL ASSESSMENT BENCHMARKS

Assessment Benchmarks	Comment
Schedule 9	Schedule 9 is not applicable as the application is not for building work under the Building Act
Schedule 10	Not applicable. The application did not trigger referrals under Schedule 10.
Regional Plan	Not applicable. The Torres Strait and Northern Peninsula Area Regional Plan 2009-2029 is not a statutory plan.
State Planning Policy, part E	A review of the current version of the SPP (July 2017) and assessment benchmark mapping applicable to Part E has determined that the state interests are reflected in the Planning Scheme and no additional assessment provisions in the current SPP (Part E) or updated mapping are applicable requiring further assessment against the SPP.
Temporary State Planning Policy	There are no Temporary State Planning Policies.
Local Government Infrastructure Plan (LGIP)	This matter is addressed in a separate section of this report.
Any development approval for, and any lawful use of the premises, or adjacent premises	Refer section 3.0 of the report.
The common material	All the material received about the application has been assessed and has informed the recommendation of this report.

6.1 TORRES SHIRE PLANNING SCHEME 2022

6.1.1 Land Use Zone

The subject site is located within the Low-Medium Density Residential Zone.

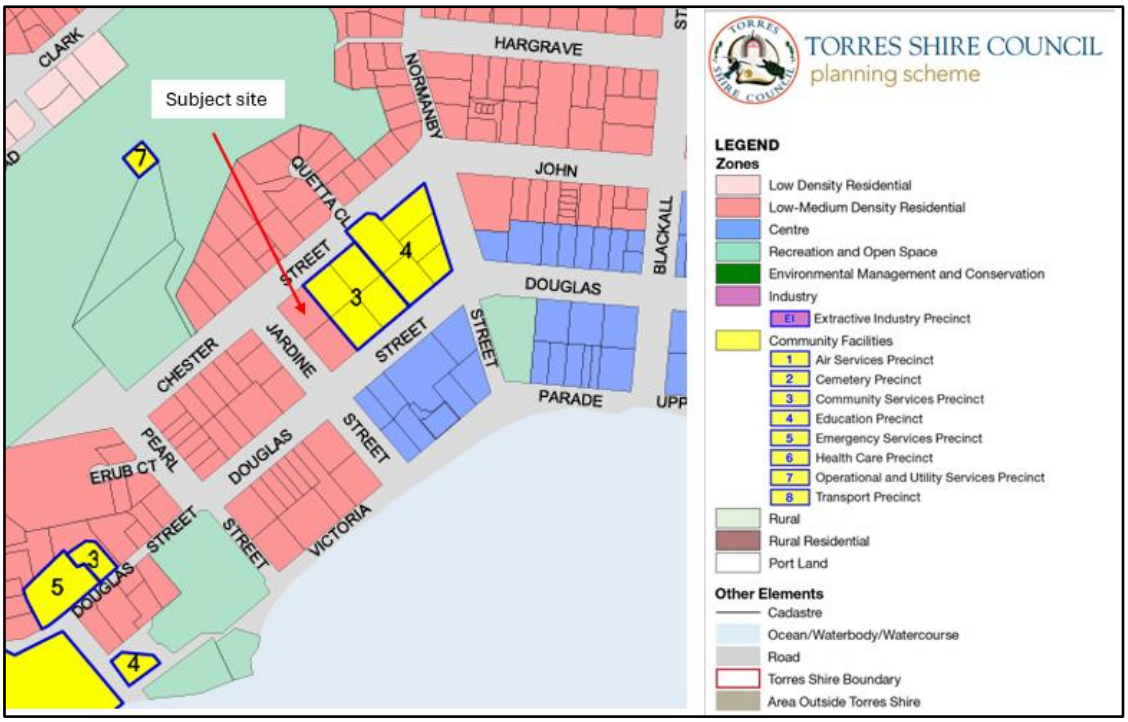


FIGURE 3: Extract of zoning map (Torres Shire Planning Scheme 2022)

6.1.2 Category of Development and Assessment

In accordance with the relevant categorisation tables, the category of development and assessment and applicable assessment benchmarks are identified in Table 3 below.

TABLE 3 – PLANNING SCHEME PROVISIONS (Part 3 Categorisation Tables)

Zone or Overlay	Category of Development and Assessment	Applicable Assessment benchmarks – Standard Outcomes
Low-medium density residential zone	Code Assessable	Low-medium residential zone Reconfiguring a Lot Works, Services and Infrastructure
Airport Environs oOverlay	No change to level of assessment	Airport Environs Overlay
Flood hazard overlay	No change to level of assessment	Flood Hazard Overlay
Potential and Actual Acid Sulfate Soils overlay	No change to level of assessment	Potential and Actual Acid Sulphate Soils Overlay

6.1.3 Assessment Benchmarks – Standard Outcomes

A summary of compliance with the applicable standard outcomes of the relevant assessment benchmarks are identified in Table 4 below.

TABLE 4 – ASSESSMENT BENCHMARKS

Low-Medium Density Residential Zone	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
SO1-SO3, SO5-SO9	n/a	Reconfiguring a lot only, no new building proposed as part of this application.
Boundary setback (SO4)	✓	The applicant confirmed the highset dwelling (relocated dwelling) achieves a setback of approximately 2.5m from the new lot boundary, compliant with the required 2m setback for a dwelling between 4.5m and 7.5m in height and the original dwellings on proposed lot 411 achieve the required 1.5m setback. The awning on the lowset dwelling fronting Jardine Street may encroach within the boundary. No concerns are raised to the minor encroachment and advice clause to be included in approval.
SO10-SO11	n/a	Reconfiguring a lot only, landscaping and fencing not applicable.
Minimum lot size and frontage (SO12, SO13)	✓	Proposed lot sizes of 1,082m² (proposed lot 411) and 941m² (proposed lot 412) comply with the minimum lot size of 450m². Both lot frontages are greater than minimum frontage width of 15m.
SO14	n/a	Site is not identified as former mining activity

Reconfiguring a Lot	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
SO1	n/a	Lot included in one land use zone
Infrastructure SO2	✓	The applicant has demonstrated that services for the dual occupancy on proposed lot 411 and the dwelling house on lot 412 are wholly contained within proposed lot.
Access easement SO3	✓	An access easement is not required.
Setbacks SO4	✓	Refer boundary setback assessment in zone code assessment above.
Rear lot SO5	n/a	
Access handle SO6, SO7	n/a	
SO8 – new road	n/a	Does not involve creation of new road
Subdivision design SO9	✓	Proposed lot boundary consistent with the original approval that was not acted on, resulting in one dwelling on one lot and the original dual occupancy on the second lot. All services are in place, including the boundary fence between the two lots.

Works, Services and Infrastructure	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
Water supply and sewerage SO1 and SO2	✓	Two existing water and sewerage connections are in place located along the Jardine Street frontage. One

		connection servicing the dual occupancy and a separate connection for the dwelling house.
Stormwater SO3 – SO5, SO13	✓	No change. Stormwater can be directed to a lawful point of discharge, either Jardine Street or the watercourse to the rear.
Electricity and Telecommunications SO6 and SO 7	✓	No change. Dwelling house has a separate connection to the dual occupancy dwellings.
Infrastructure SO8	✓	Can comply – condition of approval. Standard condition regarding no damage to existing infrastructure.
Infrastructure SO11 and SO12	n/a	No public infrastructure proposed.
Amenity (Lighting and screening) SO9 and SO10	n/a	Reconfiguring a Lot application only

Airport Environs	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
SO1- SO12	n/a	Reconfiguring a Lot application only – proposal does not involve an application for land use that involves lighting, building height or land use that attracts wildlife.

Flood Hazard	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
SO2, SO4	✓	No change to existing buildings. Buildings suitably setback from the watercourse.

Potential and Actual Acid Sulphate Soils	Compliance ✓ / ✕ / na	Standard Outcome Compliance Assessment
SO1	n/a	Extent of excavation will not disturb potential or actual acid sulphate soils.

6.2 Relevant Matters

There are no relevant matters to take into consideration.

7.0 REFERRALS

7.1 State Assessment Referral Agency

The application did not trigger a referral.

8.0 SUBMISSIONS

The proposed development application was subject to code assessment and statutory public notification was not required.

9.0 LGIP AND INFRASTRUCTURE CHARGES

The subject site is located within the Priority Infrastructure Area (PIA) and is not affected by mapped trunk infrastructure in the Local Government Infrastructure Plan (LGIP).

In accordance with the *Torres Shire Council Charges Resolution (No.1) 2022* the Infrastructure Charge for the proposed development is calculated to be **$30,677.65** for one additional lot.

10.0 CONCLUSION

The proposed development is considered appropriate for the subject site and this report recommends approval subject to conditions.

The following reasons for the decisions are to be included in the Notice of Decision required under section 63(5) of the *Planning Act 2016*.

(a) The proposal is compliant with the assessment benchmarks and consistent with the Torres Shire Council Planning Scheme 2022.

(b) The lot reconfiguration will correct a development staging error under an earlier approval, resulting in original dual occupancy on one lot and the relocated dwelling on the second lot.

10.6 Operational Works Program Report

File Number **BSC/Governance/ Reporting/Executive Services Report/2026**
Author: **Roger Naidoo, Executive Manager Engineering and Infrastructure**
Authoriser: **Ed Kulpa, A/ Chief Executive Officer**
Attachments: **Nil**

WORKS SUMMARY

AREA	WORKS COMPLETED
1 Roads & Drainage	Ongoing Maintenance Pothole repairs – Ring road (Normanby Street), Victoria Parade 
2 Parks & Gardens	Ongoing Maintenance. New fence and gates for parks have been delivered. Works will be carried out by the end of August.
3 Street/Park Lighting	Non-working lights reported to Ergon Faulty lights in Abednego Street reported to Ergon
4 Airport	Paving Works completed. Stage 2 to be programmed.
5 Private works	N/A
6 Boat ramps	Nothing to report
7 Plant workshop	Ongoing Servicing, Maintenance and Repairs to Council's Plant & Fleet.
8 Depot	Ongoing works
9 Waste Services	See Separate Attachment – Annual Waste Report 25/26
10 Water Supply Water Horn Island Water	Loggy Creek Dam level 91.21 %. 2200 ML. 13.68 M. Restriction Level 1. Horn Island flow meter to community 11.741 ML. Horn Island community usage 492 L/P/Day. Thursday Island flow meter to community 82.43 ML. Thursday Island community usage 690 L/P/D. Hammond Island flow meter to community 5518 KL.

<table>
<tr><td>11 Sewerage Services

Thursday Island

Horn Island</td><td>

Decant have being fixed.
Bio aeration tank needs to be drained and repaired. (to be programmed)
New Dissolved Oxygen senor yet to be installed.
Effluent tank roof to be repaired (programmed for later in the year)
Belt press now working.
On-going maintenance

Seek Funding for installation of Aeration banks
On-going maintenance</td></tr>
<tr><td>12 Festivals – Department Support</td><td>Coming of the Light
NAIDOC</td></tr>
<tr><td>13 Recreation/ Leisure/ Community infrastructure</td><td>Nil</td></tr>
<tr><td>14 Construction/ Maintenance</td><td>Ongoing Works</td></tr>
<tr><td>15 Disaster Management – support</td><td>Nil</td></tr>
<tr><td>16 Cemeteries - Maintenance</td><td>Ongoing Maintenance</td></tr>
<tr><td>17 Airport</td><td>Regular Passenger Transport Data
<table>
<tr><th></th><th>June 2026</th><th>July 2026</th><th></th></tr>
<tr><td>Number of Flights</td><td>151</td><td>156</td><td>-5</td></tr>
<tr><td>Cancelled Flights</td><td>3</td><td>3</td><td>0</td></tr>
<tr><td>Pax arrivals from Cairns</td><td>3,749</td><td>3,970</td><td>-221</td></tr>
<tr><td>Pax departing to Cairns</td><td>3,807</td><td>4,785</td><td>-978</td></tr>
<tr><td>Average Passenger per flight</td><td>50.04</td><td>56.12</td><td>-6.08</td></tr>
</table>
Overnight Parking
<table>
<tr><th>Overnight Parking</th><th>May 2026</th><th>June 2026</th><th>July 2026</th></tr>
<tr><td>Number of Aircraft</td><td>735</td><td>734</td><td>765</td></tr>
<tr><td>Torres Strait Air</td><td>137</td><td>134</td><td>134</td></tr>
<tr><td>Hinterland</td><td>91</td><td>84</td><td>88</td></tr>
<tr><td>Horizon Airways</td><td>53</td><td>71</td><td>103</td></tr>
<tr><td>Microflight</td><td>68</td><td>71</td><td>59</td></tr>
<tr><td>Cape Air Transport</td><td>135</td><td>137</td><td>136</td></tr>
</table></td></tr>
</table>

	Babcock	0	1	0
	Nautilus	0	0	3
	Coastal Rotors	57	65	52
	Remote tech	114	105	115
	Itinerants	80	66	75
18. Council Facilities and Staff Housing	• 16 Summer Street o Rails and steps replaced o Landing replaced o Screen door repaired o Floor coverings repaired in front of the hall cupboard (minor – floor coverings lifting o Bathroom repair ▪ New vanity and cupboard ▪ New floor and wall tiles ▪ Wall painted ▪ New bath and shower screen • CEO House refresh – completed o New paint throughout o Windowsills and window frame repairs in the downstairs room o Sliding door repairs o Deck repairs – in progress o New windows screens o Wall repairs o Louvre repairs o Roof and gutters cleaned o Outdoor step treads repaired and nosing attached • H.I. Stadium refurbishment – 98 per cent complete – 1 door handle, signage and a couple of taps to finish o Removal of old partitioning o Removal of old doors o Removal of old sinks o Removal of old mirrors o Removal of soap dispensers and towel holders o Installation of new partitions through out o Installation of new handbasins, towel holders and soap dispensers o Repairs to the roller door lifting chain o Replacement floor coverings in the gym and storeroom o Replacement of doors and FFE o Painting throughout completed o Minor finishings need to be addressed – estimated completion 19 June 2026 • Airport manger's house landing repair – completed o Replacement post installed o New decking installed o Additional screws used for support beams			

	• AC fitment in the ARO office – completed • TRAWQ hall refurbishment and building repairs – completed o Leaking roof in downstairs office area o Leaking roof in the ladies toilet ▪ Ceiling repairs completed o Carpet removed and installed in upstairs offices o Painting completed in the upstairs area o Reception area refurbished ▪ Walls repaired ▪ Cupboards removed ▪ New counter installed o Entry doors rehung with closers o New outside door fitted to the HR office • Airport Kiosk – air curtain replacement – completed o New architraves installed around the ceiling • Brown Donga refurbishment – completed o Roof repair o Electrical repairs o New lining on the bathroom walls and ceiling o Internal painting o New splash back on the sink o Cupboards installed above the fridge and stove o Soft spots in the floor reinforced • Airport smoking area shelters – completed • Airport Kiosk roof/ ceiling – completed • Waste treatment plant roof o Materials delivered 11/8/26 and ready to commence • Amenities for the TI Depot o All materials on island ready to commence • KBO Kiosk, change rooms and library entry o Materials on island and ready to install • AMAI Place o stainless steel table skins – and installed o Fencing received • Transfer Station offices – in progress The following work has been scoped and materials are on order • Transfer Station Drop Shed roof o Materials on order • CASA building repairs o Materials on order • Airport generator shed o Materials on order – need to check if materials have been delivered • Airport boundary fence o Materials on site ready for installation • 14 Stephen street - work commenced o Materials on site awaiting appliances and kitchens The following has been inspected with material lists in progress for ordering

	• 84A Hargrave Street – measured for materials • Loban road hall – measured for materials with some on order

AMAI Place Before



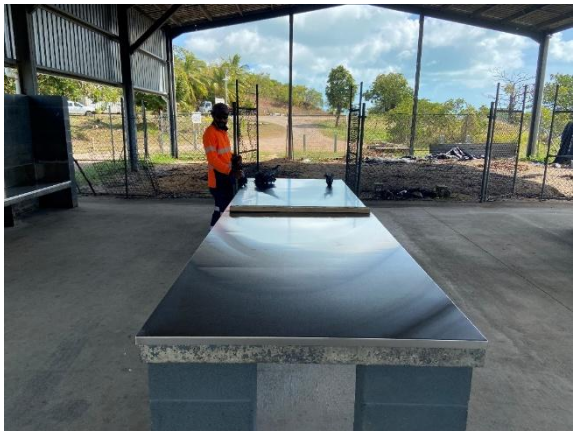




AMAI Place After









Transfer Station Containers for Change





Torres Shire Council Annual Waste Report – Financial Year 20/26

This financial year has been very productive with the increase in the amount of containers being delivered to the transfer station and the roll out of a processing area on Horn Island, WH&S improvements and new buildings close to finalisation.
The outlook and challenges listed for the 2024 to 2025 financial year which has been listed below.

- POW waste transportation solution finalisation
- New transfer station building construction finalised
- Landfill management with improved plant and machinery utilisation
- Scrap metal recycling solution commencement with movement of material off island
- Export of remaining gas bottles and fire extinguishers at the Thursday Island Transfer station
- Improvement of off Island disposal of waste oil and batteries

Did we get there?

POW Waste Transport

POW transportation is partially completed with a logistics plan that is currently in place. For the month of June FNQ Logistics were engaged to transport the small back loading compactor truck to POW. Due to the age and the condition of the truck Council was unable to continue utilising FNQ Logistic as a larger barge was needed to transport other Council assets across for rubbish collection. Strait Barging has been engaged to undertake that work.

New Transfer Station Building

Installation of the transfer station office has commenced this month (July 2026), of the removal and installation of footings for the new building and the expected completion time for the building to be on the footings will be Monday, 20 July 2026 and fit out completed by Wednesday 22 July 2026. An additional office in the Containers for Change shed will be installed as well with the same completion times.

Landfill Management

Landfill management with improved plant and machinery utilisation little progress has been achieved in this area where there have been some contributing factors effecting outcomes. Staffing level on the site is limited to one staff member that is allocated to the site on a part time basis. Machinery repairs have limited the ability to perform appropriate compaction rates where the utilisation of machines on site that are not effective. The compactor on site has been broken down since August 2025. Arrangements for repair were made but no progress was made. The current site needs major infrastructure such as lunchroom, amenities and weighbridge installation. This will allow staff to have breaks on site. Requests to move the weighbridge at the quarry were made however there was no movement to remove ready to install at the landfill.

Scrap Metal Recycling Project

Scrap metal recycling has progressed with the removal of community cars, baling scrap metal at the landfill and cleaning up some of the area to allow more material to be stockpiled. A process has been set up for the batteries at the transfer stations and the landfill to be sent back to Cairns where Council is paid for the disposal of the end-of-life lead acid batteries. A total of 10.8 tonne of batteries have been sent to SIMMS in Cairns providing a payment of $6,881.64 to council. Additional sorting of aluminium, copper, brass, stainless steel has commenced to increase the revenue raised in this space. Staff need to be trained in degassing fridges and air conditioners for disposal as there is current risk to Council due to risk of puncturing and releasing Ozone depleting gas when handling these items for transport to Horn Island.

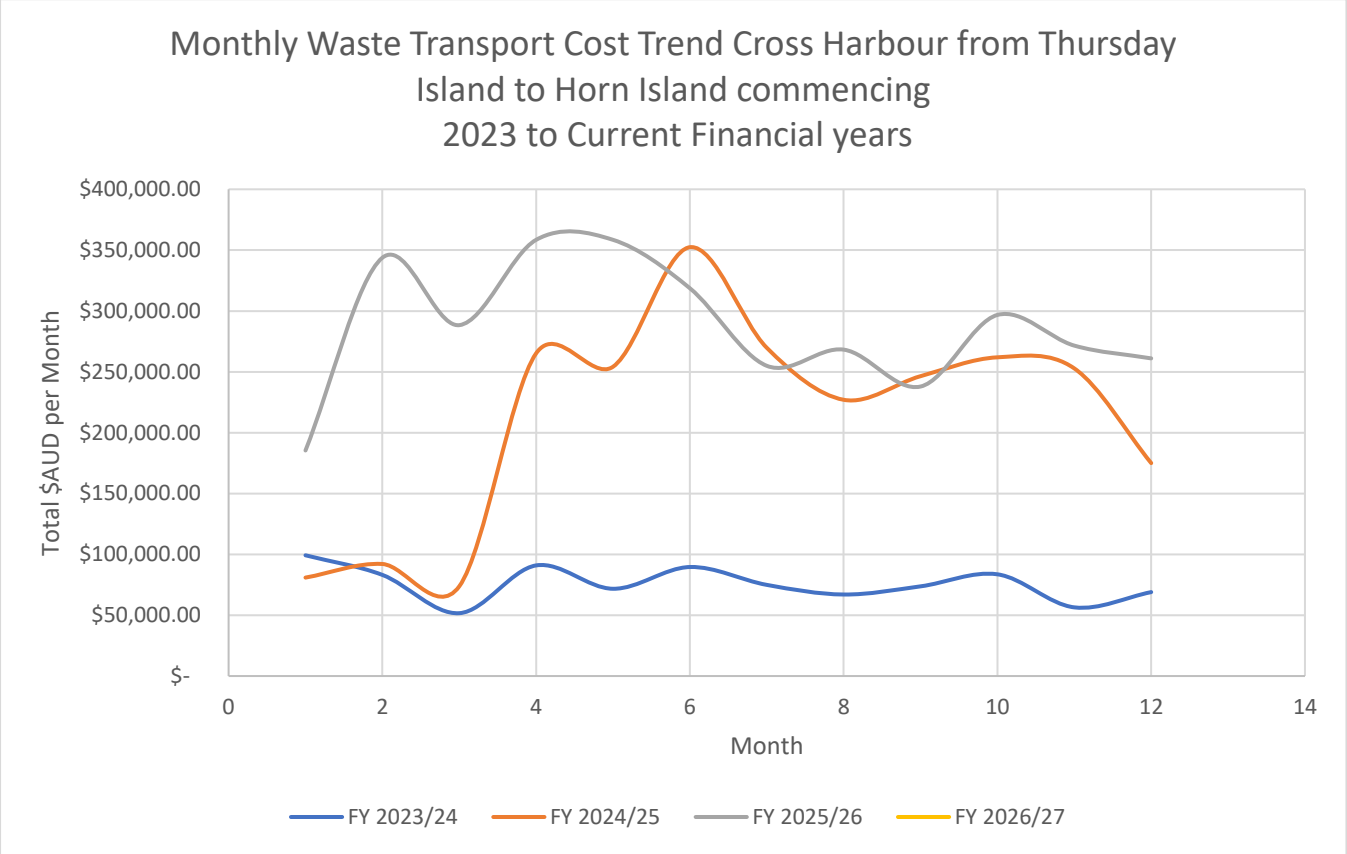
Export of Diverted Waste Items

The export of all the gas bottles and fire extinguishers was completed in March 2026. Arrangements with the gas suppliers in the area need to accept this type of material as they are assets of BOC and ELGAS. The fire extinguishers are only accepted from members of the public not contractors due to the cost associated with disposal.

Export of Waste Oil and Batteries

Waste oil has been exported from Horn and Thursday Island to Cairns where D.R. Lavis accept the end-of-life cooking and motor oil free of charge. Historically Cleanaway collected for a fee for disposal. At the end of 2025 Council purchased suitable waste oil transportation vessels to remove waste oil from Horn Island and Thursday Island'.
An agreement was set up with SIMMS metal management in Cairns this financial year to accept End of Life lead acid batteries and other non-ferrous metals, benefiting Council. SIMMS now accepts

these products from Torres Shire Council at the rates listed for scrap metals on the London Metal Exchange rate. The total amounts of exported products are listed in the below table.



The annual percentage of cost for each year is shown in the following table

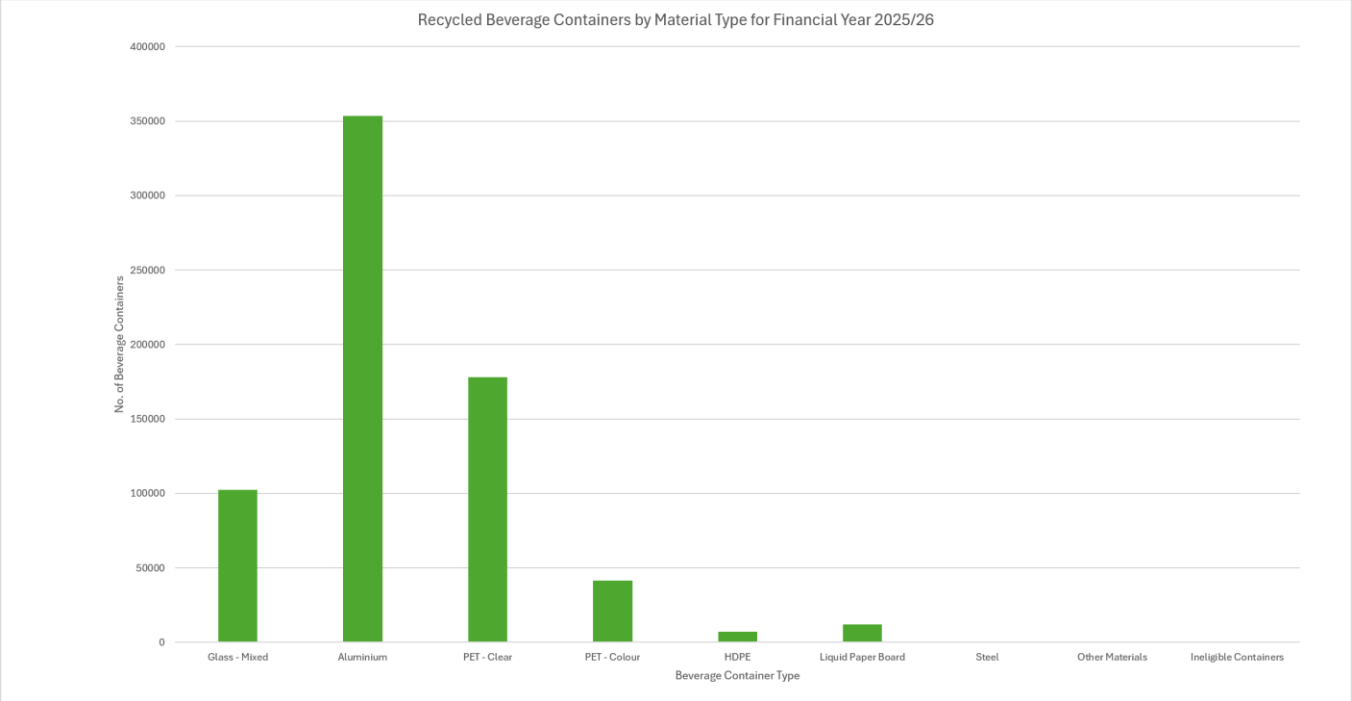
	Financial Year Cost percentages		
	2023	***2024***	***2025***
Cross Harbour bin Movements	80.80%	86.48%	86.61%
Green Waste Removal from Transfer Station to Quarry	3.37%	1.68%	1.85%
Horn Island Bin movements	5.92%	1.93%	1.63%

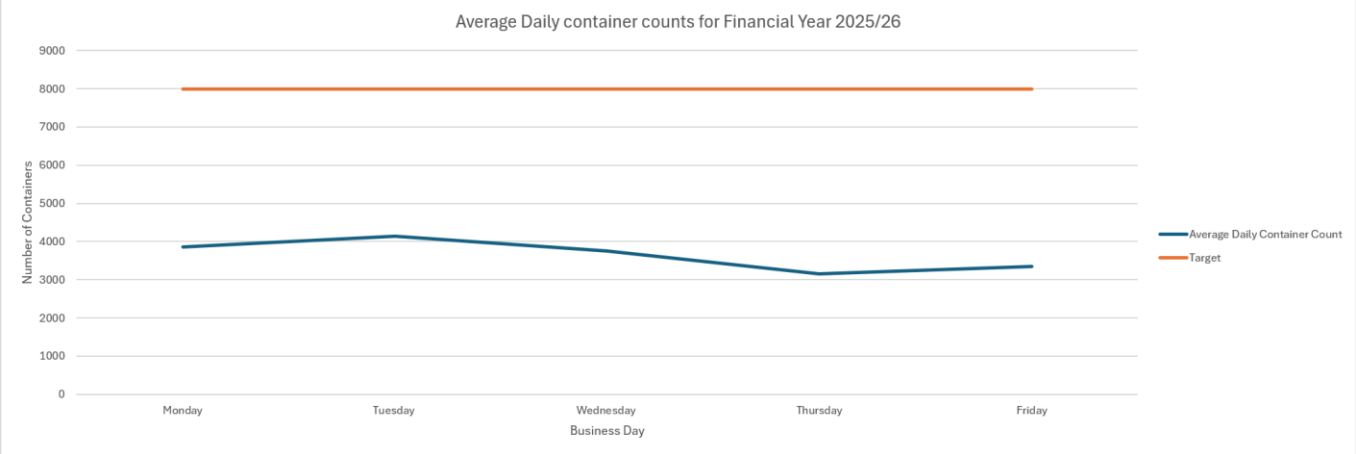
Material exported back to Cairns for disposal

Material	***Amount***	***Unit***
Cooking oil	2,000	Litres
Motor Oil	11,000	Litres
Lead Acid Batteries	10.8	tonnes
Elgas bottles	110	each
BOC Bottles	8	each
Fire Extinguishers	46	each
Refrigerant	6	each

Containers for Change

This financial year the program reached 1,000,000 container milestone. Since the introduction eighteen months ago the program has delivered over $100,000 dollars back into the community members pockets just on containers collected from the public. Additional benefits include over 45 tonnes of recyclables being sent back to the mainland for processing.
The 1 million container milestone resulting in the COEX Small Operator of the Year award for the efforts of the team that contributed to the success of the program. Development of this business unit to reach a minimum of 40,000 containers a week and staff to support will allow the program to be self funding.
The graphs below show the breakdown of packaging types for the financial year





Outlook and Challenges for financial year 2026 - 2027

- Landfill construction tender release and engagement for commencement April 2027
- Finalisation of new offices
- Landfill infrastructure improvements – weighbridge, office and amenities
- Roll out of new Waste Recording software

- Official opening of the Containers for Change Shed
- Additional signage for the transfer station on pricing
- Landfill improvements
- Containers for Change Shed flow and handling improvements
- Repair of the drop shed roof
- Commencement of the extension of the shed for additional recycling area
- Implementation of small battery recycling pilot

2025 -2026 Financial Year Achievements – Photos

Landfill Metal Waste Baling

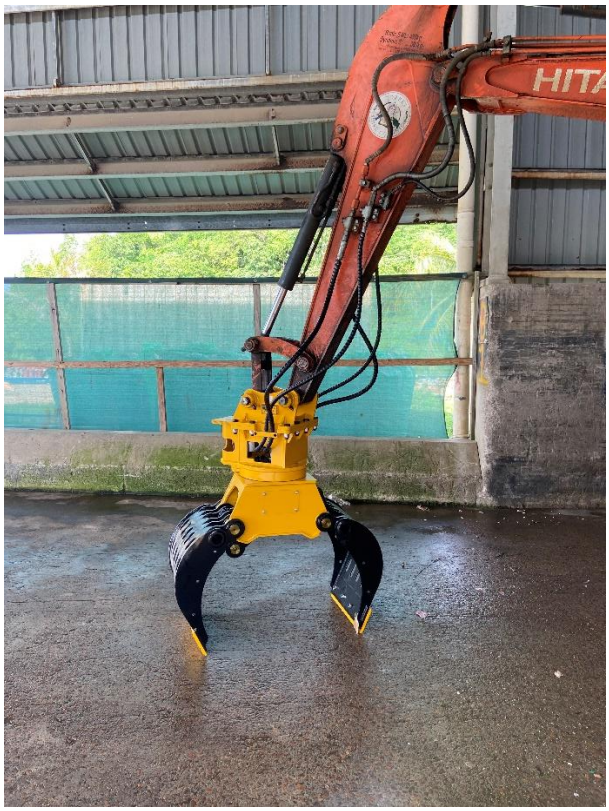








New machine attachment



New concrete barriers for the transfer station grade separation



Oil Vessels for waste oil transportation



Gas bottle and fire extinguishers being prepared for transport




MAXIMUM STACK 4 HIGH
SWL 1000 KG PER UNIT



Containers for Change

Horn Island
Horn Island Transfer Station and depot


CONTAINERS FOR CHANGE
CASH IN YOUR 10c CONTAINERS
PULL OPEN
PULL OPEN


CONTAINERS FOR CHANGE
CONTAINERS FOR CHANGE
CONTAINERS FOR CHANGE
CONTAINERS FOR CHANGE
CONTA
FOR CHANG
Return your containe
10c refund or donate it to a


572 337 4
22R1
572 337 4
22R1

Thursday Island






TORRES SHIRE COUNCIL
TRANSFER STATION
CONTAINERS FOR CHANGE


TSC
TSC
CONTAINERS
TOYOTA

10.7 Council Submission for the Cape York Regional Plan revision

File Name	**BSC/Governance/ Reporting/ Executive Service Reports/ 2026**
Author	**Sophie Gadaloff, Strategic Planner, Office of CEO**
Authoriser	**Ed Kulpa, Acting Chief Executive Officer**
Attachments	**A) Supplementary Material Regional Plan Context**
	B) Supplementary Material Regional Plan Local Government Narrative

BACKGROUND

State Government's Cape York Regional Plan Review is progressing with defined focus areas across housing, economy, infrastructure, and land use.

(See attached supplementary material for further context and background on regional plans and the Cape York Regional Plan focus areas provided by State).

To date, Torres Shire Council has indicated in principle support for inclusion prior to a formal endorsement. State has requested local government input through meetings with operational staff, an in-person meeting with Mayor and Deputy Mayor in Cairns in May, and preparation and submission of a Local Government Narrative statement describing the Shire.

State has indicated they will arrange meeting with Council in the following weeks to discuss key elements of the draft regional plan as a whole, prior to finalising the draft plan for review and feedback. They have yet to indicate what level of Council representation will be invited to this meeting or when it will be.

State has requested:

Council provides representative photography of the Shire region for inclusion in the plan.
To ensure that all the local government narratives in the plan are concise and consistent in length and format across the region, they have returned the narrative to Council requesting further edits to reduce the submission to a 1-1.5-page length statement due for submission 31 August 2026. The Strategic Planner and Acting CEO have completed this request.

MATTERS FOR DISCUSSION AND DECISION

Review the attached edited Local Government Narrative to provide feedback *ORDINARY MEETING August 2026_Meeting Agenda Update Strategic Planning Supplementary Material Regional Plan Local Government Narrative.docx*

LINK TO CORPORATE PLAN

Our Community:
1.1 Our Region (LEAD). Council is a partner in the determination of significant regional issues.

- *Engage with Regional, Local, State and Federal Bodies to deliver the community aspiration*

1.2 Our Strong Community Advocacy (LEAD). Community has access to affordable and appropriate housing.

- *Implement Council's affordable housing program*
- *Lobby to improve levels of home ownership and affordable rental*

- *Lobby State and Federal Government's to support further housing development to address housing need*

LEGAL IMPLICATIONS (STATUTORY, BASIS, LEGAL RISK)

Torres Shire Council Local Law No. 1 (Administration) 2013

POLICY IMPLICATIONS

- Affordable housing supply
- Supports Horn Island Housing Growth Master Plan
- Influences next Major Amendment to Planning Scheme.

FINANCIAL AND RESOURCE IMPLICATIONS (BUDGETARY)

Budget allocation: Influences future grant funding applications for projects and infrastructure.

RECOMMENDATION

It is recommended that Council:

- Provides suggestions for imagery to be included and endorses new imagery captured by a local photographer if required
- Reviews edited Local Government Narrative and submit the finalised statement to the State for inclusion into the Cape York Regional Plan
- Prepares a formal letter endorsing inclusion in the Cape Yor Regional Plan.

11. LATE ITEMS

11.1 Late Report: Strategic Planning _QGSO 2025 Population Projections Release

12. CONFIDENTIAL REPORTS

12.1 In Committee – In Committee – Consideration of Request for Road Reserve Purchase 67 Summer Street

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

12.2 In Committee – Ken Brown Oval Lighting Upgrade

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

12.3 In Committee – Procurement and Installation of a new HS10080EDX-2 Checked Baggage Screening (CBS) X-ray machine for Horn Island Airport

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

12.4 In Committee – Torres Shire Council Insurance Renewal 2026-27

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

12.5 In Committee – Thursday Island Stadium Flooring Decision

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

12.6 In Committee – Subject: Kaurareg People #2 (QUD10/2019) and Kaurareg People #3 (QUD24/2019)

This item is classified CONFIDENTIAL under the provisions of clause 254J(3)(e) of the Local

Government Regulation 2012, which permits the meeting to be closed to the public for business relating to legal advice obtained by the local government or legal proceedings involving the local government including, for example, legal proceedings that may be taken by or against the local government.

12.7 In Committee – Update Strategic Planning Housing Forum outcomes

This matter is considered to be confidential under s.254J(3)(g) of the *Local Government Regulations 2012*, and the Council is satisfied that the discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with negotiations relating to a commercial matter involving the Local Government for which a public discussion would be likely to prejudice the interests of the Local Government.

13. GENERAL BUSINESS


Cash Position YTD 31 July 2026
Net Cash Balance
Unrestricted Cash
35,000,000
30,000,000
25,000,000
20,000,000
15,000,000
10,000,000
5,000,000
0
$31,635,967
$132,532
$0
$0
$0
$0 $0
$0 $0
$0 $0
$0 $0
$0 $0
$0 $0
$0
$0 $0
$0 $0
Jul-26
Aug-26
Sep-26
Oct-26
Nov-26
Dec-26
Jan-27
Feb-27
Mar-27
Apr-27
May-27
Jun-27


Airport Income and Expenditure incl Investment - July 2026
500,000
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
-
Jul-26
Aug-26
Sep-26
Oct-26
Nov-26
Dec-26
Jan-27
Feb-27
Mar-27
Apr-27
May-27
Jun-27
Total Income
Total Operating Expenditure
Depn
Net Surplus / (Deficit)

TORRES SHIRE COUNCIL

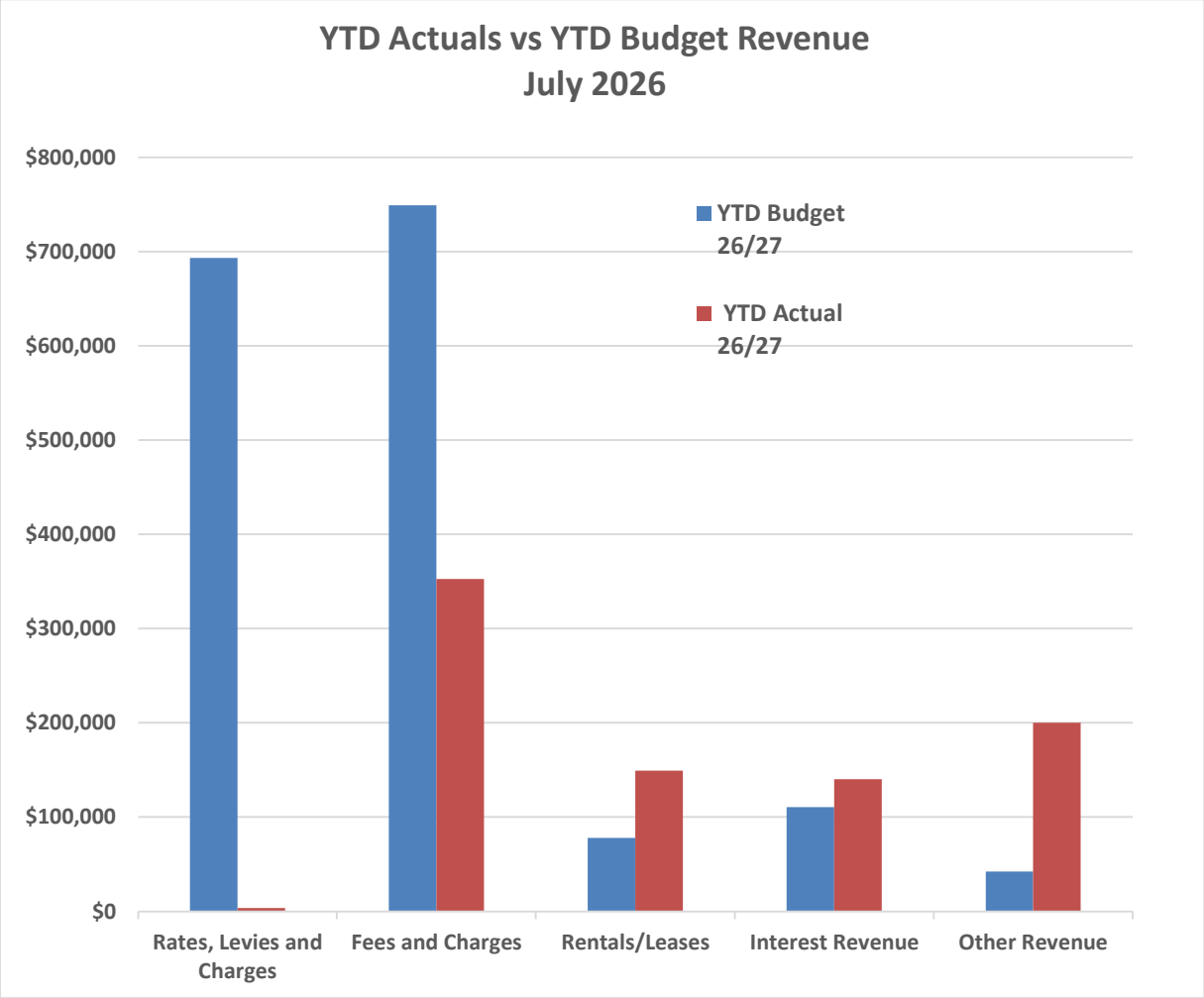
STATEMENT OF COMPREHENSIVE INCOME

For the period ended 31 July 2026

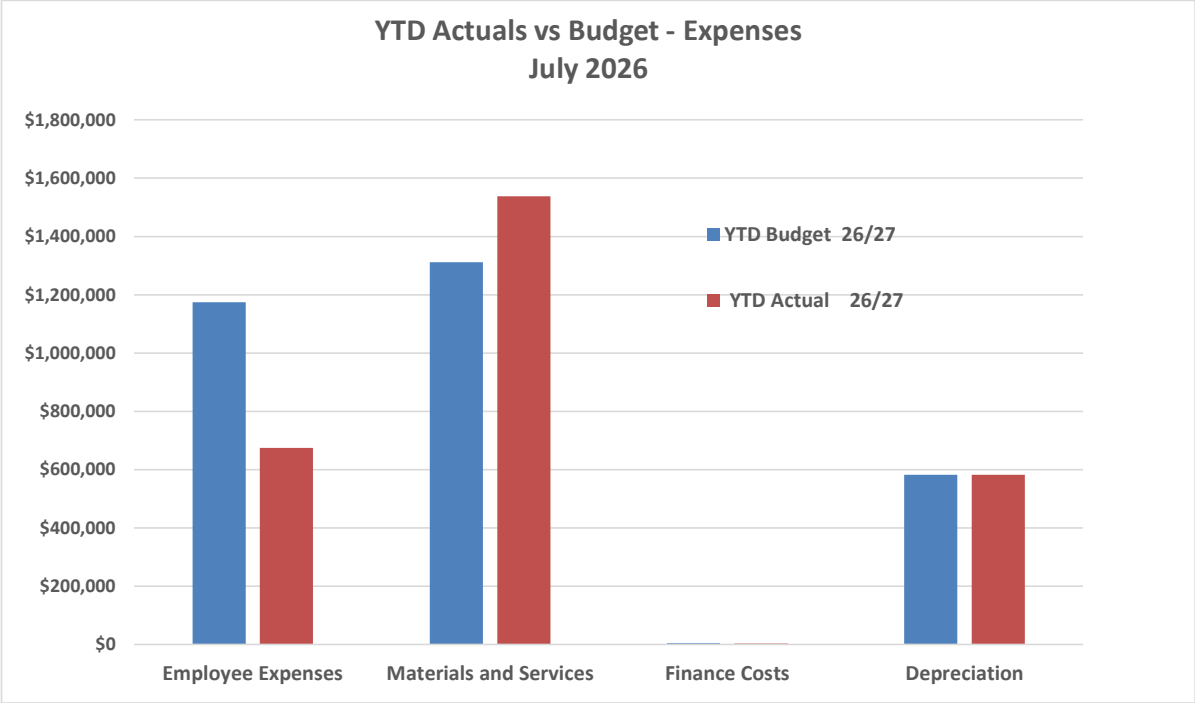
Subject to Accrual and Final Audit

	YTD Actual 26/27	Annual Budget to June 2027	YTD Budget 26/27
Income			
Rates, Levies and Charges	$ 3,565	$ 8,317,346	$ 693,112
Fees and Charges	$ 352,683	$ 8,987,241	$ 748,937
Rentals/Leases	$ 149,380	$ 936,380	$ 78,032
Interest Revenue	$ 140,142	$ 1,327,765	$ 110,647
Other Revenue	$ 200,158	$ 508,677	$ 42,390
Operating Grants/Subsidies	$ 81,984	$ 11,015,522	$ 917,960
Total Operating Income	**$ 927,912**	**$ 31,092,931**	**$ 2,591,078**
Capital Revenue			
Grants, subsidies, contributions and donations	$ 1,280,917	$ 13,031,000	$ 1,085,917
Total Income	**$ 2,208,829**	**$ 44,123,931**	**$ 3,676,994**
Operating Expenditure			
Employee Expenses	$ 675,021	$ 14,097,927	$ 1,174,827
Materials and Services	$ 1,538,143	$ 15,747,078	$ 1,312,257
Finance Costs	$ 4,406	$ 55,260	$ 4,605
Depreciation	$ 582,062	$ 6,984,081	$ 582,007
Total Operating expenditure	**$ 2,799,632**	**$ 36,884,346**	**$ 3,073,696**
Operating Result	**$ (1,871,720)**	**-$ 5,791,415**	**-$ 482,618**
Net Surplus/(Deficit)	**$ (590,804)**	**$ 7,239,585**	**$ 603,299**

TORRES SHIRE COUNCIL



TORRES SHIRE COUNCIL



TORRES SHIRE COUNCIL

STATEMENT OF FINANCIAL POSITION

as at 31 July 2026

Subject to Accrual and Final Audit

	Actual Balance 26/27	Original Budget 30 June 2027
Current Assets		
Cash & cash equivalents	$ 31,635,967	$ 18,586,245
Trade & other receivables	$ 7,056,082	$ 7,350,840
Inventory	$ 727,752	$ 1,178,834
Total Current Assets	**$ 39,419,801**	**$ 27,115,919**
Non Current Assets		
Property, plant & equipment	$ 245,995,764	$ 263,273,147
Right of use assets/other LT assets	$ 151,789	$ 447,627
Total Non Current Assets	**$ 246,147,553**	**$ 263,720,774**
Total Assets	**$ 285,567,354**	**$ 290,836,693**
Current Liabilities		
Trade & other payables	$ (777,811)	$ 1,839,564
Contract liabilities	$ 10,108,847	$ 10,029,265
Provisions	$ 1,858,458	$ 742,728
Total Current Liabilities	**$ 11,189,494**	**$ 12,611,558**
Non Current Liabilities		
NC Lease Liabilities	$ 79,262	$ 10,650
NC Provision	$ 1,261,179	$ 1,247,886
Total Non Current Liabilities	**$ 1,340,441**	**$ 1,258,536**
Total Liabilities	**$ 12,529,935**	**$ 13,870,093**
Net Assets	**$ 273,037,420**	**$ 276,966,600**
Equity		
Asset Revaluation Surplus	$ 133,464,508	$ 136,515,185
Accumulated Surplus/Deficit	$ 139,572,912	$ 140,451,415
Total Equity	**$ 273,037,420**	**$ 276,966,600**

TI CYCLEWAY STAGE 4

10°35'4"S 142°12'40"E

10°35'4"S 142°12'54"E



10°35'19"S 142°12'40"E

10°35'19"S 142°12'54"E

A product of Queensland Globe



Legend located on next page

N

0 25 metres

Scale: 1:1500

Printed at: A3

Print date: 7/8/2026

Not suitable for accurate measurement.

Projection: Web Mercator EPSG 102100 (3857)

For more information, visit https://qldglobe.information.qld.gov.au/help-info/Contact-us.html

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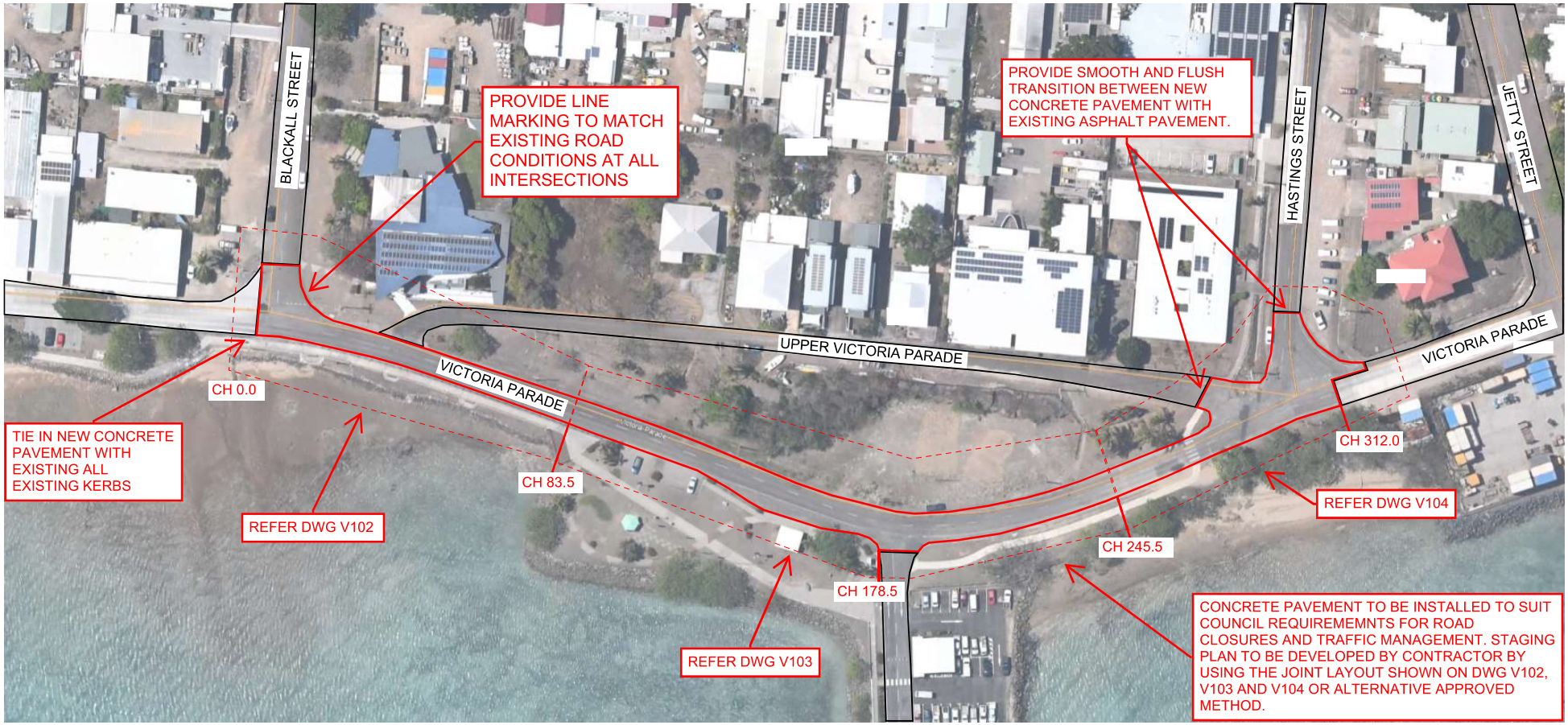
Queensland Government

Department of Natural Resources and Mines, Manufacturing, and Regional and Rural Development



LOCALITY PLAN - QLD GLOBE 2026

No.	DESCRIPTION	DATE	INITIALS	RPEQ NO.
B	ISSUE FOR TENDER	17/06/2026	S.H	8938

REVISIONS

TORRES SHIRE COUNCIL

SLH PROJECTS

Project: TSC TI ROAD UPGRADES 2025

Title: VICTORIA PARADE LOCALITY PLAN

DWG No.	Rev	SCALE	DATE	DRAWN
V101	B	Not to scale	17/06/2026	GC

N



LOCALITY PLAN - 24-10-2025

No.	DESCRIPTION	DATE	INITIALS	RPEQ NO.
0	ISSUED FOR CONSTRUCTION	26/04/2026	S.H	8938

REVISIONS

TORRES SHIRE COUNCIL

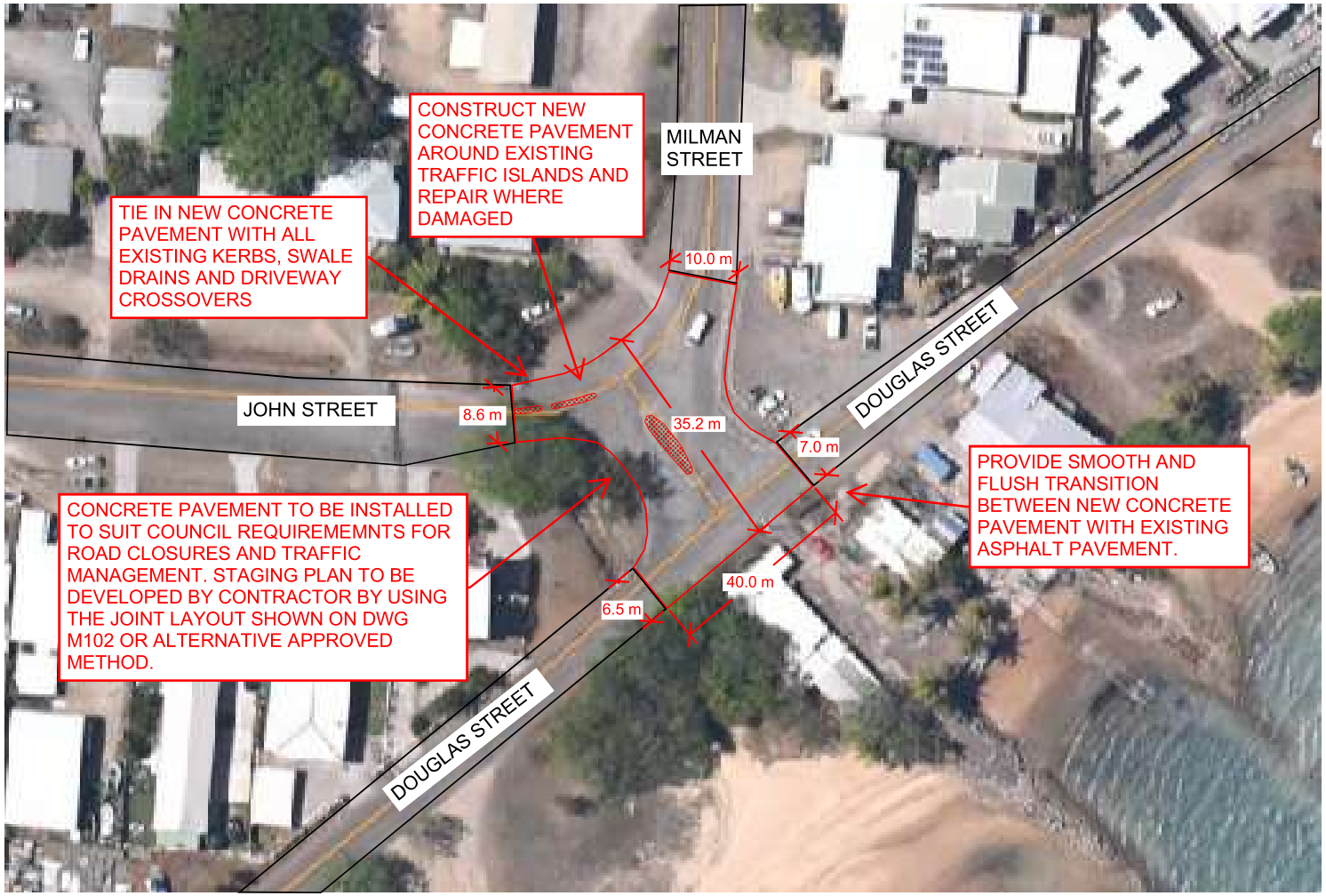
SLH PROJECTS

Project: TSC TI ROAD UPGRADES 2025

Title: ERUB COURT LOCALITY PLAN

DWG No.	Rev	SCALE	DATE	DRAWN
E101	0	Not to scale	26/04/2026	GC

N



LOCALITY PLAN - QLD GLOBE 2026

No.	DESCRIPTION	DATE	INITIALS	RPEQ NO.
B	ISSUE FOR TENDER	08/06/2026	S.H	8938

REVISIONS

TORRES SHIRE COUNCIL

SLH PROJECTS

Project: TSC TI ROAD UPGRADES 2025

Title: MILMAN STREET LOCALITY PLAN

DWG No.	Rev	SCALE	DATE	DRAWN
M101	B	Not to scale	08/06/2026	GC

ALL LOTS, EASEMENTS, DIMENSIONS & AREAS ARE SUBJECT TO FINAL SURVEY.



IMPORTANT NOTE

This plan was prepared as a concept plan only and accuracy of all aspects of the plan have not been verified.
All lots, areas and dimensions are approximate only, Subject to relevant studies, Survey, Engineering and Government approvals.
No reliance should be placed on the plan and RPS AAP Consulting Pty Ltd accepts no responsibility for any loss or damage suffered howsoever arising to any person who may use or rely on this plan.

DNRM DCDB. DNRM AERIAL PHOTOGRAPHY.

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The aerial photography used in this plan has not been rectified. The image has been overlaid as a best fit on the boundaries shown and position is approximate only.
Photography publish date: 2024
© State of Queensland (Department of Resources)

Sewer (House) from client
Sewer (Council) from records

0 4 8 12 16 20
metres

SCALE 1:800 IS APPLICABLE ONLY TO THE ORIGINAL SHEET SIZE. (A3)

RPS CLIENT MANAGER		SURVEYED
Ian Doust		
COMPILED		CAD REF
ID		458780-1.dwg DP158823 Assumed
SHEET SIZE	SHEET 1 OF SHEETS 1	
A3		

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A TETRA TECH COMPANY

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Ray Cousins

Proposed Reconfiguration
creating Lots 411 & 412
Chester & Jardine St Thursday Island
Cancelling Lot 411 T2071

SCALE	DATE	DRAWING NO.	ISSUE
1:400	25-06-2026	458780-1	

REGIONAL PLANS CONTEXT

Regional planning guides how the State plans growth and investment over the long term. The Queensland Government prepares statutory regional plans to direct housing supply, infrastructure investment, economic development and environmental protection. Figure 1 below maps the current planning framework and where regional plans sit in the structure.

These plans set a 20 - 30 year direction and inform decisions across multiple agencies. They:

- guide State infrastructure funding
- influence housing delivery programs
- establish land use priorities.

For Torres Shire, regional planning is where future State decisions on housing, infrastructure, and resilience begin. It is the primary mechanism used to align long-term investment. Council engagement is necessary. Regional plans shape decisions well before projects are funded. If local priorities are not clearly represented:

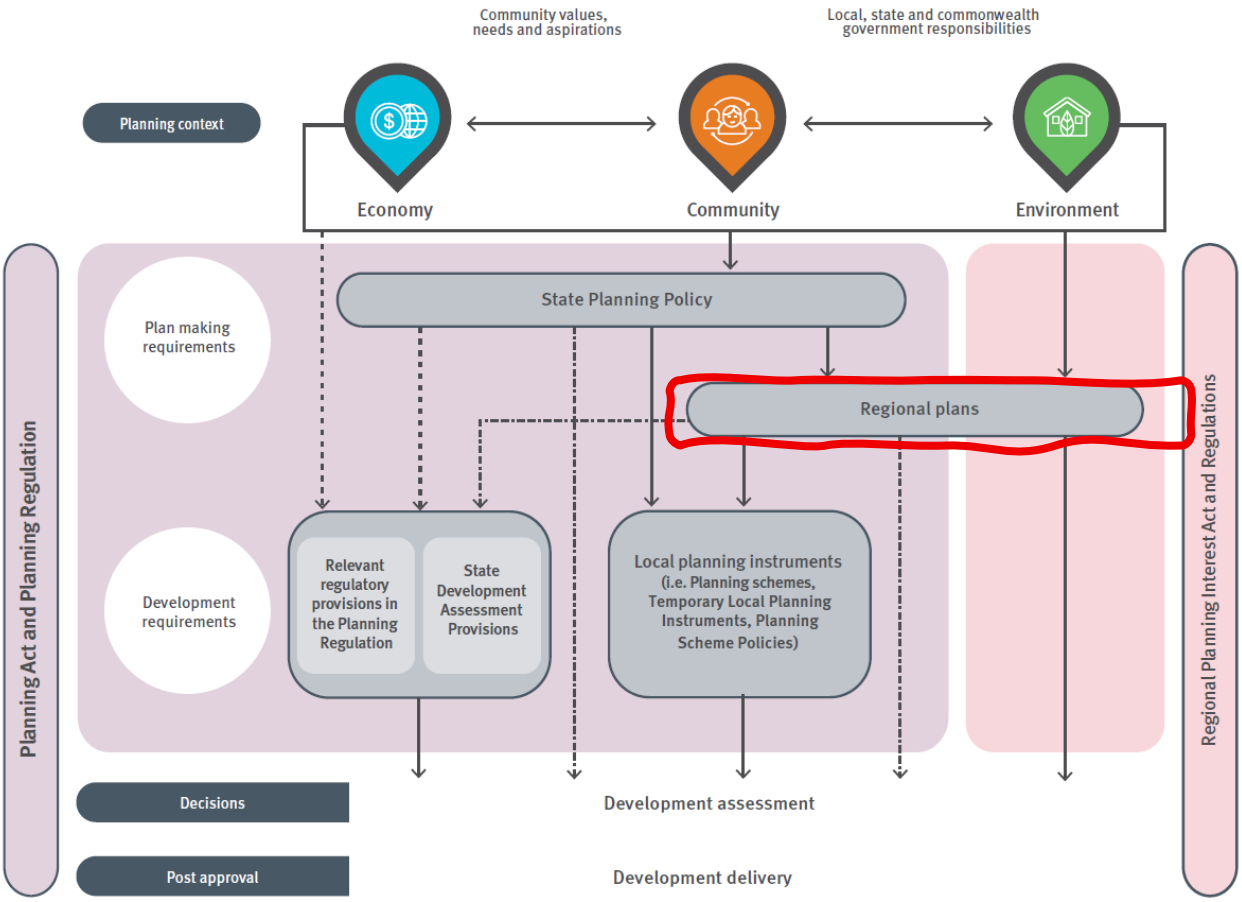
- freight and supply chain constraints may be overlooked
- housing targets may not align with infrastructure capacity
- climate risks may be understated
- State investment may not align with local master planning

Regional plans also form a shared evidence base across government. Active participation allows Council to:

- align Horn Island and broader island planning with State priorities
- strengthen funding advocacy
- ensure policy settings reflect island conditions and community needs

Once adopted, regional plans guide multiple agencies and investment decisions over time.

Figure 1 Current Queensland Planning Framework and where Regional Plans fit. (Source: North Queensland Regional Plan 2020).



CAPE YORK REGIONAL PLAN REVIEW – FOCUS AREAS

Below is a summary of a four-page discussion paper provided by State. This is a descriptive discussion paper outlining the Regional Plan's focus areas and is not representative of the final Regional Plan's outcomes. With strong advocacy and engagement from Council we can influence the Plan's development.

The review establishes a framework for long-term land use, infrastructure, and economic development across Cape York and the Torres Strait.

Housing Supply

Housing demand is constrained by limited land availability, tenure complexity, high construction costs, and reliance on government-managed housing. The review will consider land release, Priority Living Areas, and alignment with State funding programs.

Agriculture

Agriculture remains a stable contributor to employment. Growth is limited by climate

conditions, soil quality, biosecurity risks, and distance to markets. Policy work will consider land protection, diversification, and local food production.

Tourism

Tourism is based on natural and cultural assets. Opportunities exist in eco-tourism and First Nations-led enterprises. Growth is limited by access, infrastructure, and seasonal conditions.

Mining and Extractive Resources

Mining is a major regional employer. Planning must balance resource development with environmental values, Native Title requirements, and settlement planning.

Development and Construction

There is increasing interest in new industries, including defence, data infrastructure, and space-related activity. Planning will focus on enabling land use and supporting economic diversification.

Infrastructure

Infrastructure delivery is affected by cost, remoteness, and workforce constraints. Priority areas include:

- energy systems, often reliant on diesel generation
- ageing water infrastructure
- transport networks, including ports, airports, and the Peninsula Developmental Road
- digital connectivity
- social infrastructure linked to housing and growth

The Infrastructure Plan will identify region-shaping investments and longer-term priorities.

Local Government Profiles

For use by councils

Unique Characteristics

Located in the northernmost part of Queensland, Torres Shire Council sits between Cape York and Papua New Guinea. Council delivers services across interconnected communities on Waibene (Thursday Island), Ngurapai (Horn Island) and Muralag (Prince of Wales Island), the homelands of Kaurareg Nation.

The Shire's iconic turquoise waters are a 'Blue Highway' shaping movement, access and daily life. Limited land and complex tenure conditions concentrate population on Waibene and Ngurupai. The built form is low-rise and climate-responsive, with a strong focus on walkability and access to the waterfront, with streets shaded by mango trees and beach almonds. Outdoor communal gathering and cooking spaces are highly valued by local residents.

A multicultural community is present in the region due to historic beche-de-mer fishing, mother-of-pearl and trochus shell industries. A predominantly Aboriginal and Torres Strait Islander population, the community is young, mobile and multilingual, with strong family networks and cultural practices. Regional cultural and sporting events shape how the Shire's housing, services and infrastructure operates , including seasonal fluctuations.

Waibene is a regional administration and economic hub. Ngurupai is the regional transport gateway, with international and regional aviation and port services. Together these centres form the core of the Shire's settlement and service network, and their strategic location and infrastructure make it essential to the functioning and development of the Torres Straits and northern Cape York.

Economic Aspirations

The Shire's economic activity focuses on essential service delivery, marine and aviation transport and logistics, and construction, anchored by public sector employment. Tourism focuses on small scale visitor experiences exploring cultural heritage, military history, natural environments

Activating Ngurupai's Airport Road industrial corridor will enable future growth to strengthen and broaden this existing economic base to increase local jobs and training, reduce costs, and improve self-sufficiency. There is capacity to grow local supply chains through local mineral resources, renewable energy and circular economy initiatives. Protecting strategic port operations and aligning infrastructure investment with economic priorities will support local enterprise, improving long-term regional resilience and productivity.

Housing Aspirations

Housing is concentrated on Waibene and Ngurupai, while smaller islands have off-grid communities, limited in scale. The existing housing system dominated by government developed housing, with a limited high-cost private market. Larger households, smaller dwellings and limited diversity contribute to overcrowding and constrain workforce attraction and retention, affecting regional service delivery and community wellbeing.

Future housing must deliver a range of dwelling typologies responding to tropical climate and enable ageing in place. On Waibene, limited land will be managed through redevelopment and mixed-use outcomes. On Ngurupai, growth will occur through staged greenfield development. Other islands are not expected to accommodate significant growth due to infrastructure constraints.

Key Infrastructure
Ngurupai International Airport links to Cairns to the wider Torres Strait region, supporting passengers, freight, emergency response and border operations. Port of Thursday Island supports marine logistics, freight movement and regional access, including customs and quarantine functions. Public boat ramps and pontoons are critical links for all marine traffic, enabling access to the outer islands, with an additional jetty is under construction at Quarantine. Potable water is supplied from Loggy Creek Dam by submarine line connecting Ngurupai, Waibene, and Kirirri (Hammond Island). Power is supplied through diesel generators. Wastewater systems operate on both inner islands. Health and education infrastructure are concentrated on Waibene and Ngurupai, reinforcing the Shire's role as a regional service centre. Long-term infrastructure planning and investment will account for demands of a growing population including intra-regional migration, focused on essential services, marine, aviation and trunk infrastructure expansion. Investment will strengthen the Shire's role in supporting regional connectivity, essential services and border operations, contributing to the security and economic prosperity of the Torres Strait, northern Australia and the nation.

11.1 Late Item: **BRIEFING NOTE QGSO HOUSEHOLD AND DWELLING PROJECTIONS—2025 EDITION**

Author: Sophie Gadaloff, Strategic Planner

Authoriser: Ed Kulpa, A/ CEO

Attachments: Nil

Executive Summary

The Queensland Government Statistician's Office (QGSO) released its population, household and dwelling projections, 2025 edition, on 10 August 2026.

The projections indicate that Torres Shire's official resident population may remain broadly stable to 2046. Under the medium series, the population decreases slightly from 3,532 people in 2021 to 3,508 in 2046. Over the same period, the number of private dwellings increases from 1,188 to 1,289.

The most significant projected demographic change is population ageing. Residents aged 65 years and over are projected to increase by approximately 65%, while the number of children aged under 15 decreases by approximately 15%.

However, **official population figures do not fully reflect the number of people present in Torres Shire and using local housing, infrastructure and services.** Local estimates indicate that the Shire's functional or service population may be at least 1,000 people higher than the official resident population.

This uncertainty reinforces the need to maintain sufficient developable land, provide a broader range of housing and plan for possible population movement from low-lying Torres Strait Island communities. It is also relevant to negotiations with Kaurareg Native Title holders for a new Indigenous Land Use Agreement (ILUA).

Background

QGSO is the Queensland Government's statistical agency and produces population, household and dwelling projections to inform land use planning, infrastructure investment, service delivery and government budgeting.

The Australian Census provides the most comprehensive and consistent information about population, age, household relationships, housing and migration at the local level. QGSO uses Census information to establish a detailed demographic and household profile for each area but does not simply extend the raw Census count into the future.

The 2025 edition uses the final rebased 2021 estimated resident population as its starting point. The Australian Bureau of Statistics (ABS) prepares this measure by adjusting Census counts for estimated undercount and overcount, residents temporarily overseas and the

difference between Census night and 30 June. QGSO then applies updated data and assumptions about births, deaths, migration, household formation, dwelling construction, land availability and planning scheme capacity.

QGSO provides low, medium and high series because future population and housing outcomes are uncertain. These are scenarios rather than forecasts and do not directly account for every future economic, policy, infrastructure or climate-related change.

Historical Undercount and Local Population Mobility

Aboriginal and Torres Strait Islander people have been substantially undercounted in each of the past three national Censuses. The ABS Post Enumeration Survey estimated national net undercount rates of:

- 17.2% in 2011;
- 17.5% in 2016; and
- 17.4% in 2021.

These are national estimates and should not be applied directly to Torres Shire. The rates are also not strictly comparable because Census and Post Enumeration Survey methods have changed over time. Nevertheless, they demonstrate the continuing difficulty of achieving a complete Census count of Aboriginal and Torres Strait Islander people. (Source: ABS—2021 Census overcount and undercount)

Torres Shire presents additional enumeration challenges because of:

- frequent movement between inner and outer islands, the Northern Peninsula Area and Cairns;
- residents travelling for health care, education, family, cultural obligations and employment;
- fly-in/fly-out and other visiting workers;
- government, construction and service-delivery personnel;
- seasonal and short-term visitors;
- people staying with extended family across multiple households; and
- differing interpretations of a person's usual place of residence.

The ABS has recognised that defining a single "usual residence" can be difficult for highly mobile Aboriginal and Torres Strait Islander people, particularly where cultural and family connections extend across several places.

QGSO projections measure the usual-resident population and exclude visitors and temporary residents. The omission of a FIFO worker or visitor is therefore not necessarily an undercount; it may reflect the intended definition of the statistic. However, these people still use accommodation, transport, waste, water, health, recreation and other local services.

Local estimates suggest that the number of people ordinarily present and drawing on Torres Shire services may be at least 1,000 higher than the official resident estimate. This would indicate a functional population of approximately 4,500 people, around 29% above the QGSO medium projection of 3,494 residents in 2026.

The local estimate is not directly comparable with estimated resident population and requires further validation. It nevertheless provides an important service-planning scenario because the official figure can be statistically correct for its intended purpose while still understating actual infrastructure and service demand.

Population and Dwelling Analysis

Under the medium series, Torres Shire's population falls to 3,494 in 2026, increases modestly to 3,518 in 2036 and 2041, and then eases to 3,508 by 2046.

The three series produce the following 2046 outcomes:

- low series—3,411 residents, a decrease of 3.4%;
- medium series—3,508 residents, a decrease of 0.7%; and
- high series—3,656 residents, an increase of 3.5%.

The medium series projects 101 additional private dwellings between 2021 and 2046. However, 84 of these dwellings are projected by 2026, with only 17 additional dwellings between 2026 and 2036 and no further increase between 2036 and 2046.

The changing age profile is more significant than the overall population change:

- children aged 0–14 decrease from 958 to 812;
- the working-age population aged 15–64 decreases marginally from 2,325 to 2,286;
- residents aged 65 years and over increase from 249 to 410; and
- residents aged 75 years and over increase from 57 to 182.

Comparison with Other Councils

The following table compares medium-series population and dwelling change between 2021 and 2046.

Council	Population change	Private dwelling change	Persons per dwelling, 2046

Torres	−0.7%	+8.5%	2.72
TSIRC	+0.6%	+2.0%	3.31
NPARC	+8.7%	+21.3%	3.21
Cook	+15.4%	+18.6%	2.25
Cairns	+28.9%	+35.6%	2.28

Torres and Torres Strait Island Region are projected to have broadly stable populations. Northern Peninsula Area is projected to experience moderate growth, while Cook and Cairns are projected to experience substantially stronger population and dwelling growth.

Torres Strait Island Region and Northern Peninsula Area retain much higher projected occupancy rates than Torres, Cook and Cairns. This may reflect larger and multi-generational households, constrained dwelling supply and continuing housing pressure.

QGSO's occupancy rate divides the total resident population by all private dwellings, including vacant dwellings. It should not be interpreted as an occupied household size or a direct measure of overcrowding.

Implications for Council

Planning population

Council should distinguish between:

- the official resident population used for government statistics and regional comparison;
- the QGSO low, medium and high projection scenarios; and
- the functional or service population present in the Shire and using infrastructure.

The medium projection should remain the baseline for statutory and comparative purposes. The high series and an additional service-population scenario of at least 4,500 people should be used to test infrastructure capacity, land supply and community facilities.

A supplementary estimate could draw on passenger movements, ferry and airport data, water use, waste generation, electricity connections, health and education activity, accommodation occupancy and information from major employers.

Land use planning

A stable official population does not remove the need for additional residential land. The projections do not fully capture existing overcrowding, housing waiting lists, unsuitable housing, workforce accommodation, vacant dwellings, visitors, potentially uncounted residents or people who may return if housing becomes available.

Small-area projections are also partly influenced by identified dwelling supply and planning capacity. Constrained land supply can therefore contribute to a low growth projection. Council should not treat the medium series as a development ceiling.

The Horn Island Housing Growth Master Plan and future planning scheme work should retain sufficient land and infrastructure capacity for the high series, the higher functional population estimate, unmet local need and potential regional population redistribution.

Housing provision and typologies

The changing age profile, local household structures and mobile population require a diverse housing response, including:

- three-, four- and five-bedroom homes for families and multi-generational households;
- one- and two-bedroom homes for older people, singles and couples;
- accessible and adaptable housing that supports ageing in place;
- supported accommodation and aged-care housing;
- employee and key-worker housing;
- short-term and transitional accommodation for visiting workers and people moving between islands;
- flexible housing that can accommodate changing family composition; and
- cyclone-resilient, energy-efficient and climate-responsive housing suited to local conditions.

The projected reduction in the statistical occupancy rate should not be assumed to resolve overcrowding or housing stress.

Potential climate-driven migration

The QGSO projections do not (yet) explicitly model climate-driven displacement or planned relocation.

Several Torres Strait Island Region communities face increasing exposure to coastal erosion, inundation, sea-level rise and infrastructure vulnerability. Some residents may move temporarily or permanently to Torres Shire, the Northern Peninsula Area or Cairns.

As the principal administrative, health, transport and commercial centre of the region, Torres Shire may experience additional demand for housing and services even if its official resident population remains stable. Council should incorporate a climate-mobility scenario into long-term planning.

Future Indigenous Land Use Agreements

The projections and local population estimates provide an evidence base for negotiating a new ILUA with Kaurareg Native Title holders but should not limit the agreement's outcomes.

A future ILUA should establish a flexible, long-term framework that can respond to changing housing needs, population undercount, regional mobility, climate-driven migration and future infrastructure requirements. Matters for negotiation may include:

- staged access to land for housing and community infrastructure;
- future roads, utility corridors and servicing requirements;
- protection of cultural heritage and environmental values;
- Traditional Owner participation in land use decisions;
- opportunities for economic participation and community benefit;
- land for cultural, community and environmental purposes; and
- exploring the possibility for review mechanisms linked to future Census results, QGSO updates, local service-population evidence and climate-risk information.

Conclusion

The QGSO projections indicate a stable but ageing official resident population, with modest dwelling growth and a lower growth outlook than Northern Peninsula Area, Cook and Cairns.

Historic Census undercount, high local mobility, FIFO workers and substantial visitor numbers mean that official resident projections are unlikely to represent the full population using Council and regional services. Local estimates of a functional population at least 1,000 people higher should therefore be tested and used as an additional planning scenario.

Council's land use, housing, infrastructure and ILUA work should retain sufficient flexibility to respond to unmet housing need, population mobility and future climate-driven change.

Sources: Queensland Government Statistician's Office, *Queensland Government population, household and dwelling projections, 2025 edition*; Australian Bureau of Statistics, *2021 Census overcount and undercount*.

OFFICER'S RECOMMENDATION

That Council:

1. notes the Queensland Government Statistician's Office population, household and dwelling projections, 2025 edition;
2. notes the limitations of official usual-resident population measures in a remote, highly mobile region with substantial visitor and fly-in/fly-out populations;

3. supports using the medium or high projection as a baseline and the high projection, together with a higher local service-population and climate-mobility scenario, for strategic planning;
4. supports investigating a supplementary service-population estimate based on local administrative and infrastructure-use data; and
5. supports incorporating these population scenarios into the Horn Island Housing Growth Master Plan, Local Housing Action Plan, future planning scheme work, infrastructure planning and negotiations for a new Indigenous Land Use Agreement.

Appendix: Population

Low Series

	2021 (f)	2026	2031	2036	2041	2046
LGA Name (c)	**— persons —**					
Northern Peninsula Area	2,885	2,957	3,029	3,064	3,069	3,049
Palm Island	2,180	2,332	2,344	2,351	2,361	2,372
Mapoon	442	500	511	522	531	537
Torres	3,532	3,490	3,491	3,478	3,451	3,411
Torres Strait Island	4,294	4,308	4,307	4,289	4,253	4,199
Cook	4,631	4,915	5,019	5,108	5,167	5,196
Cairns	169,250	180,972	188,123	193,437	197,451	200,276

Medium Series

	2021 (f)	2026	2031	2036	2041	2046
LGA Name (c)	**— persons —**					
Northern Peninsula Area	2,885	2,960	3,045	3,099	3,128	3,136
Palm Island	2,180	2,335	2,368	2,402	2,445	2,490
Mapoon	442	500	514	528	541	552
Torres	3,532	3,494	3,509	3,518	3,518	3,508
Torres Strait Island	4,294	4,314	4,330	4,338	4,335	4,319
Cook	4,631	4,921	5,046	5,166	5,267	5,344
Cairns	169,250	181,418	191,784	201,389	210,267	218,181

High Series

	2021 (f)	2026	2031	2036	2041	2046
LGA Name (c)	**— persons —**					
Northern Peninsula Area	2,885	2,964	3,068	3,151	3,218	3,269
Palm Island	2,180	2,338	2,396	2,466	2,548	2,638
Mapoon	442	501	517	537	557	576
Torres	3,532	3,499	3,535	3,577	3,619	3,656
Torres Strait Island	4,294	4,319	4,363	4,411	4,460	4,502

Cook	4,631	4,928	5,084	5,253	5,418	5,570
Cairns	70,476	77,159	84,608	92,059	98,899	105,374

Appendix: Occupancy rate

Low Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— persons per dwelling —**					
Northern Peninsula Area	3.58	3.33	3.22	3.2	3.2	3.18
Palm Island	4.22	3.72	3.69	3.65	3.63	3.62
Mapoon	4.21	3.67	3.48	3.41	3.46	3.5
Torres	2.97	2.75	2.73	2.71	2.69	2.66
Torres Strait Island	3.36	3.35	3.32	3.3	3.27	3.23
Cook	2.31	2.28	2.22	2.21	2.23	2.25
Cairns	2.4	2.36	2.32	2.29	2.28	2.27

Medium Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— persons per dwelling —**					
Northern Peninsula Area	3.58	3.32	3.21	3.19	3.2	3.21
Palm Island	4.22	3.71	3.7	3.7	3.71	3.72
Mapoon	4.21	3.65	3.44	3.35	3.36	3.43
Torres	2.97	2.75	2.73	2.73	2.73	2.72
Torres Strait Island	3.36	3.35	3.33	3.33	3.33	3.31
Cook	2.31	2.27	2.22	2.2	2.22	2.25
Cairns	2.4	2.36	2.32	2.29	2.29	2.28

High Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— persons per dwelling —**					
Northern Peninsula Area	3.58	3.32	3.17	3.13	3.14	3.16
Palm Island	4.22	3.7	3.7	3.7	3.7	3.7
Mapoon	4.21	3.62	3.37	3.21	3.09	2.93

Torres	2.97	2.74	2.74	2.75	2.76	2.76
Torres Strait Island	3.36	3.35	3.35	3.35	3.35	3.35
Cook	2.31	2.27	2.21	2.19	2.2	2.19
Cairns	2.4	2.36	2.32	2.29	2.29	2.28

Appendix: Total private dwellings

Low Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— number —**					
Northern Peninsula Area	806	889	940	957	958	958
Palm Island	517	628	636	643	650	656
Mapoon	105	136	147	153	153	153
Torres	1,188	1,269	1,281	1,284	1,284	1,284
Torres Strait Island	1,279	1,288	1,298	1,301	1,301	1,301
Cook	2,003	2,158	2,259	2,311	2,312	2,312
Cairns	70,476	76,791	81,203	84,597	86,699	88,171

Medium Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— number —**					
Northern Peninsula Area	806	891	949	973	978	978
Palm Island	517	630	640	650	660	670
Mapoon	105	137	149	158	161	161
Torres	1,188	1,272	1,285	1,289	1,289	1,289
Torres Strait Island	1,279	1,288	1,300	1,304	1,304	1,304
Cook	2,003	2,163	2,278	2,347	2,371	2,375
Cairns	70,476	76,968	82,736	87,883	92,001	95,571

High Series

	2021 (f)	**2026**	**2031**	**2036**	**2041**	**2046**
LGA Name (c)	**— number —**					
Northern Peninsula Area	806	894	967	1,005	1,026	1,033

Palm Island	517	632	647	666	689	713
Mapoon	105	138	154	167	180	197
Torres	1,188	1,275	1,291	1,303	1,313	1,324
Torres Strait Island	1,279	1,290	1,303	1,317	1,331	1,344
Cook	2,003	2,168	2,305	2,400	2,465	2,541
Cairns	70,476	77,159	84,608	92,059	98,899	105,374

Appendix: Torres Shire Projected population (medium series), by five–year age group

	Year					
Age Group (Sum of Persons)	**2021**	**2026**	**2031**	**2036**	**2041**	**2046**
0–4	283	289	287	290	288	284
5–9	314	273	278	279	281	279
10–14	361	277	246	246	248	249
15–19	284	287	234	211	209	210
20–24	266	257	270	234	215	211
25–29	261	300	297	312	287	270
30–34	265	278	311	303	314	300
35–39	257	246	261	277	268	275
40–44	218	236	230	239	246	238
45–49	208	194	212	209	215	219
50–54	197	190	181	199	198	203
55–59	186	180	178	171	189	189
60–64	183	162	159	159	154	171
65–69	126	145	132	130	131	128
70–74	66	93	110	100	99	100
75–79	35	47	68	81	74	73
80–84	21	24	33	48	57	53
85+	1	14	21	30	44	56
Grand Total	**3,532**	**3,494**	**3,509**	**3,518**	**3,518**	**3,508**

Local Government Profiles

For use by councils

Unique Characteristics

Located in the northernmost part of Queensland, Torres Shire Council sits between Cape York and Papua New Guinea. Council delivers services across interconnected communities on Waibene (Thursday Island), Ngurapai (Horn Island) and Muralag (Prince of Wales Island), the homelands of Kaurareg Nation.

The Shire's iconic turquoise waters are a 'Blue Highway' shaping movement, access and daily life. Limited land and complex tenure conditions concentrate population on Waibene and Ngurupai. The built form is low-rise and climate-responsive, with a strong focus on walkability and access to the waterfront, with streets shaded by mango trees and beach almonds. Outdoor communal gathering and cooking spaces are highly valued by local residents.

A multicultural community is present in the region due to historic beche-de-mer fishing, mother-of-pearl and trochus shell industries. A predominantly Aboriginal and Torres Strait Islander population, the community is young, mobile and multilingual, with strong family networks and cultural practices. Regional cultural and sporting events shape how the Shire's housing, services and infrastructure operates , including seasonal fluctuations.

Waibene is a regional administration and economic hub. Ngurupai is the regional transport gateway, with international and regional aviation and port services. Together these centres form the core of the Shire's settlement and service network, and their strategic location and infrastructure make it essential to the functioning and development of the Torres Straits and northern Cape York.

Economic Aspirations

The Shire's economic activity focuses on essential service delivery, marine and aviation transport and logistics, and construction, anchored by public sector employment. Tourism focuses on small scale visitor experiences exploring cultural heritage, military history, natural environments

Activating Ngurupai's Airport Road industrial corridor will enable future growth to strengthen and broaden this existing economic base to increase local jobs and training, reduce costs, and improve self-sufficiency. There is capacity to grow local supply chains through local mineral resources, renewable energy and circular economy initiatives. Protecting strategic port operations and aligning infrastructure investment with economic priorities will support local enterprise, improving long-term regional resilience and productivity.

Housing Aspirations

Housing is concentrated on Waibene and Ngurupai, while smaller islands have off-grid communities, limited in scale. The existing housing system dominated by government developed housing, with a limited high-cost private market. Larger households, smaller dwellings and limited diversity contribute to overcrowding and constrain workforce attraction and retention, affecting regional service delivery and community wellbeing.

Future housing must deliver a range of dwelling typologies responding to tropical climate and enable ageing in place. On Waibene, limited land will be managed through redevelopment and mixed-use outcomes. On Ngurupai, growth will occur through staged greenfield development. Other islands are not expected to accommodate significant growth due to infrastructure constraints.

Key Infrastructure
Ngurupai International Airport links to Cairns to the wider Torres Strait region, supporting passengers, freight, emergency response and border operations. Port of Thursday Island supports marine logistics, freight movement and regional access, including customs and quarantine functions. Public boat ramps and pontoons are critical links for all marine traffic, enabling access to the outer islands, with an additional jetty is under construction at Quarantine. Potable water is supplied from Loggy Creek Dam by submarine line connecting Ngurupai, Waibene, and Kirirri (Hammond Island). Power is supplied through diesel generators. Wastewater systems operate on both inner islands. Health and education infrastructure are concentrated on Waibene and Ngurupai, reinforcing the Shire's role as a regional service centre. Long-term infrastructure planning and investment will account for demands of a growing population including intra-regional migration, focused on essential services, marine, aviation and trunk infrastructure expansion. Investment will strengthen the Shire's role in supporting regional connectivity, essential services and border operations, contributing to the security and economic prosperity of the Torres Strait, northern Australia and the nation.