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ENSURING SUSTAINABLE BENEFITS FROM BOOM PERIODS:
A CASE STUDY FOR LONG TERM HOUSING POLICY IN THE
BOWEN BASIN
STAKEHOLDER RESEARCH

Milestone Report Three

Prepared for Department of Tourism, Regional Development and Industry
(DTRDI)

June 2008

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Acknowledgements:

The material utilised in the preparation of this document incorporated a wide range of reports, papers, discussions, state government websites and library research. The authors would like to acknowledge a number of organisations who made a contribution to the project and/or this report: Anglo Coal Australia (Dawson Mine), OESR, PIFU, Queensland Department of Housing.

Publication Data:

Yabsley, E., Yabsley, B., Rolfe, J., Greer, L., (2008) Ensuring Sustainable Benefits from Boom Periods: A case study for long term housing policy in the Bowen Basin: Stakeholder Research, Milestone Report 3 Report provided to the Department of Tourism, Regional Development and Industry (DTRDI).

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Date: June 2008
Reference: ISRD227
Status: Milestone 3 final report

Abbreviations

<i>ABS</i>	<i>Australian Bureau of Statistics</i>
<i>ACOSS</i>	<i>Australian Council of Social Services</i>
<i>AMCORD</i>	<i>Australian Model Code for Residential Development</i>
<i>BBRH</i>	<i>Bowen Basin Regional Housing (model)</i>
<i>CH</i>	<i>Community Housing</i>
<i>CSHA</i>	<i>Commonwealth State Housing Agreement</i>
<i>CQU</i>	<i>Central Queensland University</i>
<i>DIDO</i>	<i>Drive in/Drive out</i>
<i>DIP</i>	<i>Department of Infrastructure and Planning</i>
<i>DoC</i>	<i>Department of Communities</i>
<i>DoH</i>	<i>Department of Housing</i>
<i>DTRDI</i>	<i>Department of Tourism, Regional Development and Industry</i>
<i>EIS</i>	<i>Environment Impact Statement</i>
<i>EPA</i>	<i>Environment Protection Authority</i>
<i>FIFO</i>	<i>Fly in/Fly out</i>
<i>ISRD</i>	<i>Institute for Sustainable Regional Development</i>
<i>LGA</i>	<i>Local Government Authority</i>
<i>NGO</i>	<i>Non-Government Organisation</i>
<i>OESR</i>	<i>Office of Economic and Statistical Research</i>
<i>OSHS</i>	<i>One Social Housing System</i>
<i>PPP</i>	<i>Public-private partnerships</i>
<i>SAAP</i>	<i>Supported Accommodation and Assistance Program</i>
<i>SHA</i>	<i>State Housing Authorities</i>
<i>SPP</i>	<i>State Planning Policy</i>
<i>SPQ</i>	<i>Single Person Quarters</i>
<i>TAFE</i>	<i>Technical and Further Education</i>
<i>TBL</i>	<i>Triple Bottom Line</i>

EXECUTIVE SUMMARY

This report is the third in a series presented to the Department of Tourism, Regional Development and Industry (DTRDI) as fulfilment of the requirements within the approved activity agreement for the project titled, *Ensuring Sustainable Benefits from Boom Periods: A case study for a long term housing policy in the Bowen Basin* that commenced in February 2008. The first milestone report included a review of the aims and objectives of the project and a review of the current issues confronting the Bowen Basin region. The second milestone report included a Bowen Basin Regional Housing (BBRH) model capable of forecasting housing demand within regional locations and an early application of the BBRH model to five towns in the region.

This third report outlines the ‘key stakeholder’ qualitative research. The sample frame was drawn from the northern, central and southern Bowen Basin areas, as well as some “head office” interviews in Brisbane and further afield. Interviews were carried out with Government, industry – private and publicly-listed enterprise, industry associations, NGO’s and community organisations. Qualitative research and analysis of the views held by the key stakeholders about the social impacts, drivers of housing development, and workforce movement within the Bowen Basin form the basis of this milestone report.

This report reveals that while there are stakeholders who are focused primarily on the impacted community which is characterised as being under increased pressure from rising costs; there are other stakeholder groups who are focused on the positive impacts of the mining boom at the regional and broader market level that are concerned by labour supply, workforce churn and infrastructure limitations.

This report has explored with some depth the stakeholder views on the housing situation for mining towns, work-camps, and towns in the region (mainly coastal) that are the miner-preferred main residences when off-shift.

In the views of the key stakeholder’s work-camp and mining town housing issues are interconnected and the ability of local government to interpret its role in the face of rapid regional growth has been mixed. The miners that have chosen to live elsewhere when off shift, have been singled out by the stakeholders, as those contributing most to community disquiet, owing to their numbers, relative wealth, and reported behaviours.

These effects are reported to be impacting on the average wage earners of mostly coastal towns nearby and opening a divide between them, these so called ‘working poor’, and the wealthy miners. There are reputedly a large number of public servants and essential services providers among this large negatively impacted segment of the larger regional towns surrounding the mining sites. This has serious implications for service delivery across the region.

Stakeholder’s views were also sought on suitable strategy and policy mechanisms for addressing impacts and housing stock deficits; in the short term, including the issues of work-camps; and for long term past the current boom period. The analysis makes clear the mechanisms put forward centre around increasing requirements of impact assessment process, incentives and underwriting partnerships and overarching coordination improvements to better account for compounded effects.

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SECTION 1 INTRODUCTION AND METHODS

This report is presented to the Department of Tourism, Regional Development and Industry (DTRDI) as fulfilment of the requirements within the approved activity agreement for the project titled, *Ensuring Sustainable Benefits from Boom Periods: A case study for a long term housing policy in the Bowen Basin* that commenced in February 2008.

The report outlines ‘key stakeholder’ research and analysis where broad housing issues confronting the Bowen Basin region were examined. The key stakeholder research drew its qualitative sample from the northern, central and southern Bowen Basin areas, as well as some “head office” interviews in Brisbane and further afield. Interviews were carried out with Government, industry – private and publicly-listed enterprise, industry associations, NGO’s and community organisations. Qualitative research and analysis of the views held by the key stakeholders about the social impacts, drivers of housing development, and workforce movement within the Bowen Basin form the basis of this milestone report.

Milestone report 1 informed the framing of the stakeholder research for this report; and an earlier draft of this milestone report informed the refinement of the Milestone 2 report. A draft of this report has also served to inform and confirm the framing of the case study research; the miner and community survey to be reported on in Milestone 4.

SECTION 2 STAKEHOLDER RESEARCH PROGRAM

The first primary research phase, as defined in the scheduled program of activities, is a discrete qualitative stakeholder research and analysis project to identify the key housing issues in relation to the project framework.

2.1 Methodology

Qualitative research was conducted over April through to early June 2008 in the form of interviews with key stakeholders from the Bowen Basin study area including, but not unduly weighting, the case study focal area.

2.1.1 Research sample

Geographically, the respondents were drawn from the whole range of sub-regions in the research area as well as some ‘head office’ interviews in Brisbane and other cities. Crucially all respondents were able to speak with reference to their own personal and professional experiences of those sub-regions within the research areas. For example, an interviewee was located in Rockhampton though referred to Emerald when answering the questions.

A purposeful sample of thirty four interviewees was drawn from respondents across the research field area. The sample was stratified by the pre-assumed interviewee’s relationship to housing, Government, mining and their role within their respective organisations. Representativeness of the population is not considered a concern for qualitative issue identification and analysis across groups therefore this method of research sampling was deemed appropriate.

- The respondent's relationships with housing are categorised as;
 - Community housing services,
 - Emergency housing services,
 - Community and public services (Government and non-Government), and
 - Non-housing related government representatives that are impacted by, or are impacting on housing indirectly.
- The respondent's relationship to mining are categorised as;
 - Mining and mining services,
 - Non-mining, and
 - Mining associations and/or councils.
- The respondent's relationship to Government is categorised as;
 - Federal,
 - State,
 - Local,
 - NGO's, and
 - Private industry (including publicly listed corporations).
- The respondents role within the organisation are the categories;
 - Director, Manager or CEO level,
 - Owner proprietor, and
 - Worker level.

The matrix of the sample categories and interviewee membership in those categories is shown at Appendix 1.

2.1.2 Interview method

The research was conducted in a semi-structured mode with eleven of the thirty four interviews being face to face, the remainder being telephone interviews. Interviews were free ranging and ran from 30 minutes to 1½ hours, running an average duration of 45 minutes. The discussion guide can be found in Appendix 2, however in summary subject matter that guided the discussion were:

- Broad housing issues: This subject elicited issues of supply, demand, prices, infrastructure and groups impacted. Here we also addressed;
 - Anticipated population growth, looking at category and volume,
 - The housing mix seen appropriate to meet the expected growth,
 - The 'mix' topic also sought to elicit specific kinds of housing required, now and into the future, and proportions of each required.
- Work camp issues: This drew out issues of permanency, location, and design. A view was sought on;
 - Whether there should be more or less work camps to meet housing needs now and in the future,
 - Whether it depended on how large the community in which it resided as to whether work camps should be more or less enduring,
 - Whether they should be located in or outside of town,
 - How work camps should be planned and by whom,

- How big they should be, what type of mix of housing is within them and how they should be managed.
- Development, delivery and strategy issues: This canvassed policy and practical things that might work or has worked elsewhere, which could address the perceived housing issues at the local state or national level. Core to this are -
 - Whether delivery of housing should be left to market forces or if there is a role for government,
 - Where primary responsibility for planning and delivery resides,
 - Strategies to better match housing development to future sustainable growth,
 - Actions to bring the strategies to life - incentives, what sort of forum is required, and whose investment.

If the interviewee's reply was rather simple, the interviewer applied a means-end laddering approach (Neimeyer, Anderson and Stockton, 2001; Wansink 2003), for example, in an answer to "what do you believe the main housing issues were?", if the respondent replied something like "there are just not enough houses" then the researcher would probe "why are there not enough?" or "enough for whom?" stepping the personal construct up to higher order drivers. The interviews were recorded when face to face, or live-coded when in telephone mode. Each was written up using only an interview number for reference to minimise the coder's priming and fore-judgement in transcription.

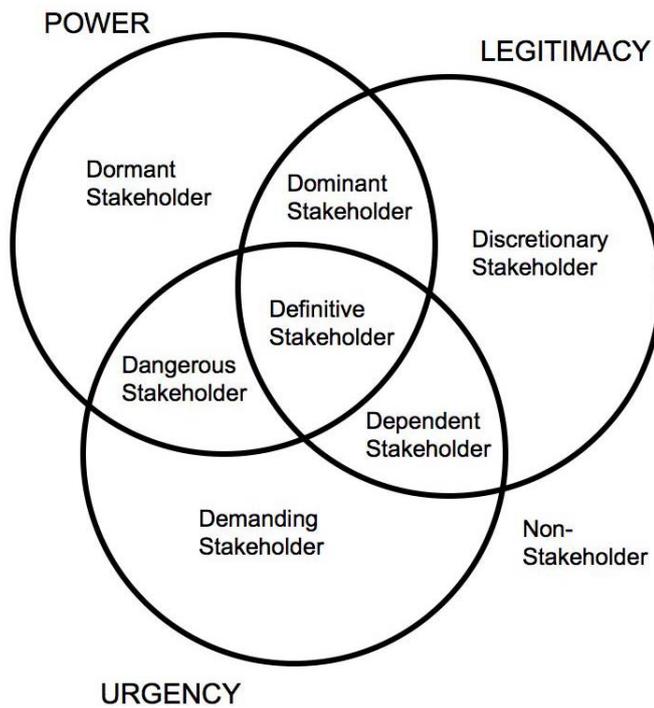
2.1.3 Analysis method

The analysis of the interview data was framed in reference to stakeholder theory. In the parlance of stakeholder theory¹ (Freeman 1994, Mitchell Agle and Wood 1997), a stakeholder's salience and relevance to an organisation (in this case DTRDI and broader government) is based on their attributes of power, legitimacy and urgency.

Theory advises, and practice shows, that stakeholders holding two of the three attributes are "expecting something", leading those stakeholders to adopt an active rather than passive stance (Mitchell, Agle and Wood 1997). Those who have only urgent though legitimate claims are unfortunately dependent on other stakeholders with the power necessary to enforce their claims. Naturally the dominant stakeholders are those who are salient owing to their combined power and legitimacy attributes. The dominant stakeholder's influence on the system is assured as they are from the dominant coalition in the enterprise of state and business. The power attribute in a stakeholder does also have a unique opportunity to become 'dangerous' when urgency is present without the legitimate claims. Although this may seem an uncomfortable concept, early identification and priority are critical to mitigate compounding fall-out. We will refer to each of these types of stakeholder from Mitchell, Agle and Wood's (1997) typology (Figure 2.1), as and when they are recognisable.

¹ What is Stakeholder theory? - Mitchell, Agle and Wood (1997), describe Stakeholder theory as that which attempts to articulate a fundamental question in a systematic way: which groups are stakeholders deserving or requiring management attention, and which are not?

Figure 2.1 Stakeholder typology defined by attributes present or absent



Source: Mitchell, Agle and Wood 1997

The data were reduced to themes on a case by case basis, and following this all of the case files were entered into a computer-based qualitative analysis program NVivo®, a software tool particularly suited for managing live coding of unstructured data (Richards, 2001). NVivo® also employs relational data cross-referencing to attributes and values of the participants such as those we have articulated in the sample design above, for theorizing and testing constructs within and across groups. The entire analysis employed a pattern coded approach where emerging ‘leitmotiv’ were inferentially drawn from the interviews and grouped into patterns, relationships and causal links (Miles and Huberman, 1994).

The research findings following are structured as outlined in the subject summary above, which in brief are: a) Broad housing issues; b) Work camp issues; and c) Development, delivery and strategy issues. Through this frame we present the relationships that emerged based on clusters of relatively homogenous views (Wolfe and Putler 2002). These were identified from within and across participant groups and roles as described at section 2.1.1.

SECTION 3 STAKEHOLDER RESEARCH FINDINGS

It is in recognition of the complex realities that the DTRDI will face in marshalling the stakeholder forces to positive outcomes (Freeman 1984), that we provide a summary of the stakeholder views at each subtopic level, which describes the primary views or the primary split as the case may be. We then articulate key themes followed by key insights from the specific priority group stakeholders. The key insights are drawn directly from stakeholder views in such a way to capture the dominant view of the group in the most economic fashion.

3.1 Broad housing issues

3.1.1 Demand

Owing to sustained record growth in the coal market and record coal prices, combined with a record number of slated projects for the Bowen Basin region, all stakeholders are in agreement that there have been some extraordinary increases in the price of houses in the Bowen Basin owing to unmet demand.

Drivers and origins of increasing demand are not contended, seen rather as external events that are beyond the ability or skill of most stakeholders to master or control. Locally based organisations are sensitised to the chance of the price of coal dropping and the role that fear has on developer investment. Most groups of stakeholders are all for the coal mining *per se* it is just that they believe the way that the arrival of miners has been managed (or not managed) is the problem, and where the major division in opinion lies.

Mining related groups are of the view that if the miners are being paid well, then they can go and sort out their own housing, and the ‘invisible hand’ of the market will sort out the consequences of the housing shortfall through ‘trickle down’ of the introduced miner’s wealth on other actors in the system.

The community related groups are of the view that the market is so distorted it is unable to self-repair or to circulate the wealth as damage has been done to the linkages between communities, community resources and social infrastructure. Many are gloomy about the prospects for improvement in the light of forecast of more miners and further increased demand for houses.

The nub of the demand concern with community stakeholders is that while Federal Government continues to advise wage restraint, the profligate mining workers and their demand for housing are disempowering the average wage earner, including many tiers of public service and community support services. It was described by scale as a “very large problem” and further, in a proportion as “we are talking about the middle 60% of our townspeople, the twenty percent on top are the wealthy or miners, the twenty percent on the bottom are the old, poor and traditional welfare recipients”

Key themes - “Pent-up demand and priced-up rubbish”

- Demand is such that substandard old 3-4 BR Queenslanders and former council houses are being rented out for a *king’s ransom*.

- Multiple reports of pent up demand for single or 2 BR flats for singles, younger trade apprentices, retail workers and older widows.
- A large number of housing related people speak of the need for 1-2 BR studio apartments, and free standing houses that are not the standard 3-4 BR houses; more like a smaller block and smaller footprint.
- There is an increasing necessity to act in concert with all levels of government, industry and community (views about the participants involved varying by stakeholder group) to manage the demand side better with better workforce and housing planning.

Key insights - “Our failing social infrastructure will eventually halt demand”

- Often left unsaid, a straightforward analysis by a housing related stakeholder is worth remembering – “...well, mining involves miners and mines which are way out there, so of course they need housing that suits those miners, who are being paid handsomely for their work. It isn’t rocket science, those miners are buying houses that would have been occupied by locals, but where do the locals live and what can they afford now? Housing has to come from somewhere”
- “The approval of new mines in the Bowen Basin should be contingent on the mines building the same number of houses in all of the places that miners move to.”
- “Miner’s housing expectations are up; we are talking views, “media rooms” and pools, so ‘average Joe’s’ expectations have to come down, way down, or just like so many, move somewhere else”

3.1.2 Supply

Predominant views point to a pre-existing undersupply of housing in a region and State that can’t keep up with population growth, meaning there is little elasticity available. All stakeholders suggest we can expect that the current housing stock deficiencies will continue or accelerate while there is no stabilisation of demand.

Stakeholders are not as united in their view of the origins of supply difficulties. There are those that see government as key, citing that investors require incentives and more efficient planning and development pipelines; others place the responsibility for the supply of housing, in towns near mines, squarely at the feet of the mining companies; their rationale being amongst other things that not everybody is benefiting equally from the boom, particularly those from whom the mines have sourced their labour.

The supply of housing in towns near the mines is caught up in a maze of politics between local government, business, and community and welfare support services. There is great unhappiness within town businesses about the lack of support given to one town over another. Those in or associated with the supply side of housing are unanimous in their view, rightly or wrongly, that most council’s performance record on planning and approvals process are scaring away future developers and investors. There were exceptions noted, in which the process itself was not seen as wrong, rather the individuals and their application of their process was viewed as wrongheaded or self interested. Should this be true however, it would appear to be an example within stakeholder theory, of a ‘dangerous stakeholder’ group; where the group’s power attribute is possibly not matched by legitimacy (Mitchell, Agle and Wood 1997). A number of community based housing

stakeholders reported that Councils were, and had to stop seeing, rates as their “cash cow”. This was directly supported in a local government stakeholder interview, “we know they can afford it, they can always sell up.”

Local government stakeholders have described themselves as being the last to know the mining company’s plans while having to deal with twice as many development and planning decisions with the same amount of staff. They feel caught in middle between State government authorities, industry and elected members. Those stakeholders in the planning area are talking about or have enacted changes to speed the planning approval process; such as that enacted to simplify the assessment of duplexes to be at the housing code level as opposed to a full impact assessment as still required for blocks of apartments.

Mining and contractor stakeholders interviewed unanimously report that nobody from local or state government is talking to them or asking them how many workers and staff they will have in their forward labour-force plans. Some believe their own managements send mixed messages in the media about forward plans but believe it is probably for strategic ‘market signal’ purposes.

Those stakeholders on the supply side suggest the regulations on building contractors are labyrinthine and out of touch with the world of the builder. Apparently, many times more private houses in Queensland are built by “husband and wife companies” than the big developers for whom the laws are assumedly written. This, together with public liability and insurance costs, energy star ratings that are not appropriate for the Queensland weather and the loss of skilled labour to the mines, are all purported to be jeopardising the chance of local builders ever catching up with demand.

Supply side stakeholders also spoke of delays caused by native-title land permissions slowing the development process by the necessity to speak with and build consensus with different spokespeople of traditional land owner tribes. Supply side stakeholders were vehement and mixed in their view on government freeing up of lots of developable land. Simply, some thought it wasn’t the problem, and others did, to the extent that they felt that Government had to free up mining lease land to build houses on. Other supply side issues are the problems with builders who would normally “crew up” in the development site township. Owing to the slack in available labour being taken up by the mines, builders have to bring the crews with them from elsewhere. The extra investment in project management also brings big time lags and risk management impacts, effectively locking out smaller and perhaps more efficient building businesses.

Key themes – “Caught between the devil and the deep blue sea”

- Many in the community don’t qualify for public housing support but also can’t afford the unrealistically high prices in the rental and housing market; pushed up by the high wages offered to mining people,
- We are seeing a rise in homelessness and overcrowding as a direct result of lack of housing,
- Housing supply shortfalls has had serious social consequences from which some believe is already too late to save any remaining culture,

- Urgency of direct government action on loss of social infrastructure, the intangible links between community and support, formerly provided by family and friends, brought about by displacement.

Key insights – “We have to impose a conscience on them; (Landlords) can’t grow their own”

- “Maybe we have to look at temporary housing for the local people too, like the miners have out at their mines but maybe more like houses”,
- “Mining companies won’t build houses for us unless we force them to, it is that simple”,
- “If we push out all young people and the older people, we will have a dead community; these people are our past, present and future.”

3.1.3 Infrastructure

Infrastructure is an area of dispute between virtually all stakeholder groups. The mining stakeholders mostly believe they shouldn’t have to provide any more than they do already. They further believe that government is already getting more than enough through royalties to be doing a much better job than they currently do. Community and NGO’s stakeholders believe rather, that the mining companies are deficient in their contribution to all aspects of infrastructure. There were a number of suggestions from both sides and few for solving the incompatible views.

Local stakeholders say water is used both as a carrot and a stick, a stick for development approvals contingent on water provision, and as a carrot by industry and government by providing water access to ‘swing’ deals. It is also a real issue for the independent farming community stakeholders as they don’t believe they have the appropriate ownership or allocation rights and this limits their bargaining power in the land use debate. This would appear to be a legitimate and urgent claim without attributes of power. There are those in local government stakeholder groups that believe the farming community have ‘had their turn’ and are unwilling to concede the legitimacy of their claims and are characterised as “whingeing land barons”.

Mining companies are engaged in a “war for talent” in that they need to attract and keep trained-up workers with the best worker conditions that the mining company thinks it can afford to “fend off the sharks”; staff poachers from other mining companies. A direct impact of this is the offer of salary sacrificing for mineworkers which was introduced as tax relief for employees. This means that miners and staff are locked into driving their vehicles (a certain amount) to avoid paying back the tax break that this offers them. This in turn has indirectly intervened, whether by accident or design it is unclear, on the debate of mining company supported community bus services. There are regular media reports of the impact of fatigue on workers causing road accidents, but one case that helped focus the minds of a great range of stakeholders is the Coronial inquest of two road accidents involving miners being held at Rockhampton. The road accidents tragically involved multiple deaths allegedly from fatigued miners returning home after finishing long shifts. The Coroners finding is expected to herald impacts on mining company safety requirements beyond their front gates; stakeholders from the industry associations suggest that mining companies will avoid making any decisions until the Coroner hands down his ruling.

Mining and community stakeholders agree on the urgent need for upgraded services such as education, childcare, medical facilities and health specialist etc., in the towns in the vicinity of the

mines. Public service stakeholders, in reply to this, say that they (or we as the public) can't afford to make every town near the mines a 'hub'. If the mining companies could give better forward work planning advice then government could plan better would sum up the response. As mentioned previously in Section 3.1.2 *Supply*, this is not clear-cut, as the mining stakeholders interviewed say that nobody is asking them about their work-force plans. What the stakeholders make clear however is that in the towns (near to mine sites), very few of the local hospitals are fully functioning in the capacity that they used to, or were designed to, when their population was much less. It appears to all stakeholders that there is a great dearth of midwives, obstetric and paediatric specialists, dentists and GPs. Worker level stakeholders say this is what prevents miners and other people from living in those areas. In the towns near mining sites, reports of ferrying of patients to distant hospitals via car and helicopter for emergency operations and treatments are prevalent; the feeling runs deep among those that do live in those towns that this is out of step with the supposed wealth that mining is bringing to our State.

Key themes – “The royalties all go back to the mining companies in infrastructure support”

- Opinion divided on rail and port infrastructure; for example –
 - a) State government stakeholder “The increased royalties (received from mining companies) are 99% accounted for by infrastructure, admittedly most of that is in rail and port handling, but this is a very positive step for being able to meet our forecast coal exports”, and
 - b) Community stakeholder “Who will use all that expensive port infrastructure and rail tracks when the coal stops coming out? What we really need are tracks for hauling people and other industry goods.”
- Housing development time impacts from water sourcing and licensing,
- Sewerage and power infrastructure delays to housing construction by “land-bankers”, investors that are waiting for an even better price before finalising their plans,
- Mining companies have duty of care to transport mine workers home safely at the end each day for the nearby residents, and for those that stay in the work camps, get them home safely at the end a block shift.

Key insights – “They are all just sitting on their hands until the coroners ruling”.

- “we have to get them (the mining companies) to build child care centres for the town like they did in XX”
- “...every pregnant mother who is a partner of one our workers is ferried by the (mining) company helicopter to Rockhampton to have their baby”
- “They say that they decided against the bus service because of economic reasons... but what price do you put on one of your workers?”

3.1.4 Groups impacted

As supply issues have taken root, the soaring rental and house prices are relatively more palatable to miners than average wage earners. The community and emergency housing stakeholders have all highlighted prevalent disturbing consequences at the lower end of the market. Fixed income, vulnerable and pensioner housing end-users have been forced out of houses either by; a) massive

price increases or, b) the desire of the landlord to end the arrangement so as to re-tenant with a higher rental price. Some of this group mentioned that the raising of rents whilst tenanted is controlled by law in other states. They didn't think this was the answer to the second problem anyway, as one said

“... unfortunately we can't arrest people for being callous and greedy”.

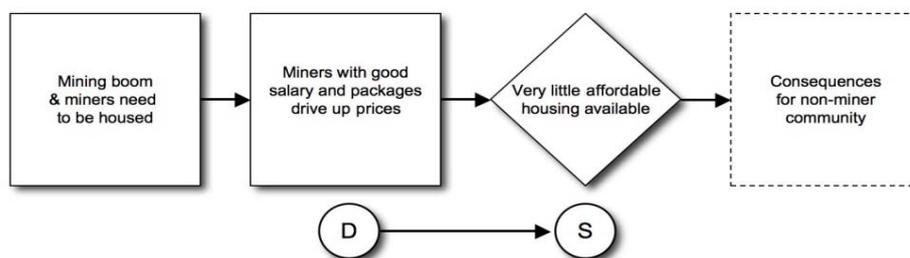
This particular point was articulated by different groups in similar ways, the groups included public housing workers and managers from all levels who spoke of the fact they were having trouble helping the “working poor” as they were falling through the cracks. They could help, they said, the low income and poverty level people with public housing solutions, which it seems, are in fairly good supply indicated by the waiting list not being unduly long; rather the troubling nature of the problem is described;

“... our ‘business’ is targeted around the “Centrelink users” but we should be more worried about “Centrelink workers” and the Policemen, Nurses, grannies and these people here at my own office, they are doing it really hard; we haven't the means of helping them, and they are the fabric and the stuff of our community”.

The stories of urgency are littered with personal examples of overcrowding and strained family relationships with children that can't afford to leave the family home on what used to be fairly good wages, or having to bring older parents back to family homes; owing to low supply of affordable rentals or purchase properties.

Listening to the stakeholder views on the impacts of the housing shortages, community services stakeholder group perspectives were reasoned upon consequences for the community. Stakeholder views from the regional development and private sector were reasoned upon varied participant actors. We suggest the reason for this being the perceived causal path of housing shortage and proximity to and salience of the consequences that are different for different stakeholder groups.

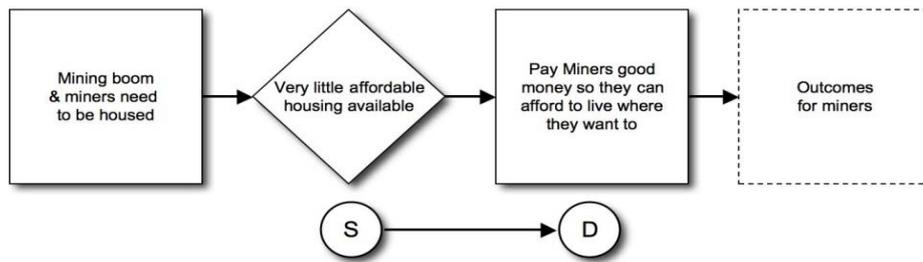
Figure 3.1 Community stakeholder perspective: Demand side dominant



Those in community and housing services, (including industry associations, community support and public housing) see the demand side as dominant (Figure 3.1) owing to the tangible consequences within the community.

Those in the development and private sector (Figure 3.2) see the supply side issues more dominant and outcomes somewhat more abstract. There are exceptions here, some stakeholders who work in the mining and related industries also see it from the demand side dominant perspective; it must be noted that this is usually because the nature of their work is such that it puts them face to face with the non-mining community realities, such as mining officers working in the community.

Figure 3.2 Development and private stakeholder perspective: Supply side dominant



Consistent reference to the working poor dominated the community, public and emergency services discussions, with many references to hitherto secure elderly and pensioners being forced into inhumane overcrowding, “couch-surfing” and evictions. There is a lot of sympathy for miners and their families with the public and community stakeholder groups; the private and development sector primarily focusing on this aspect at the exclusion of most other impacted groups. Other groups mentioned frequently were apprentices, trainees, retail workers, council and government workers, childcare, policemen and nurses, hospitality, artists, small businesses and volunteers; all being displaced or burdened by rising house prices.

Key themes – “If this keeps up there’ll be nobody (in council) left to look at the DA’s”.

- A growing average-wage earner underclass
- A chorus of concern was expressed for the demise of tradesmen and community services
- Inability of towns to attract people to work at newly amalgamated councils, owing to limited availability and high housing and rental costs for new resident staff.
- The same phenomena was quoted as driving away many key players in the community, such police, nurses and nursing home workers
- Inability to attract or keep village high-street retail staff owing to the high price of houses and rentals
- Undignified treatment of the elderly and vulnerable
- Dwindling services owing to rents on commercial and residential property and an inability to attract and retain staff
- Impacts on mothers with children, both mining and non-mining

Key insights – “Gifting more netball courts is not going to get more Dads to watch the game”.

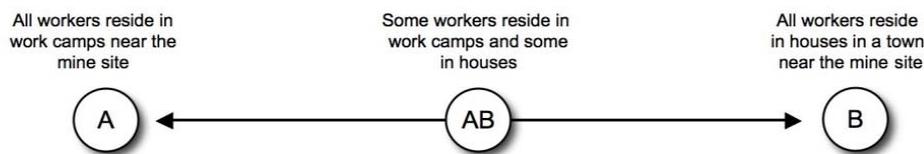
- “The PR money they (the mining company) spent on bringing out Jimmy Barnes for a concert at the mine should have been spent on a full time community worker to help the poor wives of these guys that have just uprooted their families to work up here. They have no connections with the workforce or community”,
- “Dad comes back from the mines tired after his block has finished and gives the adolescent kid a load of money to ‘disappear’ so he can get some R&R; well what do think happens next? Gladstone and Mackay have a wave of cashed up kids taking drugs and joy-riding, there is a whole new class of delinquent; it used to be those kids who had no hope and no power to fix it; this is new and we don’t have the raft of trained workers required to fix it”,

- “These old dears (independent aged) have raised the kids and have saved their pennies all their lives, and now their income from savings isn’t enough... ..they are falling through the safety net, they have never been to Centrelink in their lives, and they are being forced to couch-surf and live out of a suitcase, it is just not right”,
- “People are living in shipping containers up here, and some of them do their best to make them look nice, but it is just not a good look for the town nor the builders”,
- “With the rents the way they are, both parents have to work, this in turn means more childcare places are needed. Child care directors cannot find staff that will work and live here due to low pay, high rent, and high house prices”.

3.2 Work camps and appropriate housing mix

These two quite different topics are combined for the reason that we are investigating sustained benefits from boom times. Inherent in this is that we are speaking of the housing choices that are made by miners and the communities that they touch. Decisions and policy relating to work camps are interconnected with the issues relating to the housing needs generated by the mining and related industry boom period.

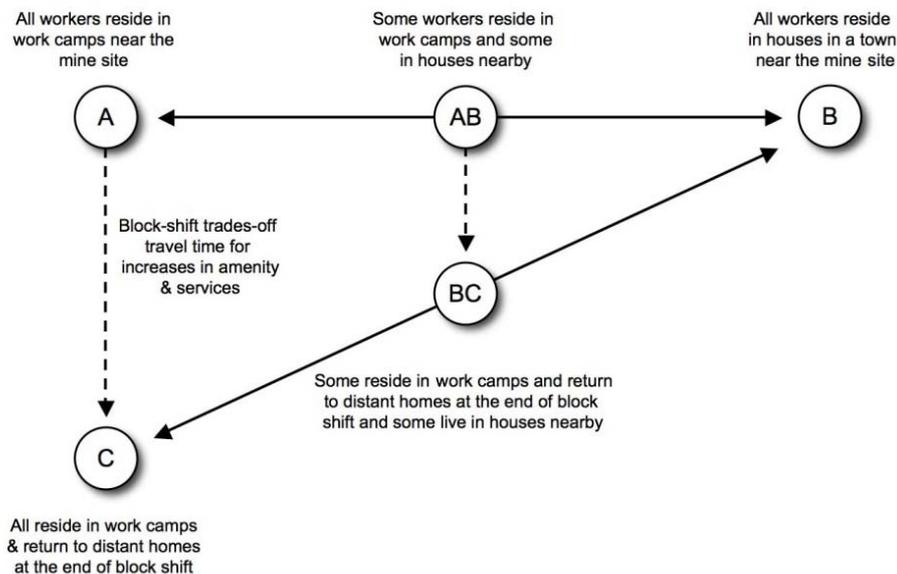
Figure 3.3 Work-camps and housing with a standard week



Leaving block-shifts aside for a moment, suppose one looks at mining housing as a continuum where at one extreme (Figure 3.3 - A) where for every mine worker there would be a permanent work-camp residence, and (Figure 3.3 - B) where every mine worker resided in a house in a nearby town. The situation at (Figure 3.3 - B) resembles mining as it was traditionally operated. If the workforce was entirely sourced from outside the area, and we had the old five day week work shifts, we would see the situation at Figure 3.3 - A.

With the advent of block-shift and/or even-shift pattern (and modern roads, automobiles and regular flights) we have the possibility of mine workers with distant homes trading-off long travel-time for the services (Figure 3.4 – C), amenities and lifestyle offered by distant, larger or coastal centres.

Figure 3.4 Work-camps and housing with block-shift



The workers residing in towns nearby (Figure 3.4 – B) remain unchanged in the block-shift arrangement except that they have the benefit of not having travel-time eating into the start and end of the shift break. As we would expect with workers being sourced from near and far, the combination of the two (Figure 3.6 – BC) is the prevalent combination we see in the Bowen Basin.

The continuum is an important construct as it assists in situating the accounts by stakeholders which are often considerate of the nuance of the miner’s situational context to which they refer, within an identifying frame, thus aiding a deeper analysis.

3.2.1 Work camps

Work camps of the past were generally more prosaic constructions allowing workers in rural, remote and outback locations access to communal makeshift lodgings and provisions whilst carrying out a fixed contracted task. Work camps in their current incarnation are associated with block shift work – a full-on 12 hours of labour a day, over a number of days, typically ranging from 4 to 10 days and being evenly matched with off-time relief.

The slabbing of work into concentrations of shifts of full-on/full-off block periods lends itself to fly in, fly out (FIFO) or drive in, drive out (DIDO) arrangements; miners taking up a main place of residence located within reasonable flying or driving distance, where a miner with a family will ensconce their spouse and children, and otherwise rest and recreate. The work camps under discussion range from relocatable single person quarters with a central mess hall to more sophisticated ‘studio’ cabins. Other services provided also vary but larger arrangements may include gymnasiums, entertainment rooms and bars.

The work camps topic also reveals a disparity of stakeholder viewpoints. The views of the stakeholders whose daily work involves community issues are of polar difference to the views of those not involved in community. There are no other observable patterns of variation among tiers

of government, nor in NGO or community services. Community related stakeholders held a view that was sympathetic to the miners, but not sympathetic to work-camps and neither for the mining companies who support them. The non-community related stakeholders had contrasting views, and expressed that the only problem with them was the sourcing of more of them. Mining and related stakeholders were of the view that they had no choice as the towns nearby were too slow to get their housing together, and even if they did, it was the miners as individuals who were driving the agenda. Further they say it is miner's support for block-shifts and choosing to house themselves and their families in far away towns was what made work-camps a necessity.

Some stakeholders suggested that it is not that clear cut as in the past Governments have been able to insist that mining companies build decent numbers of *good quality* houses for miners. There are examples too where houses were built for mining and support workers and for those towns to prosper and even thrive; for example the 'garden town' of Yallourn in Victoria where the residents built a very close knit community(Plate 3.1). The 'invented mining town' concept, in the Dysart and Moranbah form however; have many critics from within our stakeholder sample.



Plate 3.1 Yallourn houses 1948: unknown photographer

The concerns about work-camps ranged from their unattractive visual appearance, to their fostering of alcohol and drug abuse, non-conducive to families (on-site) and to alienation aspects, where work-campers were allegedly not showing respect for the nearby towns, said to be littering and general hooliganism, bringing about some bans on their entry into town for a period of time.

Non-mining stakeholder views on the knock-on effects to the community range from stakeholder claims of police reports of regular sexual assaults around work-camps and nearby towns, to reports of coastal town resident fears for their safety from out of control miners (and their cashed up children), and locals being driven out of their normal social meeting places owing to a degradation in amenity caused by increasing rowdy behaviour. The non-mining stakeholders also felt the miners should be given the best opportunity to develop extra skills or a second trade (in case of mining downturn) from TAFE or University courses and felt that this was not being catered for in the work-camps. Some felt that the scale of upcoming business warranted drastic action, and to perhaps do something of military scale and speed in trying to turn the problems around.

Those associated with a community perspective speak also in a united voice about the expense to families and communities with two main themes: 1) of spouses growing apart owing to living in different worlds, and 2) absence from parenting role, and community participation – a known measure of social capital of a region (Hulse and Stone, 2006).

“What is the *real* cost of Dad not being available, because of shift scheduling, to take on coaching little Johnny's soccer team?”

The miners themselves are reported to have fatigue related issues including driving accidents related to block-shift patterns of work. A report from all quarters is that after an initial ‘honey-moon’ period (1-2 years), that a great number start to ask the real value of mine work, often citing family break down issues.

“...families are also deeply affected by the time away from family. The person living at home base tends to grow apart from their partner”

With regard to the question of how big, and in what form should work camps exist, the responses here are also dichotomous, splitting along the community involvement - non-involvement line. Respectively, their views were; ‘If we have to have them at all, then less of them and smaller, around 300 persons maximum, and capping of the allowable period workers are allowed to stay in them before being offered worker housing in the local community (6 months to a year)’; to the other extreme, more being needed, larger, more sophisticated and long term 5 to 15 year arrangements.

Stakeholders from both sides agreed that a ‘wet’ arrangement is better than ‘dry’ due to the ability to monitor alcohol abuse; and also agreeing on the need for team sport areas, courts, ovals, pitches or pools.

There was unanimity in almost all quarters of the need for a unified government policy on the planning, management and administration arrangements of work camps, owing in part to individual councils having taken an apparent inconsistent (across councils) hard line to their planning process. Inevitably the mining and related industries, not wanting further *ad hoc* rules applied by local councils, are looking forward to some rules against which to specify their work-camp designs.

Local government feel stuck in the middle owing to the fact that they are “damned if they do, and damned if they don’t” and give the impression that they would rather be relieved of the duty of policing social impacts with ‘blunt’ regulations and by-laws designed for health, safety and long term growth.

The mining companies and related stakeholders cite the main reasons for supporting work-camps as miners preferring the block-shift arrangements, owing to their attractive salary outcomes from such arrangements, being a win-win for workers and mining companies alike. Some even felt that living in shared accommodation in nearby town was not good for anybody, dispelling the idea of miner - community involvement as being non-problematic.

Figure 3.5 Mining and related industry stakeholder causal path

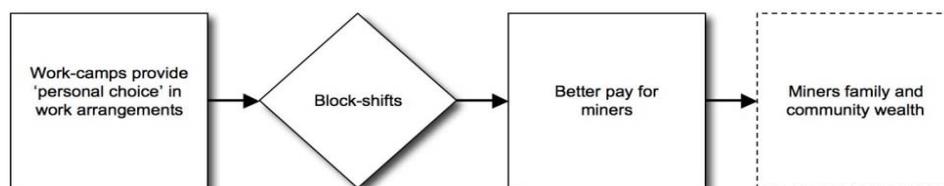
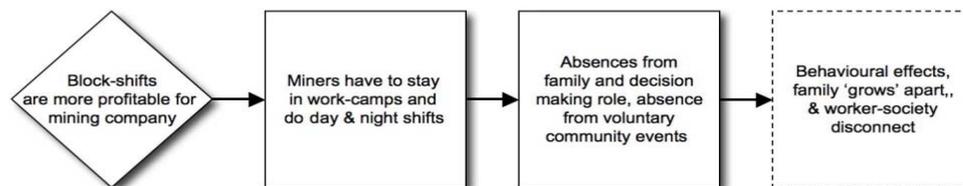


Figure 3.5 illustrates the perceived causal paths differences of the mining and related industries stakeholders having a different ordering arrangement between those stakeholders that deal more closely with community issues which view block-shifts as a mining company efficacy (Figure 3.6) and work camps as their physical representation.

Figure 3.6 Community related stakeholder causal path



Key themes: “Work-camps distort social values”.

- Work camps ‘suck’ from the nearby community and give nothing back,
- They are socially dysfunctional places,
- Should be a fixed period for the work-camp and/or a fixed period of miner living in the camp after which being offered town accommodation,
- Keep them far away from the community as they negative impacts and capital moves through town from work-camps – social nor financial,
- Keep them close to town to encourage the use of the town’s facilities so that they have positive impact (there are divisions as to whether this is true),
- They encourage behavioural issues,
- There are societal knock on effects and a multiple costs to community,
- There is a huge unmeasured social impact loss of social infrastructure, we are paying for this, we didn’t ask for it and we don’t want it.
- “Us and them mentality” of nearby towns against miners in work-camps,
- Dangerous and uncivilised behaviour – encourage sex workers and crime,
- Work contractors are OK, where they are in, do the job, and then out.

Key insights – “They wouldn’t even know how to get a telephone connected”.

- “The young guys get institutionalised so they don’t know how to do anything for themselves, we do everything here (at the work-camp) for them”,
- “They have come a long way; they aren’t actually that bad to stay in”,
- “Our trouble is if we get tough on them about having to find a place to live within 12months, we run the risk, after they have finished loads of training, of just moving on to another operator (mining company) who will let them stay longer”,
- “It is a problem with the food – they get won over by the big full breakfasts and dinners, especially when you throw in a bit of boredom, it doesn’t make for a healthy combination.”
- “America and Canada are far more advanced in the quality, standard and speed of delivery of demountable (and decent looking) cabins and in the whole infrastructure and

landscaping-in process – we need to send a delegation over there to get the know how and gear up some production; not just for the work-camps but for Mackay and Townsville’s working poor (eg. Police, Nurses and Council workers) and independent aged.”

- “Some contractors only provide housing whilst on shift... ...whilst off shift they have to sleep rough, or in their cars, because the drive home would take them 13 hours”,
- “I tell you if we could house them in town in half decent houses instead of work-camp and DIDO, I reckon 70% would drop the block shift work habit, they would be getting into the local sports, watch their kids at the pony-club, and get back a bit of pride in family life”.

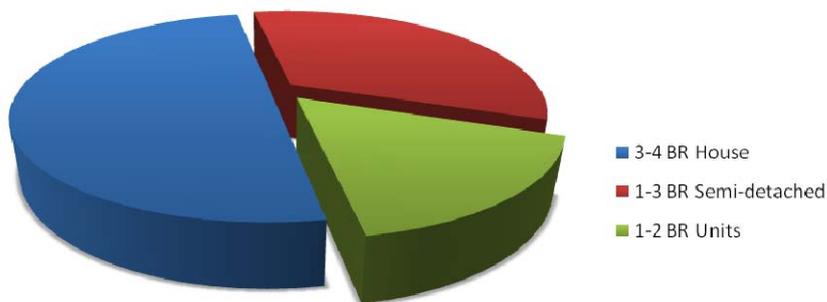
3.2.1 Appropriate mix of housing

There are no recognisable differences or patterns between stakeholder groups as to what sort of houses were appropriate by occupation, age-group or other demographic. There were views for instance that no housing was going to be appropriate or necessary for miners in the nearby towns, to the view that *all* miners should stay in the nearby towns and do a better job of supporting local industry.

Within local community and council stakeholders there is a universal appreciation for an additional supply of 1 – 2 Bedroom flats, or ‘studio’ apartments to fill the growing population of aged which have been displaced from the rental market by rocketing house rental prices, as well as for ‘apprentices’ and younger workers such as village high street retail workers, and of course, for mine workers that choose to live in town.

Far and away the most popular suggested mix of housing of the 18 stakeholders who held a view on the matter, is a 50, 30, 20% ratio, or 3-2-1 proportion of 3 – 4 Bedroom Houses, 1 - 2 Bedroom Studio apartments, Townhouses or duplexes (what they have in common is their semi-detached design), and 1 – 2 Bedroom Apartments, flats or units, in high density ‘6’ packs or 6 – 12 in a block (Figure 3.7). As this is an averaged assessment, the mix varied.

Figure 3.7 Housing mix suggested in towns with a full range of industry



Stakeholders from communities which had a large proportion of mining workers reversed the semi-detached to 3-4 Bedroom proportions, in these cases, they suggested a need for more semi-detached and apartments for the displaced elderly, the young workers on the high-street, or

council employees, as well as for workers to share, also enabling something that miners say they would have more of if they had the privacy afforded by an apartment: spousal contact.

Figure 3.8 Housing mix suggested in towns with mining as a dominant industry



We conclude that hubs with a more diversified mix of industry (not overtly dominated by mining activity) and life-stages, will likely opt for the mix shown (Figure 3.7) in a 3-2-1 proportion; whereas smaller ‘halfway’ communities will opt for a reverse of houses to semi-detached / apartments in a 1-2-3 arrangement (Figure 3.8).

Some used the term ‘single person quarters’ to describe single bedroom apartments, which most reserved for work-camp single person dwellings; however it does not alter the findings.

Key themes – “More flats; and the old 3-4 bedroom house is flexible”.

- The shortage of single apartments and semi-detached is based on the lower return on investment compared with 3-4 Bedroom houses,
- Smaller and more modest houses are essential to retain a healthy community mix which includes all age groups and all levels of income,
- Mixed business and residential development (shops downstairs and apartments upstairs) in town centres to grow the cultural centre,
- Growing multi-generational requirements and non-traditional family structures - single parents, couples with grannies etc.,
- Cheaper construction methods,
- Medium density housing.

Key insights – “Taj Mahals with entertainment rooms ...”.

- “The miners are the exception to the rule, they want it all – right now, sometimes it is their first home and they are going into 5 bedroom 2 storey “Mac-mansions” with 2 cars and a pool on the coast.”
- “It is what you get when you cash up the working class and cross it the conspicuous consumption of our era...”
- “I have these young mining fellers come in, they’ve got the flash Holden ute, and now they want the boat or whatever ...and they want the party lifestyle at the same time”

3.3 Strategies, development and delivery issues

Among the strategies for building sustainable housing for the future after the boom period, was the unanimous suggestion by non-mining company stakeholders, for the mining companies to develop and build appropriate numbers of houses and apartments to counter the current deficit of housing stock. Mining company stakeholders interviewed believe they shouldn't be in the business of housing, not even for guiding the design of better work camps, much less becoming developers or landlords as they have in the past. Industry, both mining companies and non-mining businesses are focusing on what they see as their core business in the Bowen Basin and this may not necessarily align with a community perspective. The need for tax incentives for private investments, Private – Public partnerships were a regular mention; however the clearest construction of this approach was said to be already in play in two developments, in Brisbane (Brisbane Housing Company) and the Gold Coast.

We asked the participants if the housing situation should be 'left to market forces' or if there was a role for government. There was also universal agreement among non-mining stakeholders that market forces had failed to respond quickly enough to the demand and prevent further distress among the working poor and vulnerable. There was unanimous support for a role for government; however the mining and related stakeholders limited that role to freeing up of constraints, releasing land and providing more infrastructure. The role for government expressed by non-mining related industries was dominated by immediate action, with many references to 'whole of government' or public-private partnerships, coalitions, and consortia.

The other leading motif from the non-mining stakeholders at all levels, was information gathering ("like this project" was mentioned severally), intelligence, analysis, "backed up by science", and sharing of the information in a timely fashion. Hard data around workforces, upcoming developments, investments in progress, and State government implementation priority details were mentioned.

Similar to the mining related stakeholders, the non-mining related industries and public service stakeholders mostly agreed on the idea of a joined-up and group approach to the development of strategies to address the issues, with the inclusion of private stakeholders. There were concerns expressed about the dominance of the mining companies as the major voice in the private sector; to be ameliorated by the inclusion of the housing sector, and other industries such as agriculture and tourism.

From the community based stakeholders the "bottom up" approach was mentioned; the knowledge of those with field-based information to facilitate interpretation and implementation of a functioning coalition. Groups mentioned were Department of Education, Main Roads, Government suppliers and contractors, ACOSS, Anglicare and the Salvation Army. Social service groups were also often mentioned as requiring an urgent 'transplant' into the mining housing affected towns, with a reported rapid decline in volunteerism from the collapse of family and community support from the elderly. Cooperative housing, as employed in some bigger centres, was suggested as a successful model that should be migrated to the Bowen Basin mining towns.

On the other hand, the development and community based government stakeholders were in tune with the idea of concessions to developers or investors to make sure there were a number of smaller or lower cost houses for investors to rent out (at a fixed rate) amongst every block. As well, a number of local government stakeholders felt local government regulations on subdivisions and regulations on blocks of units needed to be made easier for quicker passage.

Another motif among the public sector stakeholders, with differing degrees of articulation was the idea of 'Social impact statements' to parallel the 'Environmental impact statements'. Some argued for the EPA to have scaled up powers to enforce them, and others argued for an existing state department to enforce, such as DIP, DTRDI, and one version was a coalition of members such as DoCs, DoH, DIP, DTRDI, Local and State Development and key industries including mining, agriculture and tourism. The same government departments and industry representatives were also put forward by mining and non-mining industry stakeholders; for a roundtable coalition where vision setting, policy development, and implementation would take place.

Key themes – “The previous policy where mining companies provided housing worked well”.

- The mining companies are in the spotlight for not doing enough about the provision of housing, most non-mining stakeholders are saying they need to be forced to build,
- Government is in the spotlight for not providing enough infrastructure – not the kind of infrastructure that is supporting more coal to be hauled out, and faster; the 'personal level' public infrastructure,
- There will have to be much better dialogue between mining companies and government. Plans will need to be revised regularly.
- Non- industry say industry is not willing to share information owing to intense industry competition,
- Industry says that it is releasing information as soon as they can, they can't really plan ahead very far,
- Whole of Government roundtable with major industry to develop a 'master plan' for addressing the Bowen Basin housing - mining nexus.

Key insights – “...mono-culture, where one species chokes out another”.

- “a single solution, a sort of master plan, derived from whole of government policy and mining company regulation, policing and implementation”,
- “Marketing needs to be involved, we need to explain the benefits the miners and their families, 'Hub X' where you have big city entertainment, along with tree changer aspects – clean air, run some horses', of course it would have to be true...”,
- “We have to be careful we don't get a mono-culture, where one species (of business) chokes out another. The only way people can prevent it is if we have a local and state united team, and don't just leave it there, set up the review watch dog at the same time to keep an eye on them, there are plenty examples of self-interest setting in”,
- “Government, council and mining companies form a consortium to reduce risk from direct investment by developers and to 'encourage' them to do the right thing i.e. doing the right mix of housing. There may be more limited return on the dollar invested but it could attract the socially responsible market, which is currently 'absent without leave' from the Bowen Basin”,

- “Better information sharing amongst tiers and divisions of government, more intelligence and research on the economic forces at play,
- “Compounded forces analysis where all effects of known future mine developments communities ability to respond are inputs into model for estimation and prediction”,
- “Social impact statements – like an EIS, and with an equivalent government authority to compel mine co.’s to better estimate and enforce for amelioration of social impacts of mine worker re-location related community and housing consequences”.

SECTION 4 CONCLUSIONS

In this phase of the research program we qualitatively researched and analysed the views held by key stakeholders about the social impacts, drivers of housing development, and workforce movement within the current boom in the Bowen Basin. As well, stakeholders were asked about their views on suitable strategy and policy mechanisms for addressing impacts and housing stock deficits; in the short term, including the issues of work-camps; and for long term past the current boom period.

Stakeholders interviewed generally saw the positives of the mining boom for the region, but differed according to whether there was a net positive benefit at the current time, or only in the future if some current offsetting negative impacts are addressed. Those stakeholders who believe the mining boom to be only potentially positive focused on the impacted community, who are generally seeing a downturn in their ‘personal economic prosperity’ because of cost pressures in their community. Looking at the patterns of this group of stakeholder descriptions, key recurrent motifs that generated the most disquiet were the size of the influx, relative wealth, and behaviour of the miners in communities. Demand pressures, particularly in housing, have spill-over effects on the new ‘working poor’, or ‘educated underclass’. These working poor are said to be nurses, police, council workers, public servants, apprentices, social welfare workers, teachers and childcare staff, all providing essential services in communities where living costs are rising. As well, increases in living costs put pressure on other groups on lower incomes, such as elderly people.

Analysis of the stakeholder views reveals that those who believe the mining boom is generating current positive net benefits tend to focus at the region, state and/or international market level. For this group, the key areas to focus attention are labour force relations and the provision of better infrastructure, particularly port and rail facilities. Many interviewed indicated that the current pressures on mining communities would have been very difficult to predict and address in advance because the rapid rise in global prices for coal had been largely unexpected.

Labour force constraints at regional, state and national levels are contributing to pressures on communities. There is little capacity for additional labour supply into the mining industry from the regional area; accordingly new staff has to be drawn from elsewhere. Some staff has been drawn by industry from other businesses and industries, stimulating increased wage costs and skill shortages in other industries in the region. A continuing roadblock in regional growth of the mining industry has been workforce churn, where industry plundering of workers from other firms

has effectively driven the upward trend of salary and benefit packages offered to mining workers, staff and professionals.

Analyses of the views of the key stakeholders reveal support for government to become more involved in dealing with growth pressures and addressing shortages in areas such as housing. Risks of government failure and the difficulties in sourcing appropriate information should generate caution about government involvement in some areas where private markets should operate to provide facilities and services. The focus of suggestions has largely been on the opportunities to improve coordination and to address time lags in the provision of additional services and infrastructure. Various mechanisms were advanced to achieve this, including the use of direct and indirect incentives, underwriting partnerships with local industry, increasing the requirements of the impact assessment process, and coordinating infrastructure and other development

Work-camps were viewed as a vexed issue with stakeholders. Many respondents viewed them as a 'necessary evil' that were acceptable as a shorter term solution for activities such as construction. Most thought that more employees would live in a mining town if there were opportunities and available housing for them; although many identified that many miners preferred the 'drive-in and drive-out' options.

There are substantial variations in the way the local government are dealing with development and service pressures, particularly those resulting from rapid development pressures. Some local government stakeholders are supportive of mining needs, and are improving their relationships with developers to help address current and future shortages. Other Local government stakeholders that are not supportive of the mines being a dominant force in their areas appear to be finding it difficult to identify the appropriate levels of support for work camps and non-resident workforces. There was some sympathy expressed for the pressures involved in many mining positions, with some potential exposure to danger, long working hours, and some level of commuting to the workplace.

The general conclusions that can be drawn from this work are:

- While mining largely generates positive benefits, attention needs to be paid to offsetting economic and social impacts on communities.
- There is a larger role for government to play in ensuring that there is cooperation and planning between state government, local government and industry to address the perceived negative impacts.
- Housing and labour force impacts are key areas where attention needs to be paid in any analysis of offsetting negative impacts on communities.

This was a rich investigative study that utilised qualitative data collection and analysis methods to generate narratives of the perceptions of diverse stakeholder groups from across the Bowen Basin of the broad trends and key issues impacting the region. Caution is given at this point that the data collection performed in this phase of the research is not based on quantitative statistically verifiable data; therefore care should be taken in extrapolating results reported in the analysis beyond the sample respondent group.

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APPENDIX 1 MATRIX OF CASES AND ATTRIBUTES

	A : Housing relationship ▼	B : Interviewee role ▼	C : Mining relationship ▼	D : P-P ▼	E : Regions ▼
1 : stakeholder_interview_11	Service - Community	Worker	Non mining	Gov - Federal	Central - Rockhampton, Yeppoon and Gr
2 : stakeholder_interview_112	Non - Housing	Director, CEO, Manage	Non mining	Gov - State	North - Mackay and Whitsundays
3 : stakeholder_interview_114	Service - Public	Director, CEO, Manage	Non mining	Gov - Federal	Central - Rockhampton, Yeppoon and Gr
4 : stakeholder_interview_122	Non - Housing	Director, CEO, Manage	Non mining	Gov - State	North - Mackay and Whitsundays
5 : stakeholder_interview_129	Non - Housing	Worker	Mining assoc. and coun	Ind. Assoc.	Brisbane and wider
6 : stakeholder_interview_130	Non - Housing	Director, CEO, Manage	Non mining	Gov - Local	Central - Rockhampton, Yeppoon and Gr
7 : stakeholder_interview_139	Service - Community	Worker	Non mining	Gov - State	North - Mackay and Whitsundays
8 : stakeholder_interview_149a	Non - Housing	Director, CEO, Manage	Mining co.	Private	South - Moura , Biloela and Theodore
9 : stakeholder_interview_150	Enduser	Director, CEO, Manage	Mining co.	Private	North Moranbah, Clermont and Dysart
10 : stakeholder_interview_151	Non - Housing	Director, CEO, Manage	Mining co.	Private	North Moranbah, Clermont and Dysart
11 : stakeholder_interview_153	Non - Housing	Worker	Non mining	Ind. Assoc.	Central - Rockhampton, Yeppoon and Gr
12 : stakeholder_interview_155	Non - Housing	Director, CEO, Manage	Mining co.	Private	South - Moura , Biloela and Theodore
13 : stakeholder_interview_156	Non - Housing	Director, CEO, Manage	Non mining	Gov - Local	South - Moura , Biloela and Theodore
14 : stakeholder_interview_159	Service - Emergency and crisi	Director, CEO, Manage	Non mining	Gov - State	North Moranbah, Clermont and Dysart
15 : stakeholder_interview_163	Non - Housing	Director, CEO, Manage	Mining services co.	Private	Brisbane and wider
16 : stakeholder_interview_17	Housing Association	Director, CEO, Manage	Non mining	Ind. Assoc.	North - Mackay and Whitsundays
17 : stakeholder_interview_19	Housing Association	Director, CEO, Manage	Non mining	Ind. Assoc.	Brisbane and wider
18 : stakeholder_interview_217	Non - Housing	Worker	Mining co.	Ind. Assoc.	South - Moura , Biloela and Theodore
19 : stakeholder_interview_221	Service - Community	Director, CEO, Manage	Non mining	Gov - Local	South - Moura , Biloela and Theodore
20 : stakeholder_interview_231	Enduser	Director, CEO, Manage	Mining co.	Private	South - Moura , Biloela and Theodore
21 : stakeholder_interview_233	Non - Housing	Director, CEO, Manage	Non mining	Private	South - Moura , Biloela and Theodore
22 : stakeholder_interview_30	Service - Community	Director, CEO, Manage	Non mining	Gov - State	Central - Rockhampton, Yeppoon and Gr
23 : stakeholder_interview_33	Service - Community	Director, CEO, Manage	Non mining	Gov - State	North - Mackay and Whitsundays
24 : stakeholder_interview_36	Service - Community	Director, CEO, Manage	Non mining	Gov - State	Brisbane and wider
25 : stakeholder_interview_49	Non - Housing	Director, CEO, Manage	Non mining	Gov - State	Central - Rockhampton, Yeppoon and Gr
26 : stakeholder_interview_53	Service - Community	Director, CEO, Manage	Non mining	NGO	Central - Highlands, Emerald and Black
27 : stakeholder_interview_63	Non - Housing	Worker	Non mining	Gov - State	Central - Highlands, Emerald and Black
28 : stakeholder_interview_69	Non - Housing	Director, CEO, Manage	Non mining	Gov - Local	Central - Highlands, Emerald and Black
29 : stakeholder_interview_7	Service - Community	Worker	Non mining	Gov - State	North - Mackay and Whitsundays
30 : stakeholder_interview_71	Non - Housing	Director, CEO, Manage	Non mining	Gov - Local	Central - Rockhampton, Yeppoon and Gr
31 : stakeholder_interview_76	Provider - maintainer	Director, CEO, Manage	Non mining	Gov - State	Central - Rockhampton, Yeppoon and Gr
32 : stakeholder_interview_78	Service - Community	Director, CEO, Manage	Non mining	Gov - State	Central - Highlands, Emerald and Black
33 : stakeholder_interview_79	Service - Community	Director, CEO, Manage	Non mining	Gov - State	Central - Rockhampton, Yeppoon and Gr
34 : stakeholder_interview_82	Service - Community	Director, CEO, Manage	Non mining	NGO	South - Gladstone, Calliope and Tannum

APPENDIX 2 RESEARCH INSTRUMENT

Semi-structured telephone/f2f interview

ISRD227 'Ensuring Sustainable Benefits from Boom Periods: A case study for a long term housing policy in the Bowen Basin'.

Introduction

Hello my name is and I am calling you from the Institute of Sustainable Regional Development at CQU. We are currently interviewing key stakeholders for the initial stage of a research project that seeks clarification of key housing issues in the region. The research is under the direction of Professor Rolfe is looking at the recent developments in the Bowen Basin region and the impact on housing and labour markets and want to explore the preferred options for housing market development.

The broad purpose of the research is to:

'investigate the management of boom periods to ensure sustainable benefits for regional communities. The project draws on the Bowen Basin as a case study.'

The research is funded by the department of Tourism, Regional Development and Industry

'The Department is interested in focusing its research investment in this project around a model to ensure that communities can realise sustained benefits from boom periods.'

The discussion will involve looking at the housing requirements of the community, key factors driving the housing market and factors at play in the choices of whether to live in the Bowen Basin or other centres.

The information will help communities, local government and the mining sector identify better development strategies for the community.

All answers given are treated with strict confidentiality and will go into a pool of data to be analysed at group level.

It is anticipated that the semi structured interview will take between 40 and 60minutes, depending on your answers.

Name of firm/organisation:

Name of respondent:

Position in the organisation:

Contact details:

Date of interview:

Section A. Baseline - General Housing Issues

1. What are the main housing issues in the Bowen Basin community you deal with? (demand on pricing/ supply/ infrastructure/ groups impacted)

2. What are the main issues with work camps?
(work camps – design, location and permanency)

3. What are the policy options that could work/ has worked towards addressing those housing issues?
– (At local, regional and national level)
(follow-up on 2-3 key issues mentioned above)

4. What do you see as the future prospects for population growth and the life stages for that
population growth and housing need in the Bowen Basin communities you deal with?

5. What mix of housing do you see as appropriate to meet current and future needs? (Type of housing
such as houses, small or large/ units, low sets of units or high rise buildings) (Percentages/proportion of
each housing type)

Delivery Issues

6. Who should deliver housing to the Bowen Basin communities you deal with? (Should it be left to the
open market forces or should there be some role for government and/or industry to provide housing?)

7. Should there be more or less work camps for the mining sector to meet housing needs in the Bowen
Basin communities you are dealing with? Does it make a difference whether they are:
a. Small communities/ big communities
b. short and long term/ location
c. Located in town or out of town

8. How should work campus be planned and organised?
- a. Size
 - b. Type and mix of housing
 - c. Management

Strategies and Development Issues

9. Turning to broader issues, what do you see as the main strategies that should be undertaken to assist the Bowen Basin (or your location) to meet its housing needs in the short and long term (5yrs & more than 10yrs)?
- Provision by Shire Council
 - Provision by State Government
 - More rent assistance

10. What sort of things need to be done to achieve that? Action Plans? (local, regional and state)(stimulate investment, incentives)

11. How should housing development be matched to future sustainable growth in your region? (By future we mean 10yrs or so) (Better ways to match housing developments to future growth/ What is the expected growth/ suitability/ policy issues)

12. Who do you believe should have primary responsibility for planning housing and service needs within the Bowen Basin communities (State government, regional councils)?

Further Comments

Further comments/issues
