



National Housing  
Conference 2023

# Think Tank 1: Innovative practices in Aboriginal & Torres Strait Islander housing

Heather MacRae



# Building Community

Lessons Learned Through the  
Local Decision Making Process

National Housing  
Conference

2023

**THE  
FULCRUM  
AGENCY**



Anindilyakwa  
Land  
Council

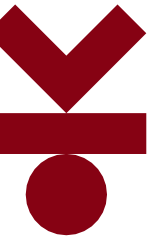
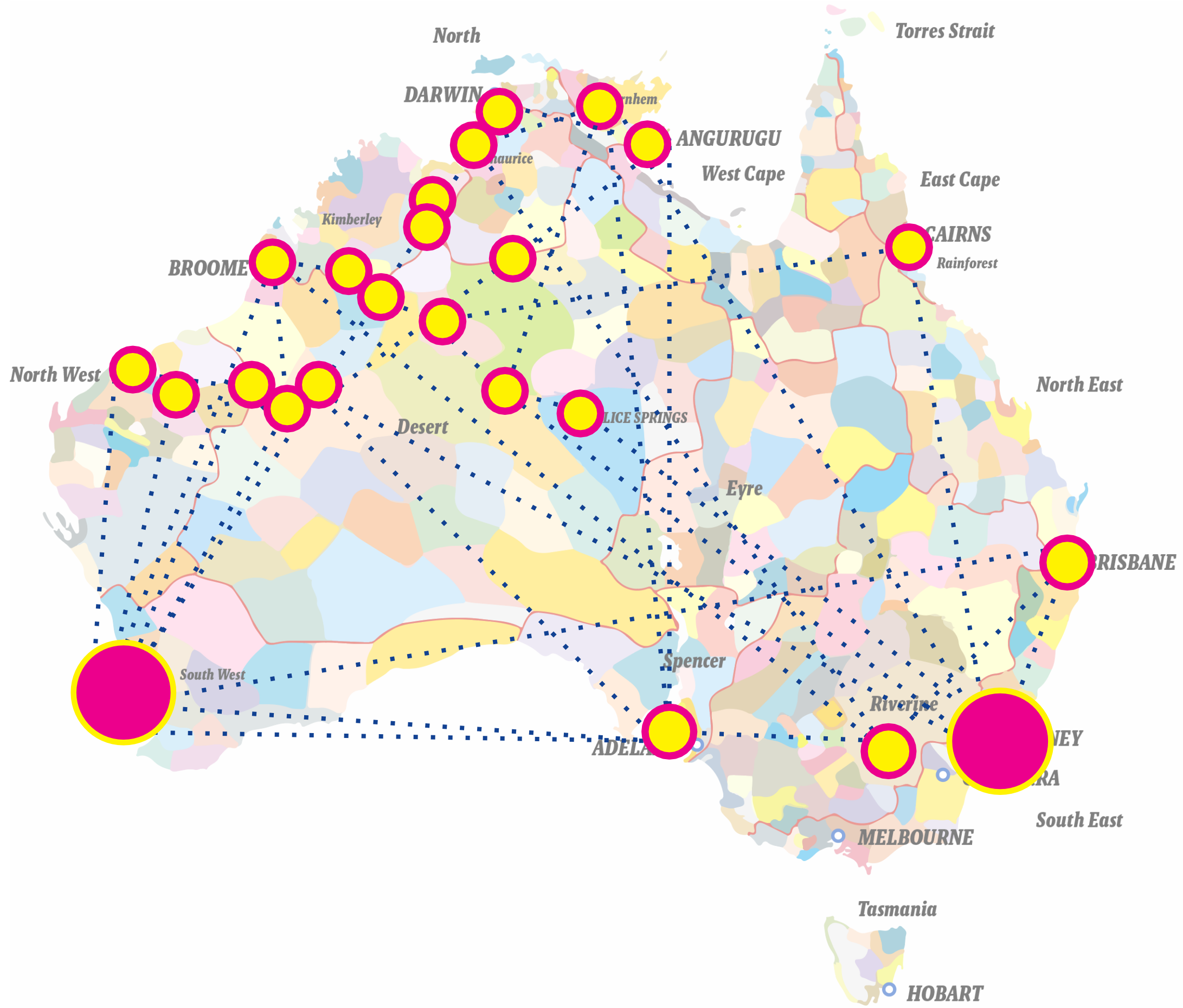


ANINDILYAKWA  
HOUSING  
ABORIGINAL CORPORATION

**The Fulcrum Agency acknowledges the Traditional Custodians of the land on which we live, work and trade, and pay respect to Elders past, present and emerging.**

**We recognise all First Nations People of Australia and celebrate their ongoing Connection to Country.**

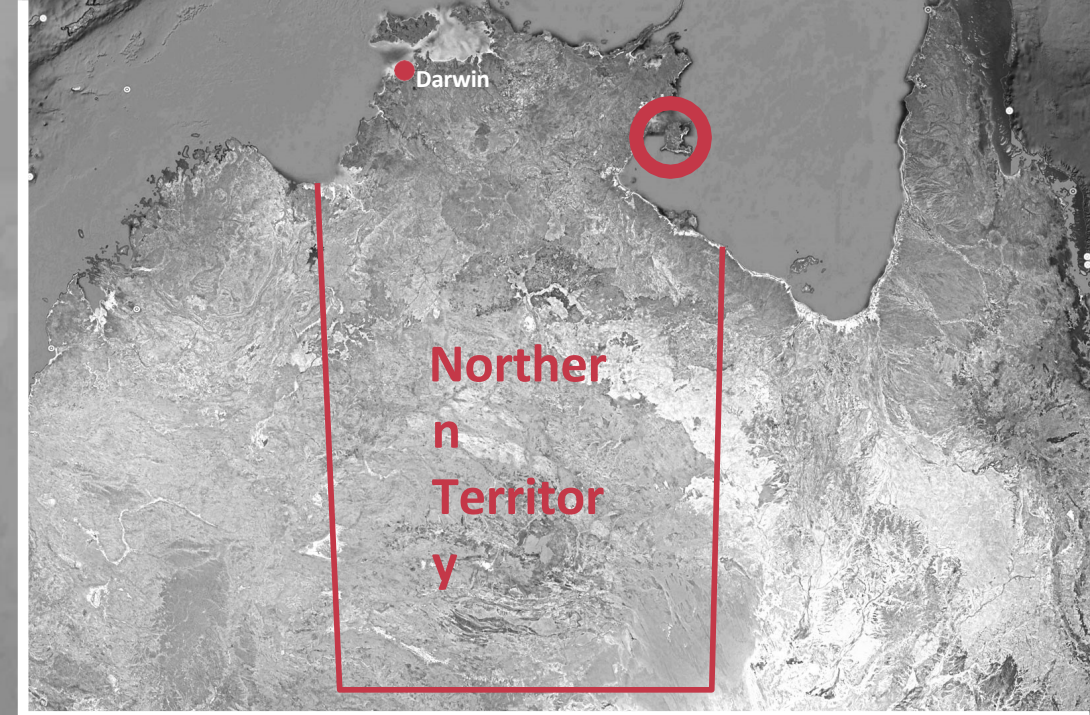
**always was, always will be**



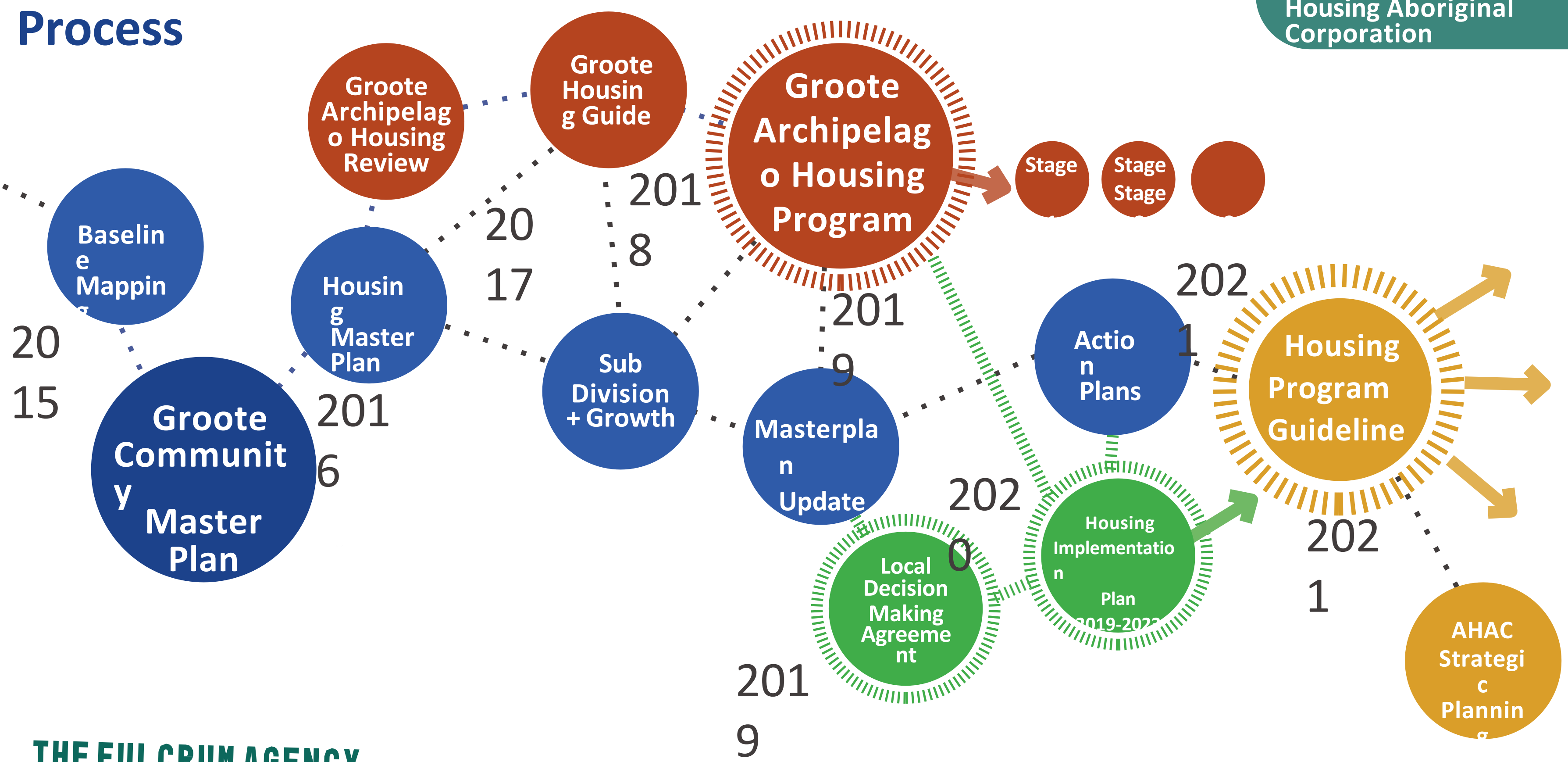
# Housing on the Groote

## Archipelago:

- 1. Background**
- 2. Community Co-Production**
- 3. Housing on Groote**
- 4. Settlement + Communities**
- 5. Local Decision Making Agreement**



# The Process



# empowering community through y





## **2. Empowering**

### **Housing**

**ALC + AHAC + HRG's**

Initially commissioned by the Land Council

Led by elders across ALC, AHAC and HRG's

Continuous Community Engagement

Program design by TO's

Program Implementation led by TO's

# 2. Co-Production, not Co-Design



**2015: Community Master Plan / Housing Guides / Review**



**2017: Satellite Community Planning / Infrastructure Upgrades / Housing Fix Work**



**2019: Subdivision Design inputs / Infrastructure upgrades / GAHP 1**



housing

**3.**

---

## **Housing**

---

### **Groote Housing**

Culture First - Local Decision Making / Design

Housing Guide - elasticity and crowding

Climate Responsive - AC + Breeze Scoops

Buildability, Program + Delivery

Maintenance - Preventative + Reactive

# Laundry Review



LOT 540 LAUNDRY TROUGH

## Things we like:

1. Stainless steel splashback that wraps around all sides.
2. Swing-away spout to move away when bathing.
3. Off centre tapware doesn't get in way of washing.
4. Stainless steel "S" trap.
5. Heavy duty brackets under.

## AVERAG



MIRIAM AND BILLY'S HOUSE IN UMBAKUMBA

## Things we don't like:

1. Trough is too deep to easily bath children.
2. Plastic trap is easy to damage, and the way it is installed makes it tricky to remove for cleaning maintenance.

## Things we like:

1. Splashback (OK).
2. Washing Machine outlet connection point is simple.
3. Shelving under the trough is good – although smaller items just fall through.

## PRETTY CRAP

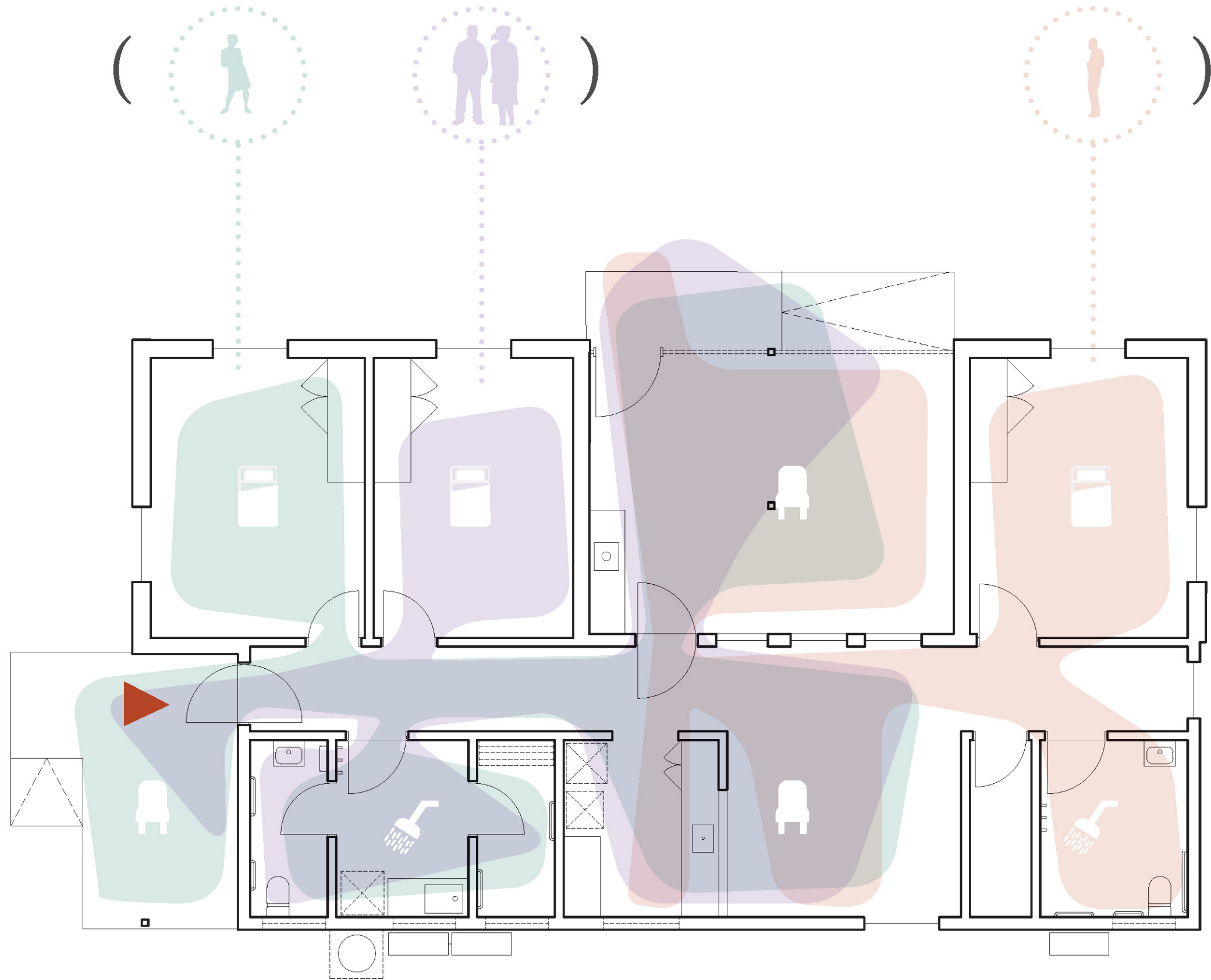


SILAS' HOUSE AT MALKALA

## Things we don't like:

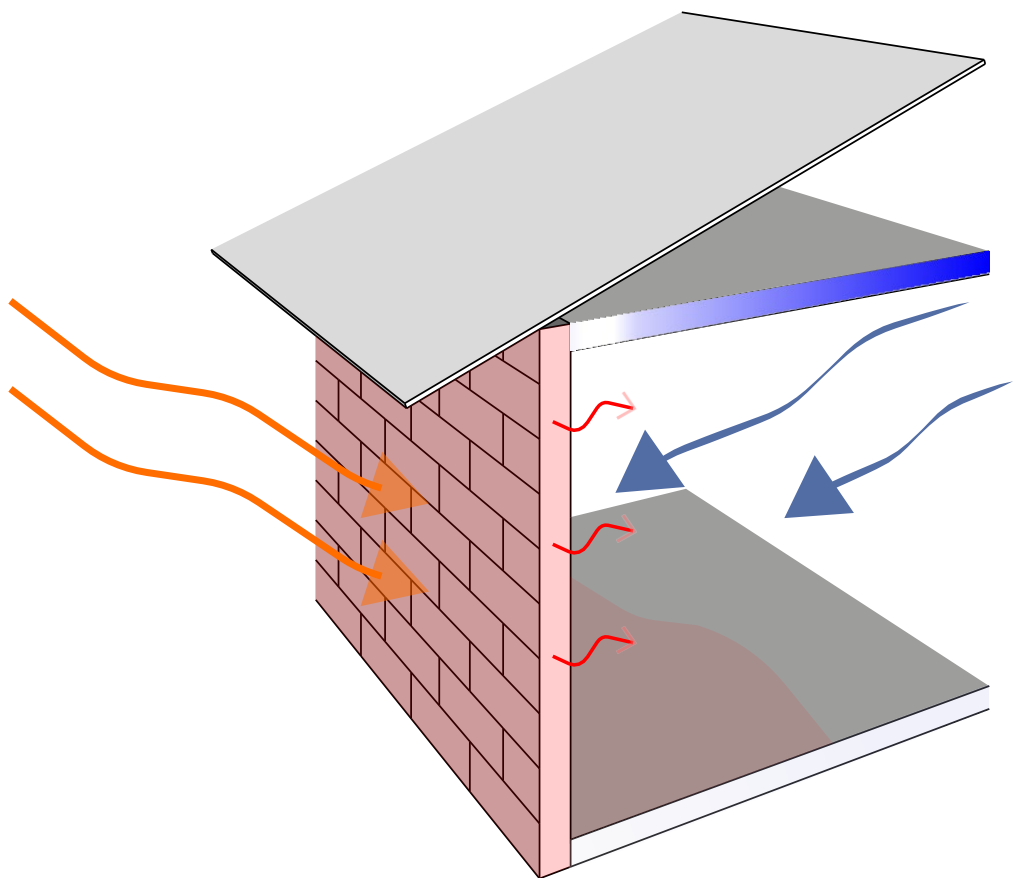
1. Baby bath – no easy way to wash baby.
2. No easy way to drain the water afterwards – dangerous to leave in a house with toddlers.
3. Shower rose is easily broken.

**overcrowding**  
**obligation**  
**gender**  
**elasticity**  
**privacy**  
**climate**  
**security**  
**magic**



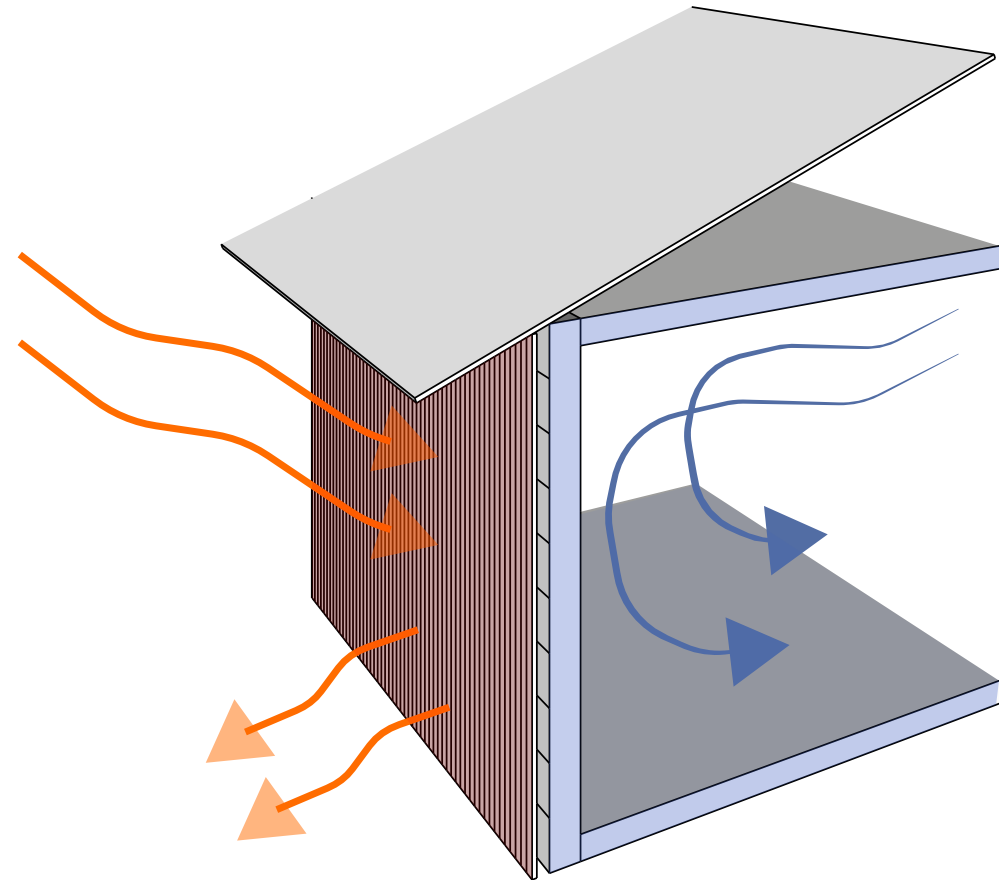
kinship+ avoidance  
adolescence

# reverse block veneer air conditioned from outset



Unprotected blockwork heats up quickly and creates a huge load for the air conditioners as the heat travels inside the house.

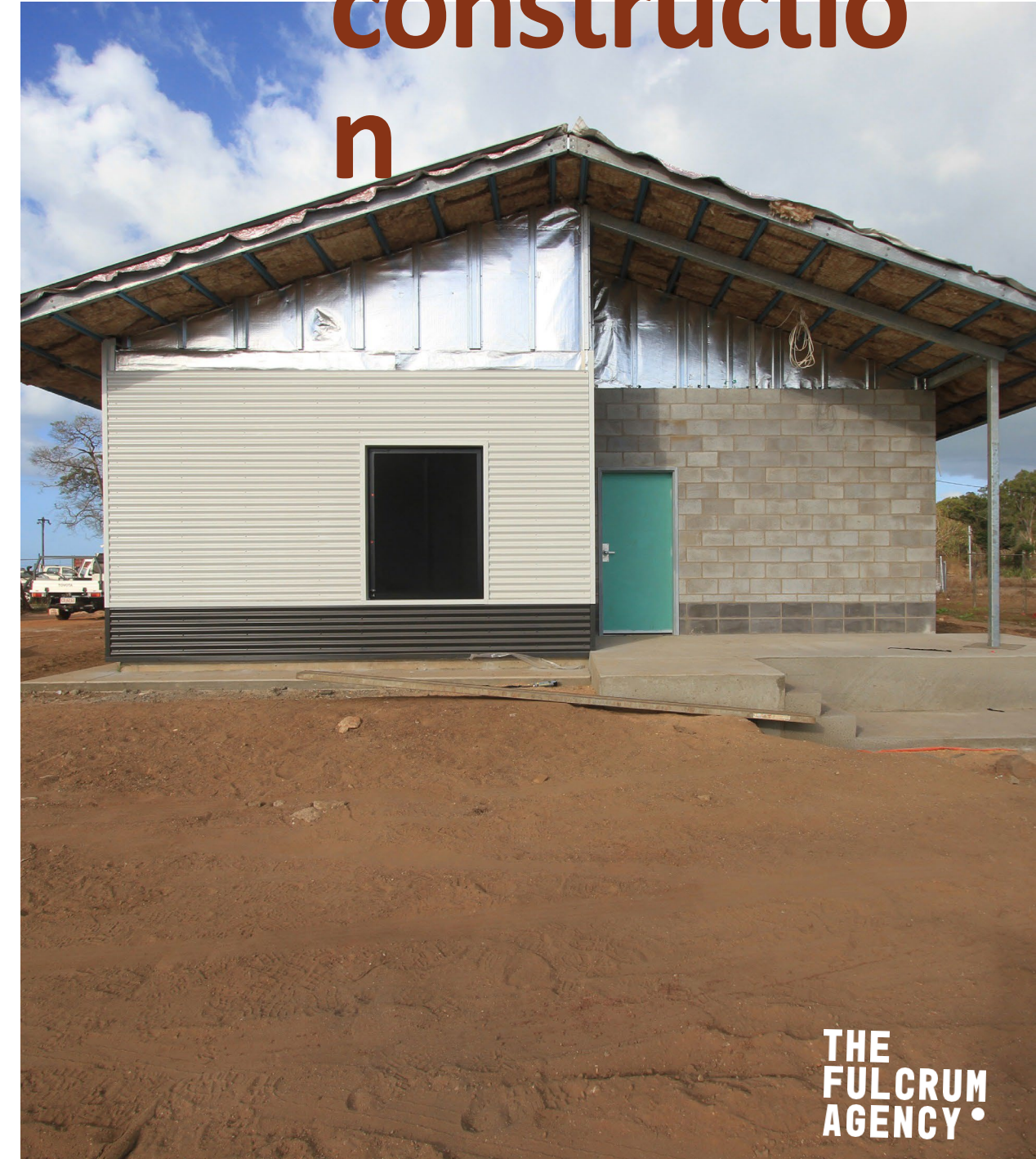
**BA**



Internal blockwork is insulated and stays cooler making the air conditioners run more efficiently.

**GAH**

# mixed mode construction



# GAHP: 2019

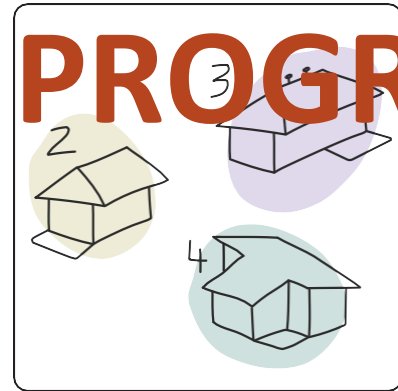




# 2. Moving from

# 'engagement' to

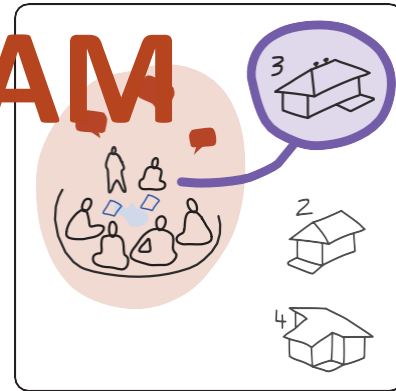
# agency



## HOUSE DESIGN

House designs have been developed over the years by the Government.

There may be different sized houses (2 or 3 bedroom, duplex) and different styles of houses.

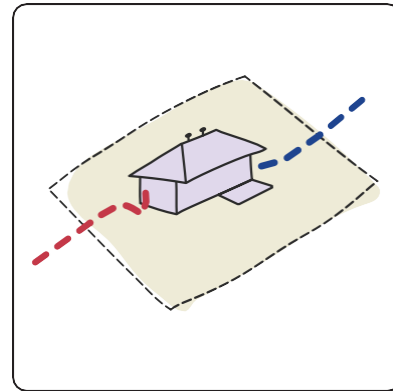


## HRG

Housing Reference Groups (HRG's) are organised by the Government.

The HRG's select which house types the community will get.

There may be different sized houses and different styles to choose from



## SITE DESIGN

The Government will produce the drawings of the house on the selected site.

They will decide where the house sits on the lot and which direction it faces depending on site or servicing factors.

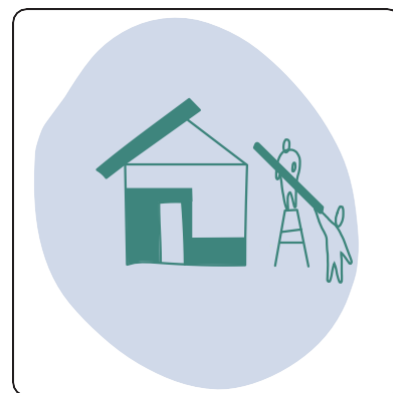


## BUILDERS TO TENDER

A final set of drawings is put together for Contractors to price.

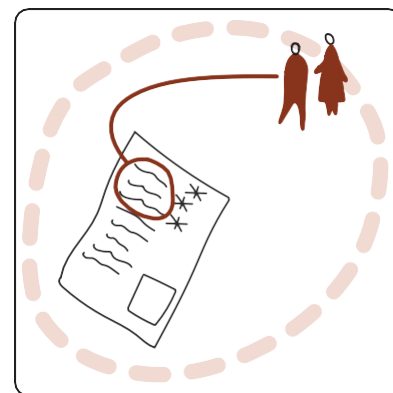
This is known as the Tender process.

The Government will assess the prices and submissions before awarding the job.



## CONSTRUCTION

The Contractor will commence building the house or houses on the designated lots in Community.



## ALLOCATION

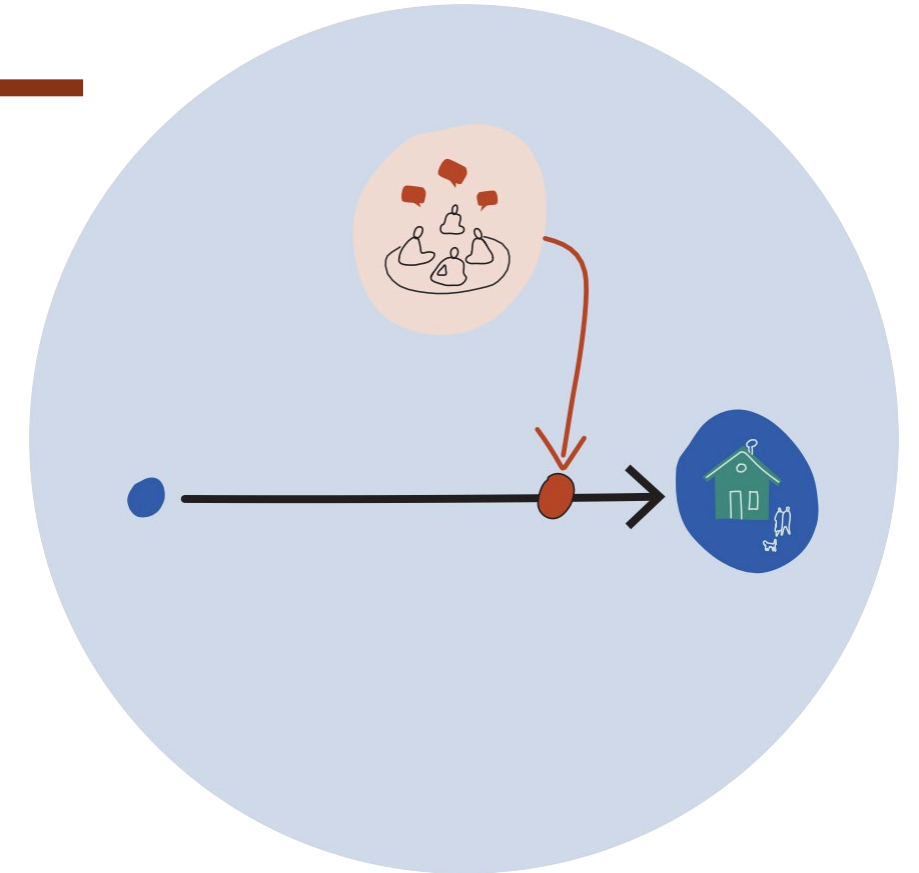
Once the house or houses are built (or nearly), the HRG will come together and work with the The Government to allocate the houses to certain families within community.

This is often done with tenancy



## FAMILY MOVES IN!

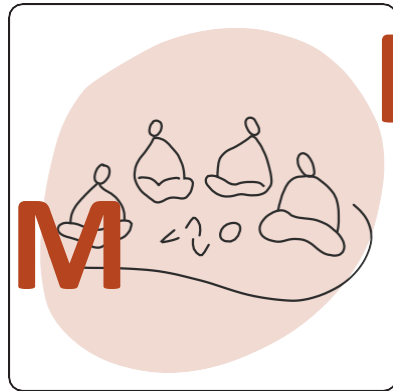
Once the house is finished and the Builders and Government have made sure everything is safe, the family can move in to the new house.



# 2. Moving from

# 'engagement' to

# agency



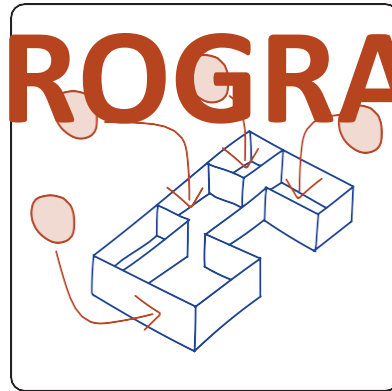
## PROGRA

### COMMUNITY CONSULTATION

AHAC arrange meetings with key Community groups, Elders, Housing Officers etc.

Housing is discussed. Talk about what can be make better and what works well.

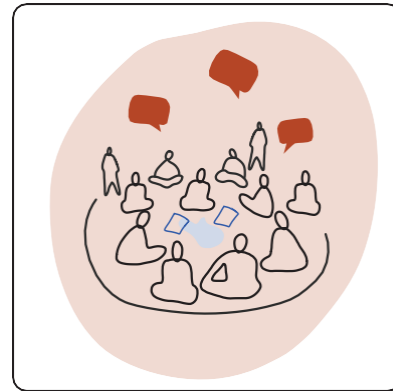
Understand what is important for the Community.



### CONCEPT HOUSE DESIGN

Culturally appropriate House designs are developed with the specific needs of the Community in mind based on previous consultation.

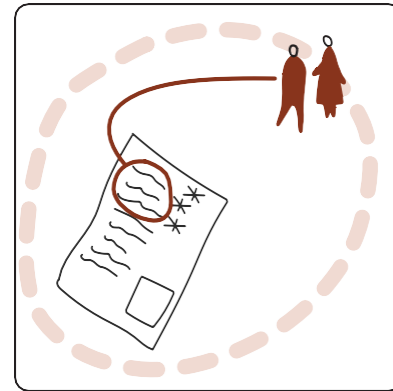
The houses will respond to important issues raised by the community which often includes; privacy, climate, easy access, safety etc.



### HRG & AHAC

The HRG and AHAC work together to create a priority list for new housing.

The HRG is made up of representatives of each Clan and Community so every families different needs are thought about.

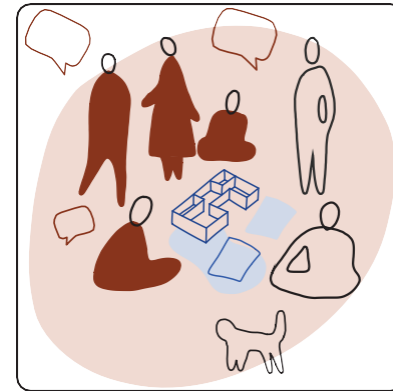


### ALLOCATION

The HRG with AHAC will allocate the next house or houses to specific people.

They will also agree who will move into each specific lot. This often relates to existing or preferred family groupings within community.

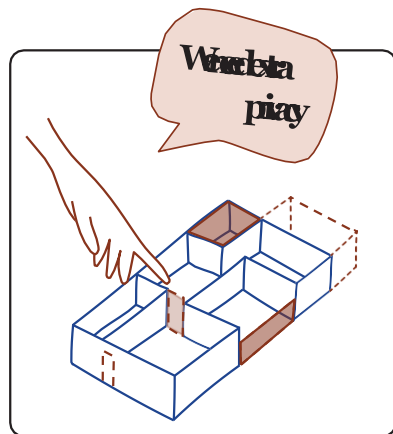
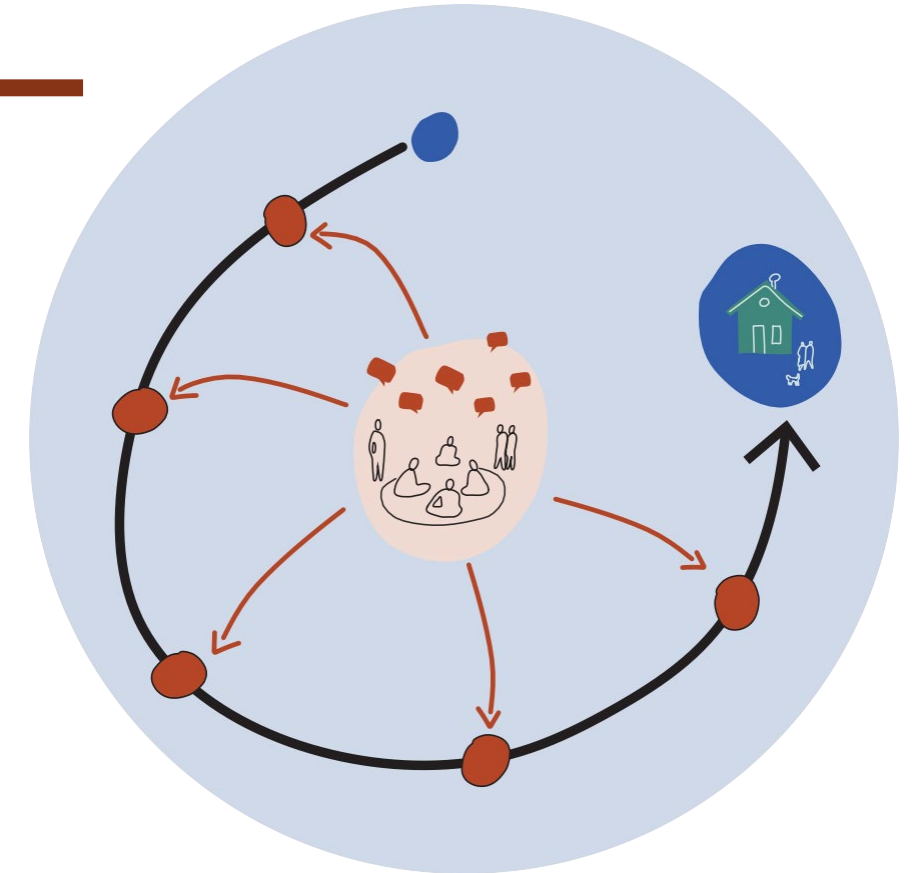
This information gets passed on to the Architects.



### HOUSE CONSULTATION

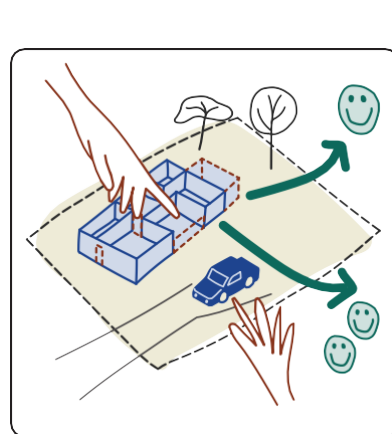
The Architects will then work with each future tenant alongside AHAC and key HRG members, to understand the specific needs of that family.

We will work with the tenant to look at things like any additional internal doors that may be useful for privacy, the direction the verandah may face, any modification that needs to be made for disability requirements etc.



### HOUSE DESIGN

The Concept House plan can then be modified slightly to respond to the specific needs of the tenant.



### SITE DESIGN

The layout of the house on the block of land will also be discussed with the future tenant and the HRG.

This may help the tenant face close family or a preferred outlook to bush.

Not every lot will be the same.

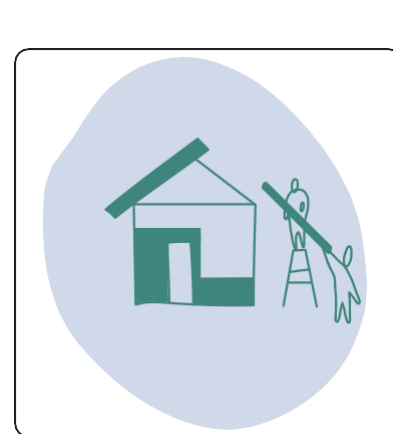


### BUILDERS TO TENDER

A final set of drawings is put together for Contractors to price.

This is known as the Tender process.

The Government will assess the prices and submissions before awarding the job.



### CONSTRUCTION

The Contractor will commence building the house or houses on the designated lots in Community.



### FAMILY MOVES IN!

Once the house is finished and the Builders and Certifiers have made sure everything is safe, the family can move in to the new house.



settlement

+

# 4. Settlement +

---

## Communities

### Groote Master Plan

Major Communities - Growth Planning

Satellite Communities - Consolidation

Infrastructure + Servicing

Sub-Division and Land Tenure



PROJECT INFORMATION SHEET  
PROJECT NAME: AMARU-031A  
DATE: 1/11/2018  
SCALE: 1:1000  
DRAWN BY: [Name]  
CHECKED BY: [Name]



local  
decision  
making  
agreement  
nt

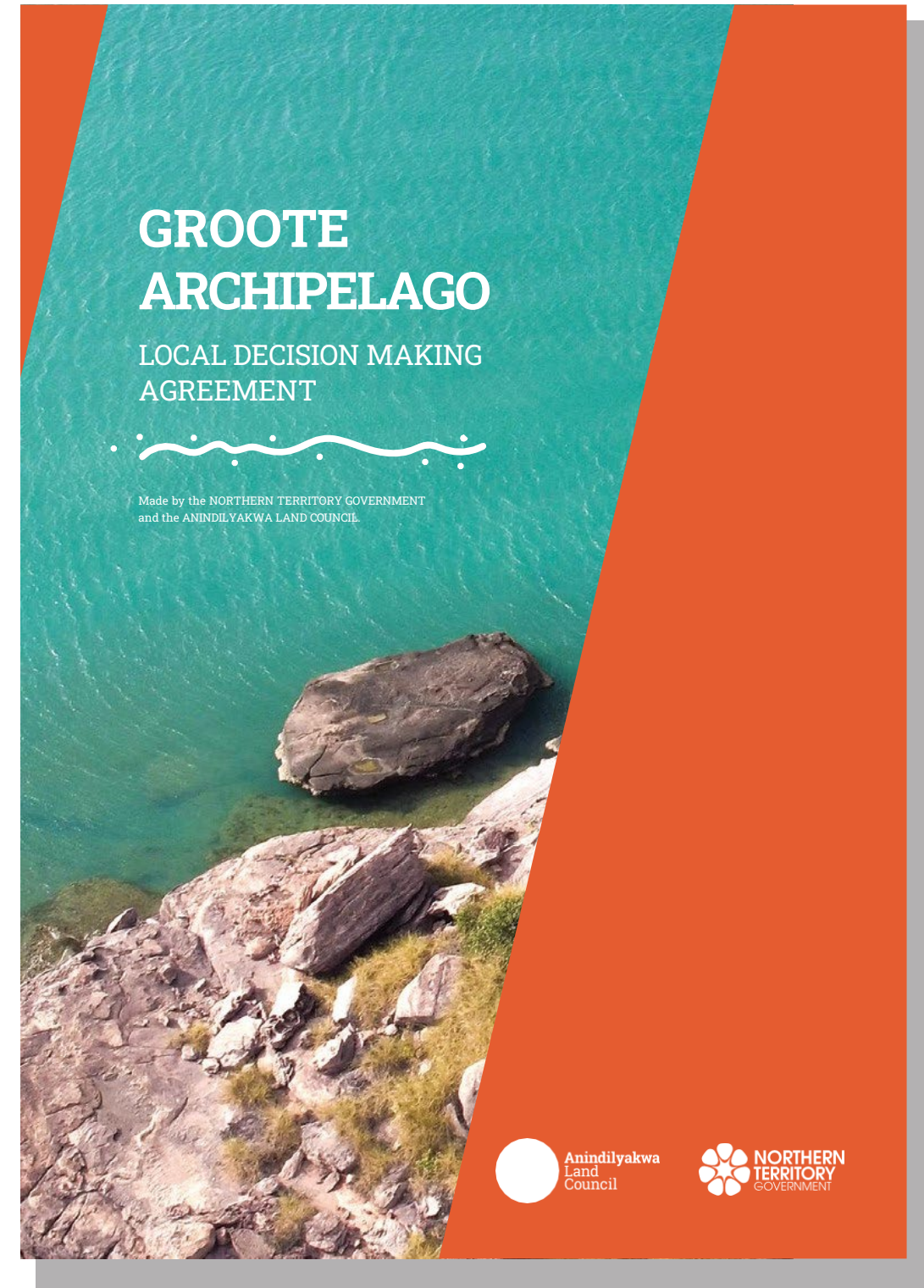
# 5. Local Decision Making Agreement

The first Implementation Plans under the landmark Groote Archipelago Local Decision Making Agreement (LDMA) were signed on 19 June 2019.

The first three priority Implementation Plans for the Groote Archipelago cover

- Housing,
- Economic Development and
- Law, Justice and Rehabilitation.

These Implementation Plans clearly set out steps to transition control of decision making and service delivery from the Northern Territory Government to the Anindilyakwa people and their organisations.



# 5. Local Decision

## Making Agreement

(LDMA) In the Housing IP, Part 5 outlines the “Outcome sought for Housing in the Groote Archipelago Local Decision Making Agreement” and notes:

(a) The agreed outcome for Housing, as stated in the Agreement, is a single, sustainable, diverse and culturally appropriate community housing system across all towns and satellite communities in the Groote Archipelago that the Anindilyakwa people control and take responsibility for.

(b) For the Parties, this means:

i. designing and delivering a new system of community controlled housing for the Groote Archipelago which will replace the Remote Public Housing system administered by DLGHCD over the period of the Implementation Plan;

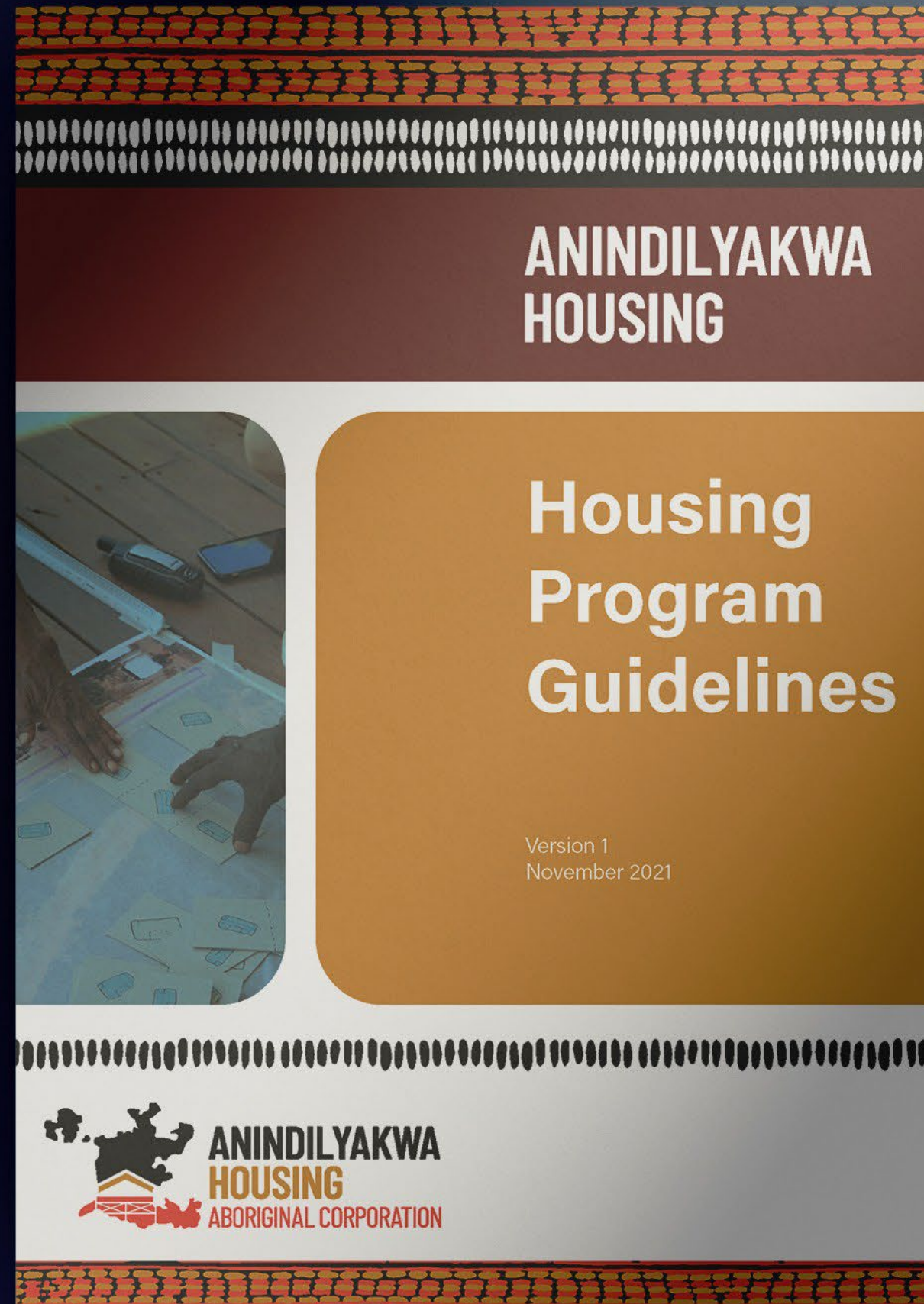
ii. building a new community housing system in a collaborative manner that meets the social and cultural needs of all Anindilyakwa communities that are characterised by extended families and clans;





# Housing Program Guidelines

***“We need to work together, we can’t do it without each other”***



**Cherelle  
Wurrawilya. AHAC  
Chairperson**

## **6. Who are the Guidelines for?**

---

- 1. It is for Community**
- 2. It is for AHAC**
- 3. It is for government agencies**
- 4. It is for local authorities and the Land Council**
- 5. It is for consultants and other industry**

# **6. Program**

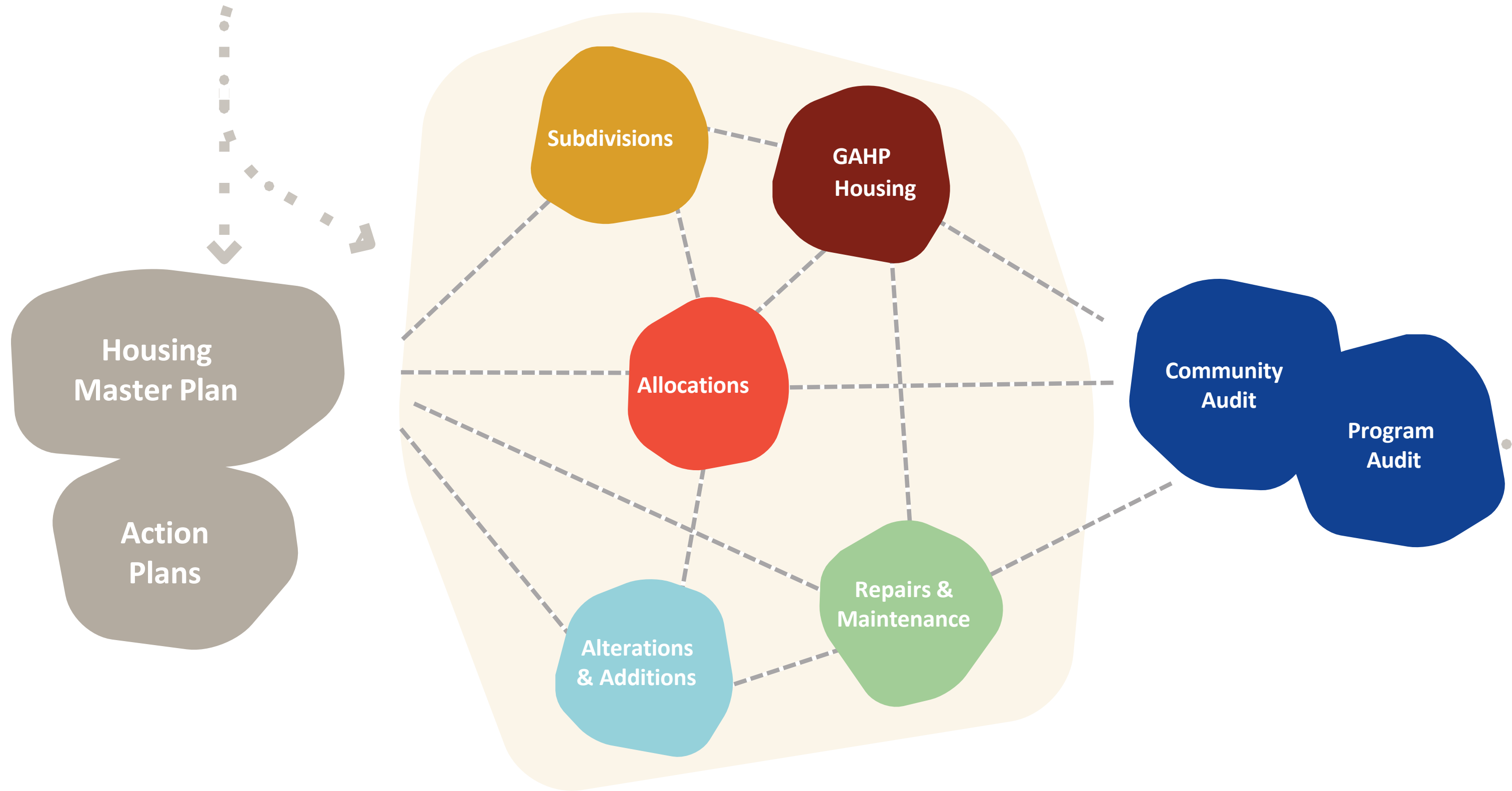
# **Guidelines**

## **Structure**

- 1. Aims and Objectives of the Housing Program**
- 2. Community Engagement Protocols**
- 3. Housing Program Overview**
- 4. Housing Program detailed methodology**

# 6. Housing Program

## Overview



# 6. Housing

# Program Detailed

## Methodology

### 3.2a Subdivision Community Design Criteria

For every land subdivision on Groote, a set of Design Criteria is established by the Community. Under the LDMA, the Community have agency subdivisions are developed to respond to issues concerning their families and wider community.

The CDC will guide and inform the Developer and Design Team in the development of the subdivision scope and design brief.

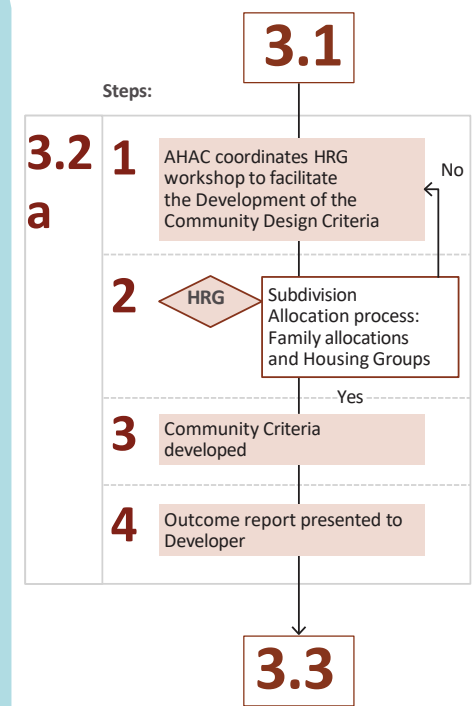
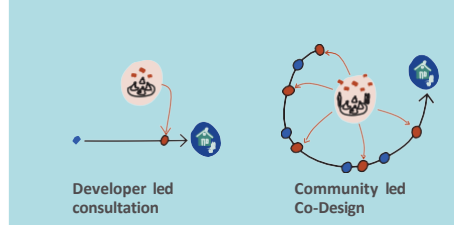
A key part of this process is to increase Community knowledge and understanding around key components of the built environment to enhance the ability to make informed decisions throughout the Co-Design process.

- Inputs**
- Subdivision start up
  - Housing Master Plan & Implementation Plans
  - Housing Needs Assessment
  - Housing Allocations

- Outputs**
- Set of Community Design Criteria
  - The scope and definition of housing mix, family clusters

**Stakeholders**

Decisions made by:	HRG
Responsibility of:	AHAC
Input from:	Design Team Authorities
Facilitated by:	AHAC



Stage: 3.2a Step: 1 AHAC coordinates HRG workshop

Responsibility of:	AHAC
--------------------	------

**Scope:**  
AHAC coordinates HRG workshop to facilitate the Development of the Community Design Criteria

**Timing:**  
Workshop (or first of) to be coordinated within 4 weeks of request from developer.

Stage: 3.2a Step: 2 Subdivision Allocation: Family allocations and Housing Groups

Decisions made by:	HRG
Facilitated by:	AHAC

**Scope:**  
Utilising information generated by the Housing Needs Assessment, Tenancy Management data and Housing wait list, the HRG will allocate the families and/or groups for the identified Subdivision to enable the development of a detailed Subdivision Brief.

Through the integration of the Allocation process at this early stage, the HRG can provide input into the required housing mix, lot groupings & clustering requirements to form detailed Design Criteria for the Developers to respond to.

**Outputs from this step:**

- Allocation report
- Preliminary numbers of houses based on housing wait or priority list
- Number of 2 beds, 3 beds, 4 bed, duplexes, multi dwelling lots etc
- Indicative family groups or cluster opportunities
- Guidance on lot designs such as required space (or 'breaks') between houses or clusters

**Example scenario:**

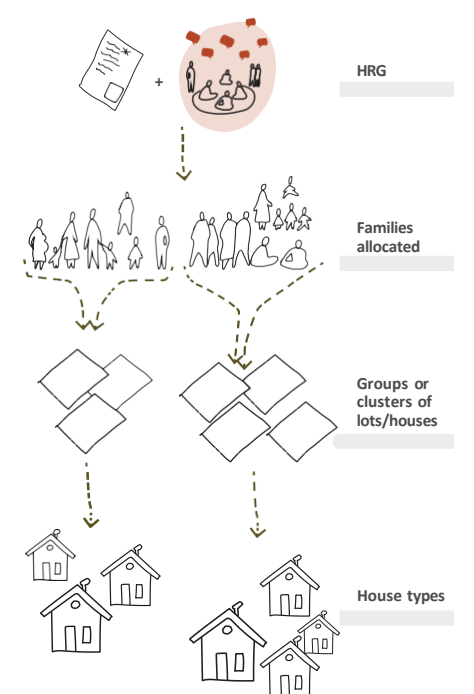
- 22 houses required
- 3 x family clusters required with appropriate breaks between other lots; each with 3 houses
- 7 x 4 Bedroom houses required
- 8 x 3 Bedroom houses required
- 5 x 2 Bedroom houses required
- 2 x 2 Bedroom duplexes required

**Timing:**

Allocation report to be produced within 6 weeks to confirm the Subdivision allocations from the date of the signed Project Agreement, unless otherwise agreed in the project mobilisation timeframe.

**Material required for HRG / AHAC:**

- Family Clusters and groupings poster



# 6. Housing

# Program Detailed

## Methodology

### 3.2a Subdivision Community Design Criteria

Stage: 3.2a Step: 3 Community Criteria developed

Decisions made by:	HRG
Facilitated by:	AHAC
Inputs from:	Developer / Design Team

#### Scope:

HRG and community representatives set a series of criteria for the new subdivision outlining how they would like the new housing to be laid out reflecting the needs of the Community, Culture and Climate.

Many parts of the subdivision design process have requirements under the NT Subdivision Design Guidelines and other Australian Standards. The Community Design Criteria ensures these standards and guidelines are interpreted and applied in line with the Community priorities. A key part of setting the criteria is to ensure informed decision making. Where the Community have requested certain design outcomes, throughout the Co-Design process the Developer should ensure up to date information and designs to address each item.

#### Outputs from this step:

- Road requirements: Traffic and speed control
- Road requirements: Identifying important access locations (or no go locations) and key road formations ideal for the area (e.g.. cul-de-sacs, loop roads etc)
- Pedestrian links: Identifying key locations for walking through the site (footpaths), or areas where walking though is discouraged
- Public open space (POS) or parks
- Green space buffers
- Street lighting
- Lot sizes and shapes responding to allocation report (i.e. clusters)

#### Format:

The HRG through AHAC are responsible for defining the Community Design Criteria for each subdivision (or stage of).

#### Timing:

AHAC and the Community have 6 weeks to confirm the Community Criteria from the date of the signed Project Agreement, unless otherwise agreed in the project start up.

#### Toolkit for AHAC:

- Criteria Matrix

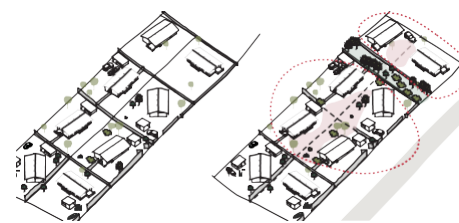
#### Material for the HRG:

- How to think about the subdivision and wishes
- Guide to lot sizes

#### Business as usual (BAU)



#### Cluster opportunities



**Roads**

**Trees, Public Open Space (POS)**

**Vacant land**

**Creating space for breezes**

Guidance Material

# 6. Housing Program Detailed

## Methodology

### 4.3 GAHP Housing Process Tenant Co-Design

#### Facilitator Notes

##### Tenant specific design

It is important to get a clear picture of who will be living in the house, both permanently and seasonally/temporarily.

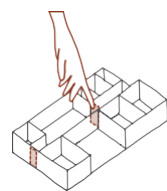
If there are boys and girls that will be living in the house for example, consideration needs to be made about the future provisions required. It will require more privacy and separation.

If there is a young family with their elderly mother living the same house, consideration needs to be made towards possibly providing additional access points to the house to provide more privacy and independent access.

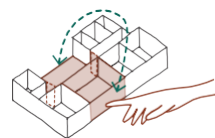
It is useful to ask the Tenant to paint a picture of how the family might occupy the new GAHP house and discuss if this works well or if it could be improved. Often there are small modifications that can have a big impact on the functionality. The following are guide notes on what to look for in the Co-Design Workshop with the tenant/s.

##### Timing:

It is recommended that at least 1 x 1 hour Workshop is allowed for per Tenant. Allowing 2 x shorter sessions may also be useful to allow the tenant sufficient time to think.



"I need an extra door to the outside so I can come in and out even when my mother in law is in the kitchen"



"I want the kitchen on the same side as the bedrooms"

#### Facilitator Guidance Questions

##### Who lives / will be living in the new house?

Supplementary questions:

- What are the current sleeping arrangements for the family in their current house? (Age, gender, relationship, bedroom number/living area)
- Who can/can't sleep where/with who (e.g. due to conflict, avoidance)?
- Does anyone have specific requirements, e.g. night shift worker requires a quiet room during the day?
- Are there any people who are away (e.g. Darwin, prison, visiting family, ceremony) who will move home with the construction of the new house?

Outcome: Understand sleeping arrangements

##### How many bedrooms are required?

Supplementary questions:

- Where should these bedrooms be located?
- Who will be sleeping in each?

Considerations:

- Family relationships, avoidance issues, housing growth

Note: this may have already been nominated through the allocation process - however it needs to be tested thoroughly with the tenant to ensure their needs will be met with the new house.

##### Where do people like to spend their time in the house (sitting, eating etc.)

Supplementary questions:

- Where does the family usually like to watch TV? In the bedrooms or the lounge room or outside?

##### Are additional dividing doorways required to separate the house into 2 private sections?

Considerations:

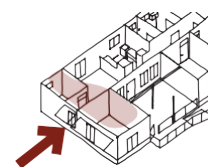
- Important to provide extra privacy and deal with sound
- Important measure in dealing with avoidance
- Can be combined with an additional entry/exit external door to provide greater separation



##### All 2&3 bed GAHP houses have 2 entry and exit points. Would you need an additional external door on the other side of the house?

Considerations:

- Can be used in conjunction with additional internal corridor doorways to provide additional separation and privacy



##### Are there any occupants with disabilities, illnesses (like MJD) or aged?

Supplementary questions:

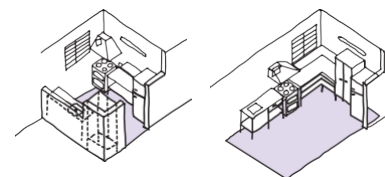
- What part of the house should this occupant sleep?
- Is a fully accessible bathroom required? With flexi-hose and shower seat?
- Is a ramp to the front of your house enough or is one needed at the back as well?
- Are there any other items that are required for accessibility, like handrails? These could be included in hallways, kitchen, lounge etc.

##### What type of kitchen is best for the tenant?

There are currently 2 different types of kitchens for the GAHP houses. One which is more separate and the other which is more open and connected to the living.

Supplementary questions:

- Does the kitchen need to be secured from the corridor space? If so this could be incorporated with a door or low level divider / internal gate with Kitchen Type A



##### What colour scheme should the house be?

This includes the colour of the verandah spaces, ends of the roof and internal flooring colour.

Refer to colour palettes supplied in Material Kit

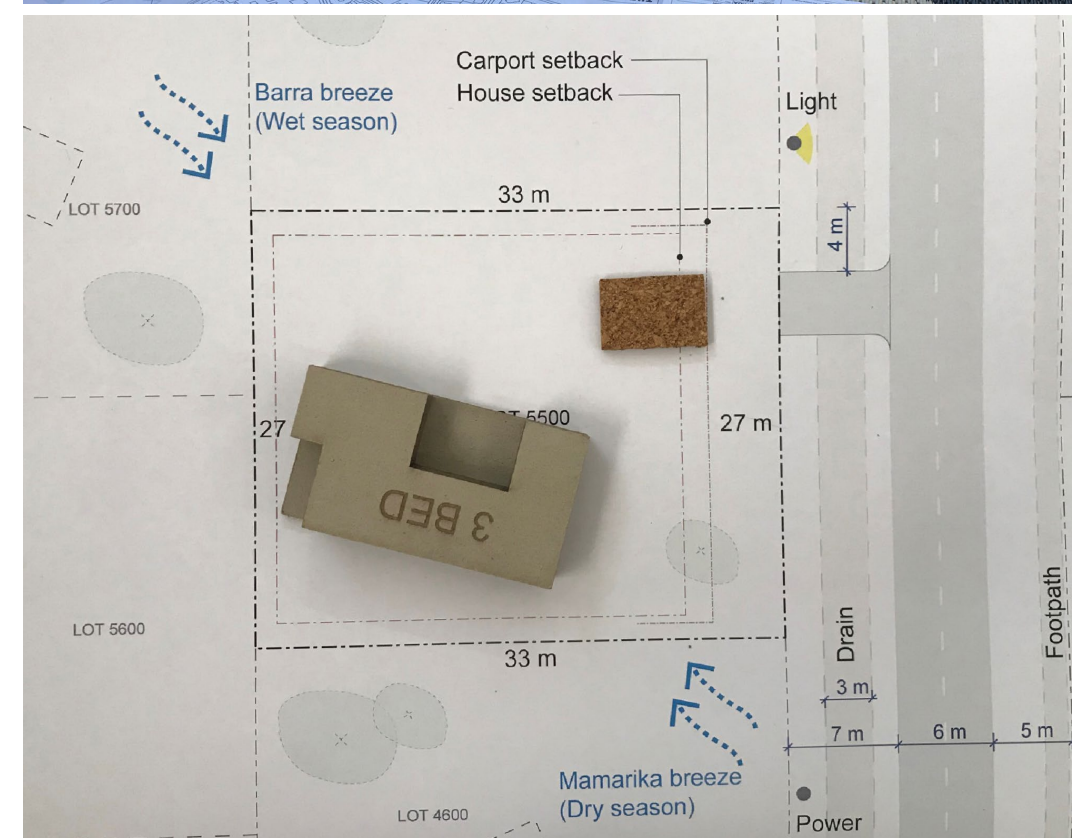
#### Budget

It is important to be clear around the budget parameters before talking with the tenant.

What is possible within the budget needs to be clearly communicated to the Tenant and ensure the options provided align with the Project Plan.

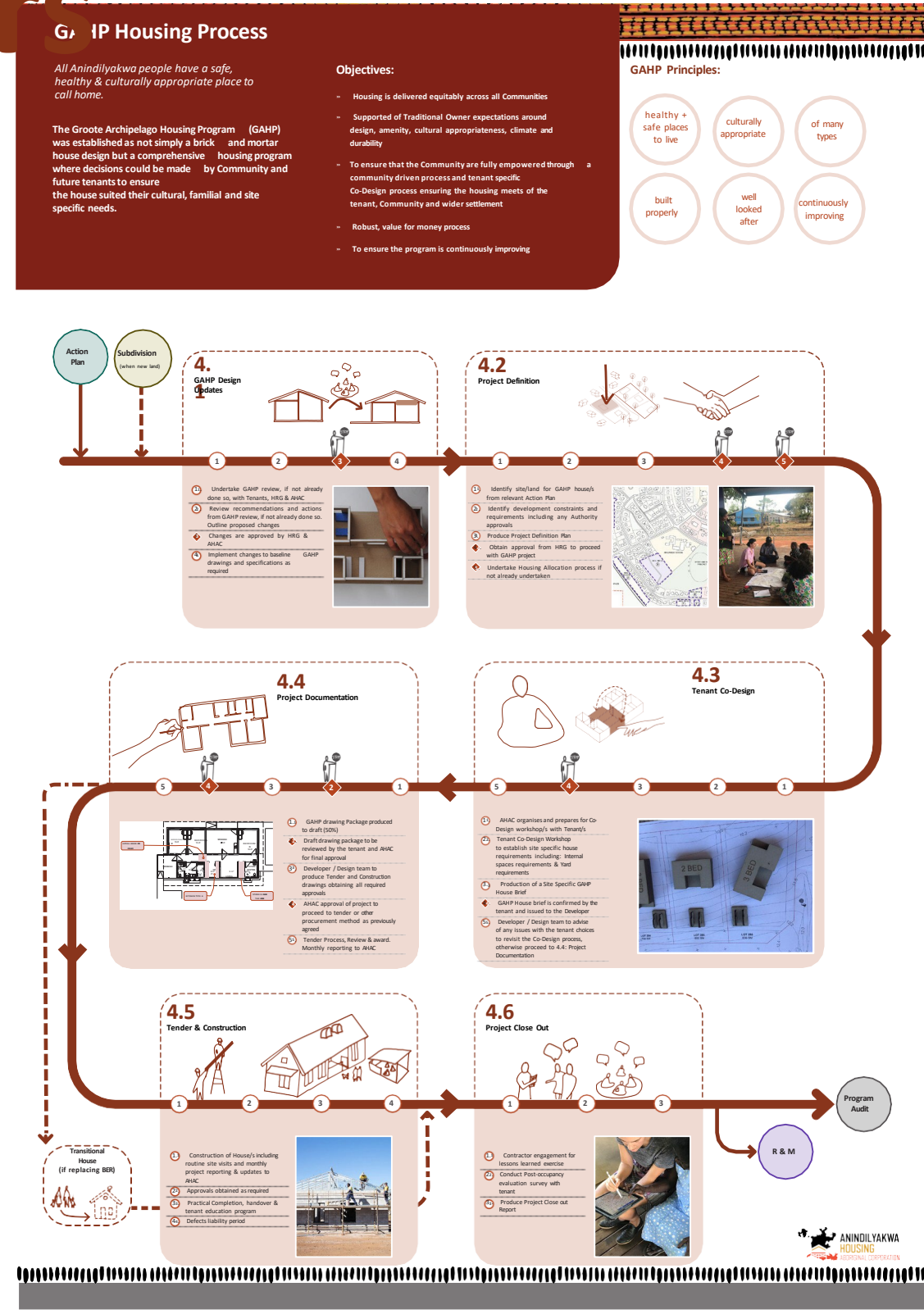
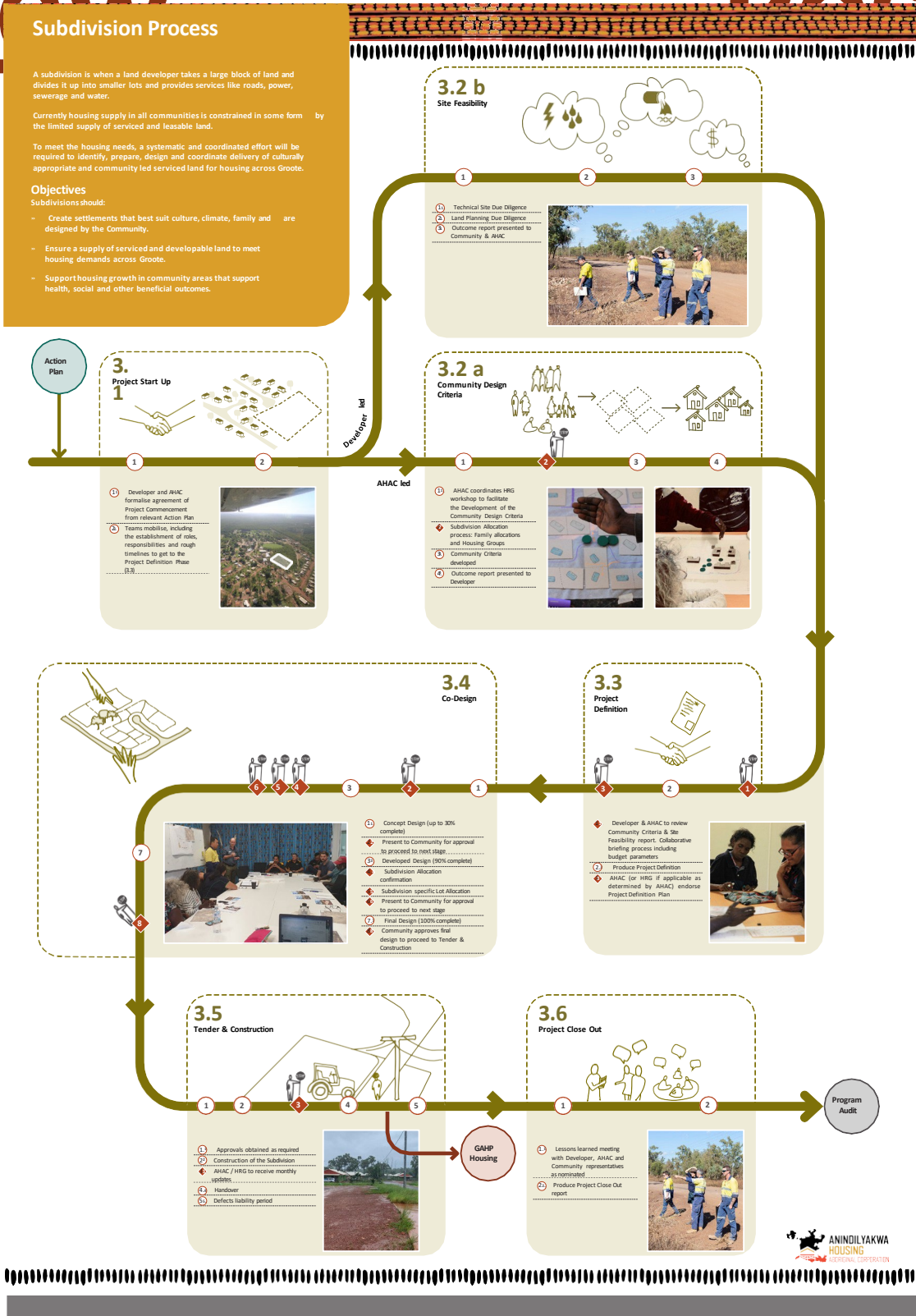
#### Tenant Co-Design Workshop Part A: Internal spaces

Guidance Material



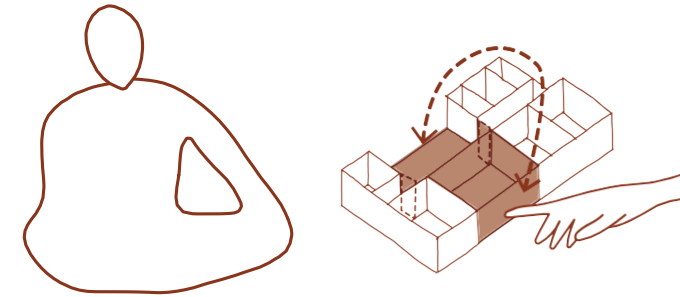


# 6. Program Overview

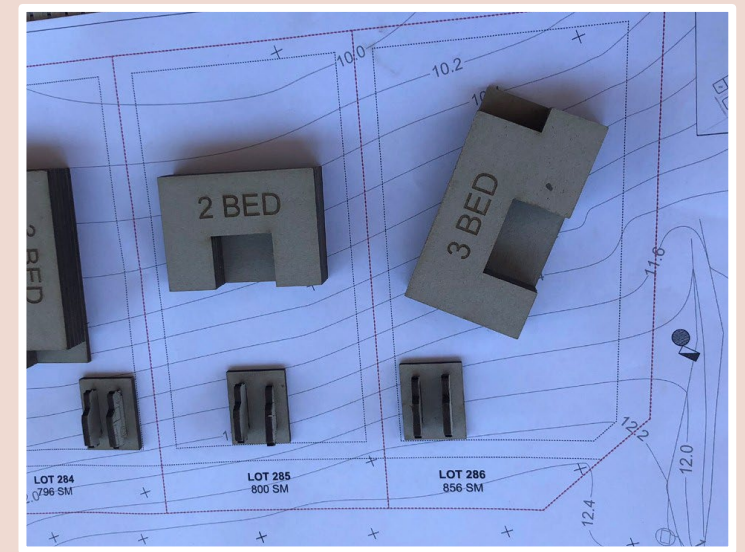


# 6. GAHP Program Overview

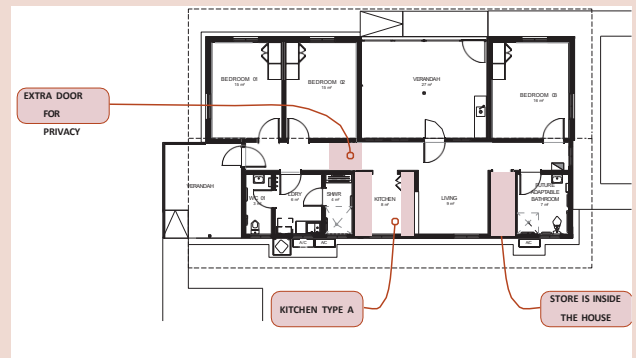
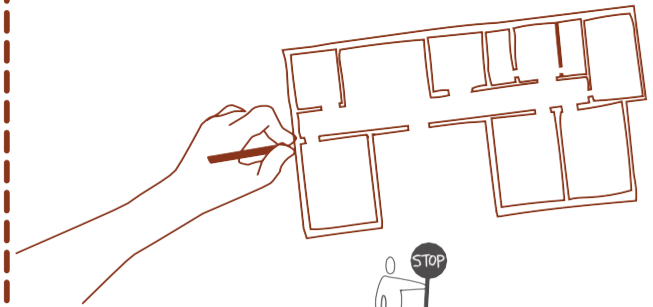
## 4.3 Tenant Co-Design



- 1. AHAC organises and prepares for Co-Design workshop/s with Tenant/s
- 2. Tenant Co-Design Workshop to establish site specific house requirements including: Internal spaces requirements & Yard requirements
- 3. Production of a Site Specific GAHP House Brief
- 4. GAHP House brief is confirmed by the tenant and issued to the Developer
- 5. Developer / Design team to advise of any issues with the tenant choices to revisit the Co-Design process, otherwise proceed to 4.4: Project Documentation



## 4.4 Project Documentation



- 1. GAHP drawing Package produced to draft (50%)
- 2. Draft drawing package to be reviewed by the tenant and AHAC for final approval
- 3. Developer / Design team to produce Tender and Construction drawings obtaining all required approvals
- 4. AHAC approval of project to proceed to tender or other procurement method as previously agreed
- 5. Tender Process, Review & award. Monthly reporting to AHAC



**thank  
you**

**THE  
FULCRUM  
AGENCY** •

**SYDNEY | PERTH**

**Heather MacRae**

**Associate**

**0402780413**

**[heather@thefulcrum.agency](mailto:heather@thefulcrum.agency)**