



Broome Growth Plan

Summary



Executive Summary

In 2014, the State of Western Australia set out a uniquely disciplined strategic planning response to addressing the State's economic future: the State Planning Strategy 2050 (SPS 2050). SPS 2050 aimed to outline a

"...credible context and basis for the integration and coordination of land use planning and development across State, regional and local jurisdictions."

Key to this undertaking was the intent to be "directional, not directive" and to integrate and allow for both existing and future strategic inputs. This would deliver alignment and consistency, allow for diversity and local responses to issues, and prevent duplication. Across the State, regions and local government areas, the SPS 2050 accommodates the development of the Regional Investment Blueprints, the Regional Infrastructure Frameworks, strategic community and corporate business plans and the full range of strategic and statutory plans. Specifically, it:

"...provides the context for regional planning and development to focus on regional 'shapers' capable of delivering transformative change within and between regions."

In the simplest terms, SPS 2050 provides a framework for all plans, whether statutory, land-use, economic or aspirational. In the regions, it enables the important characteristic of being transformational, i.e. for regional plans to go beyond being passive and reactive to be active and directional.

SPS 2050, the Regional Development Strategy, and Regional Investment

Blueprints established the framework for a further important enabler to the economic development of the Kimberley in the form of a Regional Centres Development Plan (RCDP). RCDPs recognised that sustainable growth would require regional centres of scale, capability and resilience, as well as places that were attractive areas in which to invest, live and work. Regional Centres were needed that could not only support their own growth but also provide important links in a spatial network across the State. Each centre would possess a set of capabilities relevant to their region, geography, economy and community that could facilitate long term, sustainable economic growth and opportunity.

SPS 2050 designated these regional centres across the State, and in July 2015 Broome was among 4 centres successful in gaining 'tranche 1' status. The Broome Growth Plan (Growth Plan) is an important opportunity for the leaders and community of Broome to accept the challenge of being the drivers of their future; to actively determine what the size, shape and nature of that future might be; and to decide to which conditions of change they were prepared to devote their energy and resources. Under the leadership of the Shire of Broome and in partnership with the Yawuru Registered Native Title Prescribed Body Corporate (Yawuru), LandCorp, the Kimberley Development Commission, the Department of Planning, Lands and Heritage and the Department of Primary Industries Regional Development the Broome Growth Planning Partnership (GPP) was formed to work with industry, community, specialist consultants, and the



partnership's own resources to determine how best to deliver sustainable economic growth in Broome.

This Growth Plan is the Partnership's operating manual for achieving sustainable, above-trend economic growth and generating strong jobs growth. It is the outcome of expert investigations into the Broome economy and a summary of what the leadership and people of Broome believe about their bright future.

At the centre of any economy are the people driving it, the people who live and work in the economy today, the people who have always been there, and the people who will come in the future. Understanding what brought these people to the region, what keeps them here, and what will attract them in the future is the central concern of the Growth Plan.

Broome has some of the oldest patterns of immigration in the nation. Over many years, successive waves of economic migrants have been attracted to the marine and land-based resources of the region for their livelihoods. Livestock, pearls, seafood, agriculture and minerals, along with oil and gas, have been the source of most activity in the region. Tourism has grown and built off both the rich range of natural attractions and the globally significant culture that is embedded within the region. The Yawuru Traditional Owners and other Aboriginal residents of the Broome area are a significant component of the population. Their native title interests and cultural connections are spread throughout the Shire of Broome and are now part of the area's economic and social capital.

Many families of Broome have diverse, interconnected roots founded in many cultural groups, including Yawuru and other Aboriginal Australians, as well as settler Australians such as Chinese, Japanese, Sri Lankans, Filipinos, Malays, Roumah, Koepangers and Ambonese.

The demographic diversity also extends beyond ethnic variety. Broome has a stable, well-skilled workforce but is also affected by a seasonal, transient population, with the workforce increasing in the tourism/hospitality sectors during the 'dry' season (April – October). This transient workforce includes backpackers and other short-term residents who spend a short period in town, where others choose to make Broome their home.

This diversity gifts the town of Broome with a vibrant mix of people, culture, customs and world views, with a deep respect for the values and principles that define its distinctive character. When diversity is leavened with respect, the result is the vibrancy Broome exhibits today.

However, those that have capitalised on regional economic opportunities have not always taken these prevailing values and principles into consideration, which has contributed to not uncommon historical tensions around growth and development.



The GPP seizes the opportunity for the communities of Broome to come together around common objectives. The core objectives of the Growth Plan harness the economic drivers that will allow Broome to grow while maintaining its distinctive character, balanced with social growth opportunities. Pathways for implementation of the plan incorporate a commitment to sound, evidence-based decision making, tangible outcomes, and the respect for the environment and cultural values expected by both the community and the Growth Plan leadership.

The planning objectives at the heart of existing Broome and Kimberley plans describe the interrelationship of people, place and prosperity, more commonly recognised as a 'triple bottom line' approach to development (Figure 1).

In Broome, the cultural dimension adds vibrant nuance that highlights the complex interrelationship that Aboriginal people have with the land and how it is used, preserved and managed. The Yawuru people describe this relationship as mabu ngarrungunil (healthy community), mabu buru (healthy country) and mabu (good) liyan (Figure 2).

Figure 1: Triple bottom line approach to development

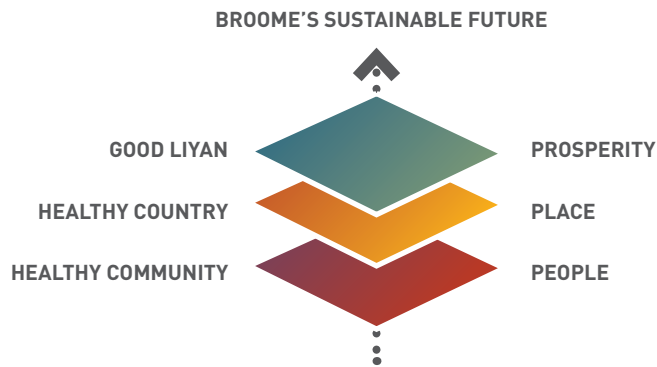


Figure 2: Yawuru approach



Note: Liyan is the feeling that Aboriginal people hold inside themselves, particularly when they feel 'connected to their country and culture'. Thus, good liyan comes from their connection to country, their ancestors and way of life.

Figure 3: Shared vision



The GPP has provided the critical insight that these two triple bottom line commitments are the foundations for a 'shared vision'. Future development should be based on the co-existence and alignment of these perspectives (Figure 3). The Growth Plan breaks new ground and brings together these complementary views and objectives.

A strong and respectful partnership and a shared vision have provided a strong foundation for the disciplined investigations required at the next stage of the Growth Plan. Local knowledge of the economy is extensive, but more is required to meaningfully influence major investment decisions across all sectors of the economy.

Guided by the knowledge of local leaders and the community, the GPP commissioned a comprehensive series of studies, investigations and examinations of aspects of Broome's economy to provide a firm foundation for the evidence-based actions that constitute the Growth Plan's implementation.

The insights from the economic rationale, which are expanded on later in the plan, are that Broome's growth requires and must generate not just economic benefit in the form of Gross Regional Product (GRP), but also sustainable jobs suited to the local labour supply.

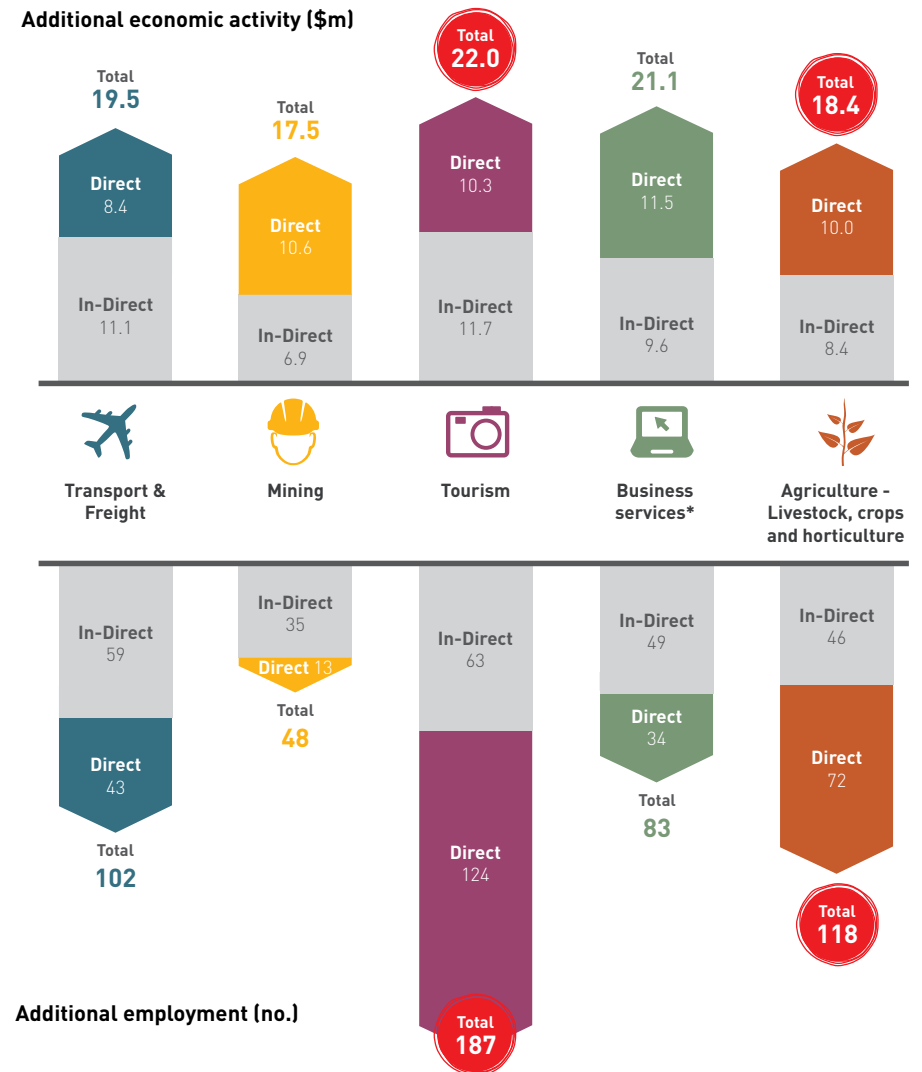
These insights informed the selection of the Growth Plan's preferred growth scenario.

With a clear vision of shared values and a sound knowledge base, the next step for the GPP was to consider the range of possible and desirable development

"Investment Grade" decision making requires the combination of the best available evidence and analysis combined with deep local knowledge of capacity and conditions.



Figure 4: Factors supporting selection of preferred growth scenario



trajectories or scenarios. This effort was focussed not only on those scenarios that best fitted the shared vision and the comparative and competitive advantages of Broome, but also on those scenarios that could be most effectively be driven by the collective resources of the Partnership.

Four representative scenarios were considered and are outlined in more detail in the *Broome Growth Plan - Strategy and Action Program*.

The lower growth scenarios (Scenarios 1 and 2) were deemed either unacceptable in terms of social and economic outcomes,

or likely to occur without any direction from the GPP. The highest growth scenario (Scenario 4), which involved a minerals and/or energy lead 'boom', would only eventuate from macro-economic forces outside local control.

The GPP's preferred and targeted scenario (Scenario 3) has the following attributes:

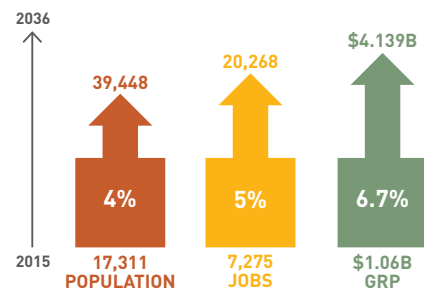
- It capitalises on the industries with comparative and/or competitive advantages.
- It seizes the opportunity to address the areas of most disadvantage, by simultaneously planning and enabling the maximum potential engagement of Aboriginal people as full and equal participants in the economy.
- It provides the most beneficial and achievable combination of employment options and investment opportunities.
- It prepares Broome for the emergence of a high-growth scenario (such as Scenario 4) by maximising and building local capacity.

The setting of explicit targets in each of these key areas is central to the discipline of the Growth Plan. Initiatives will not be prioritised by subjective measures such

Figure 5: Broome growth Scenario 3

Scenario 3 – The targeted scenario

Activation of Agriculture, Tourism and Aboriginal Participation



as alignment alone, but by their objective targeted outcomes. The effort and activity of the GPP can now be directed towards those initiatives that can demonstrate the greatest contribution to these targets. The Growth Plan includes the Kimberley ALCES Online (KAO), a web-based GIS and scenario-modelling platform that has the capacity to model, track and measure the investments and impacts of the Growth Plan. A full suite of indicators accompanies the targets and is outlined in the Section 8 of the *Broome Growth Plan – Strategy and Action Program*.

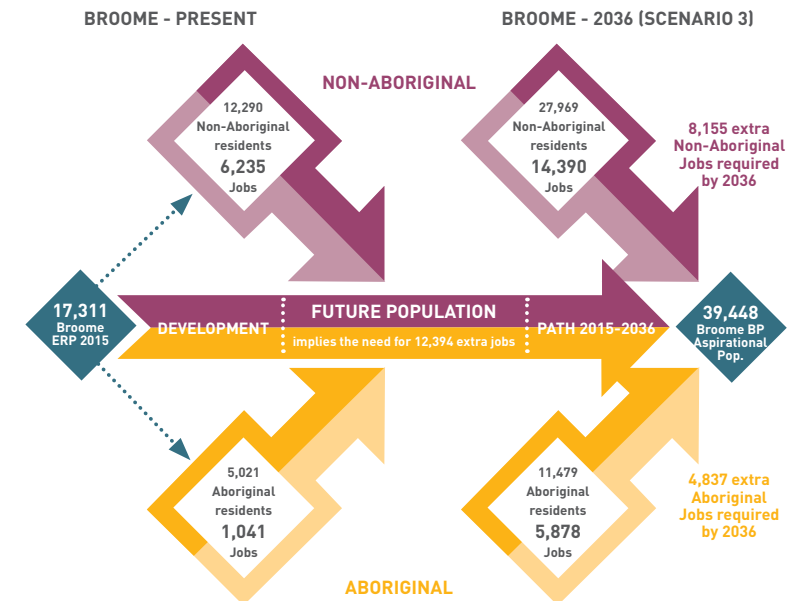
While full visibility of all the indicators of sustainable growth and development is important, there is one concept that has special relevance in Broome. In order to understand the challenge and the opportunity presented by economic growth, it is important to understand the very different outcomes experienced by Aboriginal people today. The GPP has the will and determination to accept the vital challenge of transforming economic outcomes for Aboriginal people by maximising their participation in the economy. This commitment is embedded throughout the Growth Plan. Figure 6 outlines the scale of the challenge and opportunity that exists in seeking full employment in particular.

The Growth Plan identifies 5 key initiatives that have been chosen based on their strong potential to deliver the results required by the targeted scenario. These initiatives are outlined in more detail in Section 6 of the *Broome Growth Plan – Strategy and Action Program*. To achieve above-trend growth, the following key initiatives will be targeted in the short to medium term:

• Activating the traded economy

For many years Broome's economy has been heavily dependent on government subsidies and service delivery. Future

Figure 6: The Kimberley's future labour market analysis 2036



growth for Broome must come from increased private sector investment in the traded economy. Broome already has a number of successful but very small industry clusters; Tourism, Agriculture, Oil, Gas and Minerals and Culture and Arts. Fostering these industries with potential for strong jobs growth is a low risk strategy.

• Activating the precincts of Broome

For Broome to successfully fulfil its role as a Regional Centre it must have the critical and enabling infrastructure to provide essential community, health, education, recreational and other services for the town's residents and visitors.

• Activating the Dampier Peninsula

Activating the Dampier Peninsula provides a significant opportunity to build a more integrated regional economy and leverage existing competitive advantages.

This initiative will support infrastructure and human capacity development on the Dampier Peninsula, benefit Peninsula Aboriginal communities and encourage jobs and growth in tourism, aquaculture and horticulture ventures.

• Activating the economic fundamentals

Strong economic fundamentals support jobs and local business and are necessary for a region to successfully translate potential into real economic growth. In Broome this means fostering leadership, entrepreneurship and participation, amongst other things. Activating the economic fundamentals is critical for growth and therefore must be an initiative in its own right.

• Activating Broome's human capital

Broome and the entire Kimberley is characterised by underdevelopment of the potential of its human capital, particularly its Aboriginal human

capital. Even modest growth in education, skills and employment with the existing resident population will see significant returns with regards to standards of living and economic growth. New approaches led and owned by local communities are required to break the cycle of disadvantage.

To ensure that the implementation of the Growth Plan is relevant to both the culture and context of Broome, Pathways have been developed which will enable the maximum benefit to be obtained from the key initiatives, strategies, programs and projects that may arise in the future. The Pathways take the components that have been central to the Growth Plan and plot the manner in which the key initiatives can be utilised to enhance the achievement of Broome's vision and goals.

The four major Pathways selected are:

- building small enterprise
- connecting to governance structures
- connecting initiatives and enablers
- infrastructure required.

These Pathways provide a roadmap for all who wish to contribute to the growth of Broome, guiding investment by the private and public sector. Rather than attempting to tell investors where to make their investment, the Pathways highlight known activities, development trajectories, gaps and opportunities. Whether government, not-for-profit or private sector, investors are able to visualise at a strategic level the environment, levers and components that can facilitate the success of their investment, operation or initiative. More detail on the Pathways is provided in Section 6 of the *Broome Growth Plan – Strategy and Action Program*.

The GPP understands that while it may drive select investments, the most powerful impact the partnership can make

is to ensure that economic and social conditions will attract the investment of others.

“Factors which contribute to an attractive investment environment include:

- a clear and consistent decision-making process
- stability of ‘plans’ for the medium term
- transparency, predictability and efficiency with approvals processes
- government co-investing with the private sector
- a priority is to build confidence and mitigate risk

- Richie Baston, Director, Azure Capital (2016, personal communication)

The Growth Plan has outlined initiatives (‘where to work’), Pathways (‘how to work’) and targets (‘what to achieve’) in a clear structure designed to align and coordinate diverse efforts, to deliver sustained economic growth for Broome.

While the Growth Plan itself is a living document, the Plan, its supporting tools and instruments, and the body of evidence that sits behind it, comprise four stand-alone components:

- Broome Growth Plan – Strategy and Action Program
- Broome Growth Plan – Background and Context
- Broome Growth Plan – Specialist Inputs, Reports and Consultancies
- Broome Growth Plan – Investment Attraction Strategy and Prospectus.

The *Broome Growth Plan – Strategy and Action Program* sets out the vision, goals, strategies, indicators of success, governance and other key features that will underpin the implementation, monitoring and evaluation of the Growth Plan. These features will be reviewed at least every four years alongside a continuous tracking process. The operations, programs and/or initiatives suggested as growth opportunities in the Growth Plan will inform the preparation of business case propositions and researching funding opportunities for those that may be implemented. The *Broome Growth Plan – Strategy and Action Program* will be reviewed annually to accommodate innovation and change, and to allow the inclusion of new ideas, and/or reassigned priorities.

The *Broome Growth Plan – Background and Context* outlines the methodology adopted to support the preparation of the Growth Plan, along with an overview of the key findings of the various supporting investigations, studies and other relevant background evidence.

The *Broome Growth Plan – Specialist Inputs, Reports and Consultancies* is a body of over 17 specially commissioned outputs designed to enhance the evidence base and implementation of the Growth Plan. These outputs inform the strategy, goals, target setting and scenario planning

undertaken in the Growth Plan. A differentiating component of the Growth Plan is the KAO Simulator, a powerful web-based GIS and simulation engine containing thousands of databases of spatial, demographic and economic features for the entire Kimberley.

The *Broome Growth Plan – Investment Attraction Strategy and Prospectus* comprises an updated version of the Shire's ‘Inward Investment Prospectus’, coupled with relevant information required by investors, and will be reviewed as required so that it remains current, relevant and effective in detailing opportunity, context, need and key contacts.

Broome Growth Plan outline in Yawuru language

Yangarramabangganjin

Yangarramabangganjin Rubibi

Yangarrabangan nyamba Rubibi ngarrungunil. Yawurungany ngarrungunil nyambagan buru janyba yangarrama nyangajunu ngarrungu yirr walybala.

Rubibi yangarramabangganjin Shire of Broome, Kimberley Development Commission, Yawuru PBC, LandCorp, Department of Planning and the Department of Regional Development barri.

Yangarramabangganjin waranyjarrungun ngarrungunil yagarriji. Warnangarri wiridugun nyangajunu yagarriji mabujunu.

Janalagaja

Nyamba yangarramabangganjin nartli yagarriburlantji yalirangan. Yarrulu yangarrama mirimirtigun jirril yagarrragara, waljalajala ngarrungunil nyambagan buru.

Yangarramabangganjin Mangara

Yawurubarri Rubibigin jarrinygun bugarrigarra nyurdany. Yingarra burlanda jayida nyamangan buru manya ngarrungunil nyanga junu murrurlayli.

Yangarramabangganjin Yawuru Yirr Walybala

Gamba yangarramabangganjin Rubibi, mabu ngarrungunil, mabu buru, mabu liyan, walybala yingarra langganji nartli walama bugarri jayida.

Yangarra langgan nyamba magurr Rubibijany.

Janyba Bugarri

Bugarrigan jinu yangarrama. Warnangarri wiridugun bud yinyjun nyangajunu yagarriji mabujunu yirr mabu liyan.

Gala mabu Yawuru Ngan-ga

Source: Prepared by Di Appleby, Mabu Yawuru Ngan-ga (Yawuru Language Centre)

BROOME GROWTH PLAN
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