Local Commercial Strategy

Prepared for

Broome Shire Council

Date

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SITE PLANNING + DESIGN

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Executive Summary

Introduction

- One decade ago, a commercial land strategy was prepared for the Shire of Broome. This mapped out the optimal distribution, scale and range of commercial land in the municipality. But changes in the last few years to Broome's strategic planning context, in commercial activity and in population growth, mean that the 2007 Commercial Land Strategy is no longer an effective guide for the provision of commercial land.
- The Local Commercial Strategy is an informing document within the Shire's Corporate Business and Planning framework and will provide guidance in the review of the Shire's Local Planning Strategy and Local Planning Scheme No.6. Further to analysis of the best available data, the recommendations of the Commercial Strategy provide direction for land-use planning over the medium to long-term. The recommendations are not binding and will be subject to further investigation.
- This study has reviewed the 2007 recommendations, drawing on insights from local commercial enterprises, government and major facility operators, population trends and household and business expenditure data, to prepare recommendations for a new medium and long-term Commercial Land Strategy.

Background

- The commercial activity audit found 347 enterprises in Broome, dominated by retail and tourism related activity. Most are in one of six large precincts. Building vacancy is low.
- The 2007 Strategy envisaged 12 precincts and future additional demand of 45-55,000sqm of floorspace by 2021. It was based on population growth that focused on Broome North.
- For the purposes of this Strategy, 'retail' is defined as businesses which engage in the purchasing and on-selling of consumer goods, while 'commercial' refers to all other services not provided in retail, and are primarily business and scientific services.

Planning framework

- The Broome Local Commercial Strategy is in a hierarchy of State and local statutory and strategic documents that guide land use planning across Broome, and the wider region.
- The current Strategy reinforces Broome's role as a strategic centre for the Kimberley and the importance of economic and population growth to maintain and expand this role.

Demand analysis

- WA Tomorrow forecasts for Broome, predict a population of 21-25,000 by 2026. Trending this forward (factoring in cyclical historical growth), suggests a medium-term resident population (to 2031) of between 19,000 and 28,000.
- Coupled with the larger service population (including regional residents and tourists) suggests a total additional demand for around 31,000sqm of additional retail floorspace and 9,000sqm of additional office floorspace by 2031. As Table A shows, this includes:
    1. The capacity to support one new full-line supermarket and one new half-line supermarket by 2031 when the population reaches a mean estimate of some 24,000 residents. This is in addition to the existing (2017) supermarket provision.
    2. By 2051, there may be demand for three new full-line supermarkets when the population is expected to have exceeded 32,000 residents. Again, this is in addition to the existing (2017) supermarket provision.
    3. The capacity to support nearly 11,000sqm of additional Specialised Food, Grocery and Liquor Retail floorspace and 8,500sqm of additional Food Catering floorspace by 2031.
    4. In sum, there will be sufficient demand for a new district centre, possibly by 2031, to accommodate demand for a supermarket, speciality food, liquor, food catering and so forth into a single site (note that, while there is an abundance of vacant land upon which a new supermarket could be located, much of it is not ideally located to support the functioning of an effective District Centre). Development of the site should be staged to match demand growth.
    5. In the very long-term (by 2051), there should be enough demand to support a new discount department store and bulky goods retail establishment. Until then, additional demand can probably be met through renovations and extensions of existing facilities.
    6. The capacity to support nearly 300sqm in additional Retail Services floorspace and in the long-term, nearly 400sqm.
    7. The capacity to support an additional 9,200sqm in commercial floorspace (equivalent to approximately 23,000sqm in additional land area) by 2031. By 2051, this will grow to nearly 21,500sqm in floorspace (or approximately 44,000sqm in land area).
    8. The uncertainty with respect to population and economic growth, and therefore floorspace demand, becomes significant in the long-term. Risk mitigation needs to be a central consideration when planning beyond 2031.

Table A: **Medium growth scenario forecast floorspace gap, 2016-2051 (sqm)**

Expenditure Category	2021	2026	2031	2036	2041	2046	2051
Supermarket	1,904	4,055	6,543	9,467	11,123	12,934	14,913
Specialised Food Grocery and Liquor	3,179	6,776	10,935	15,844	18,607	21,627	24,930
Food Catering	2,594	5,381	8,453	11,969	13,341	14,787	16,309
AHL	1,197	2,431	3,747	5,199	5,572	5,955	6,349
Bulky Goods	538	1,059	1,571	2,097	1,969	1,840	1,711
Retail Services	95	187	281	380	381	381	382
Total Retail Floorspace Gap	**9,506**	**19,889**	**31,531**	**44,956**	**50,992**	**57,524**	**64,595**
Total Commercial Floorspace Gap	**3,094**	**6,164**	**9,234**	**12,304**	**15,374**	**18,444**	**21,514**
Estimated Resident Population (Shire of Broome)	**21,110**	**23,440**	**24,429**	**26,353**	**28,321**	**30,260**	**32,163**

Source: Geografia, 2017

Local context and implications

- The local context has implications for the proposed Strategy. These relate to the nature of the local economy (particularly its seasonality, but also its regional service centre function), and the current distribution of activity. Key aspects of the local context have been identified through observation and data analysis. They include:
  - Climate (the emphasis on private vehicle use for retail shopping activity);
  - The diversity of the major consumer markets (creating, amongst other things, variable seasonal demand);
  - The distributed postal collection;
  - The perception of night-time risk (which may also discourage walking or riding); and
  - The contrasting low and high socio-economic status of different catchments (and subsequent walkability needs).
- Broome shares many of these characteristics with similarly sized towns in the northwest. This makes consideration of the nature, scale and distribution of commercial activity in Port Hedland Karratha of value in preparing this Strategy.
- The planning context also highlights several opportunities for future development including, but not limited to, vacant or under-used land throughout the town, as well as challenges with respect to financing, competition and planning approval delays.

(Part 2) Recommended local commercial strategy

- The recommended strategic objectives for commercial land in Broome are:

1. Establish a sustainable mix, distribution and scale of additional retail and commercial uses to accommodate the projected floorspace demand to 2031 and 2051, whilst being mindful of the long-term uncertainty.
2. Maintain the integrity of 'Chinatown – Town Centre' as the primary commercial centre for Broome.
3. Identify modifications required to the established planning framework to deliver the recommendations of the Strategy.

- Table B summarises the recommended centre hierarchy and Table C, the proposed strategy and planning framework amendments. Figures A and B illustrate these recommendations for 2031 and 2051 respectively.
- In consideration of the outcomes of the analysis of the population projections and retail/commercial floorspace demands, it has been concluded that the current planning framework provides adequate zoned land to accommodate the growth in retail and commercial floorspace demand, excluding supermarket floorspace.
- The need to identify land to accommodate the forecast supermarket floorspace demand should also consider the Additional Specialised Food Grocery and Liquor floorspace demand, as these retail activities are generally co-located with supermarkets (as the anchor tenant) in a shopping centre and/or main street format.
- While there is a sufficient *quantum* of vacant land to support future (projected) demand, *the location and suitability* of much of this land is less than ideal, consequently, a new District Centre more ideally located (as per Broome North (South)) is recommended.

Table B: **Proposed Commercial Land Hierarchy**

	Regional Centre	District Centre	Local Centre	Convenience Retail
Role	Multi-purpose centre, diversity of uses and providing for the full range of economic and community services for Broome and the Kimberley region. Centres provide a broad range of employment opportunities to encourage diversity and self-sufficiency.	Provide a community focal point for people, services, employment and leisure and focus on the weekly needs and services of a wider catchment. Centres provide a broad range of employment opportunities to encourage diversity.	Services the main daily household shopping needs and community services for the immediate neighbourhoods.	Services daily convenience shopping (bread, milk and paper) needs and tourism related convenience needs in appropriate locations (i.e. proximity to tourist accommodation)
Floorspace (guide only)		8,000m^2 – 15,000m^2	3,000m^2 – 5,500m^2	Less than 500m^2
Land use mix				
Retail	Discount department stores Half-/full-line supermarkets Full range of specialty shops Personal services	Discount department stores Half-/full-line supermarkets Full range of specialty shops Small scale comparison shopping Convenience shops Personal services	Half-/full-line supermarkets Some specialty shops Convenience shops Personal services	General/corner store Convenience shop (Service Station) Tourist related convenience retail (i.e. fishing gear/bait, dive shop, leisure equipment + apparel)
Commercial	Major offices State Government agencies Professional and service businesses	Local professional and service businesses	Local professional and service businesses	
Quantity				
2017	1 Chinatown	1 Broome Boulevard	2 Seaview Reid Road (BP + IGA) Broome North (South) – see note 1 Roebuck Estate – see note 2	2 Saville Street (Fongs) Guy Street (BP)
2031 See note 3		+ 1 Broome North (South)	+ 1 Broome North (North)	+ 1 Cable Beach

	Regional Centre	District Centre	Local Centre	Convenience Retail
2051 See note 4	No new centres – increase in scale of proposed 2031 centres only			
Scale				
2031	+ other food, grocery + liquor + food catering + apparel, homewares + leisure + major offices + State Government agencies + professional and service businesses	**Broome North (South)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) + other food, grocery + liquor + food catering + apparel, homewares + leisure + retail services + local professional and service businesses	**Broome North (North)** + 1 half-line supermarket (1,500m^2) + other food, grocery + liquor + food catering + local professional and service businesses Seaview + tourist related retail	**Cable Beach** + convenience/tourist related retail + food catering
2051	+ 1 full-line supermarket (4,000m^2) + 1 discount department store + other food, grocery + liquor + food catering + apparel, homewares + leisure + major offices + State Government agencies + professional and service businesses	**All** + other food, grocery + liquor + food catering + apparel, homewares + leisure + retail services **Broome North (South)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) (expansion of 2031 District Centre to comprise 2 x full-line supermarkets)	**Broome North (North)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) (expansion of 2031 half-line supermarket) + other food, grocery + liquor + food catering + local professional and service businesses **Seaview** + tourist related retail	**Cable Beach** + convenience/tourist related retail + food catering
Distribution and Design (refer to mapping and note future centre locations are conceptual only and subject to detailed planning and design)				
Location principles for new centres		Located on the intersection of major roads to capture passing trade (vehicle based). Future centre location to be determined in consideration of future urban and population growth and vehicle based traffic generation, i.e. urban and population growth will occur north of Gubinge Road in association with the development of Broome North.	Located on the intersection of major roads to capture passing trade (vehicle based). Refer to the Guiding Design Principles outlined below.	Located within walkable catchments to residential/workforce populations and/or areas with concentrated tourist accommodation.

	Regional Centre	District Centre	Local Centre	Convenience Retail
		Refer to the Guiding Design Principles outlined below, particularly in relation to accessibility to, and to service, a wider catchment/number of neighbourhoods.		
Guiding Design Principles	1. Ensure there is provision to transition between the uses in the centre and surrounding residential areas to minimise impacts from operation. 2. Encourage high quality, pedestrian friendly, street orientated development that responds to and enhances the key elements of the Centre. 3. Provide areas for public interaction. 4. Supports the provision of public transport. 5. Ensure the provision of residential opportunities, including high density housing and tourist accommodation that support the centre and meets the needs of the community.	1. Centres are highly accessible. 2. Centres do not have adverse impacts on adjoining residential areas. 3. Ensure a mix of commercial and residential development. 4. Provides for activity and accessibility at the street level. 5. Supports the provision of public transport and pedestrian links. 6. Provide for a wide range of different types of residential accommodation, including high density residential, to meet the diverse needs of the community.	1. Easily accessible to immediate neighbourhoods. 2. Centres do not have adverse impacts on adjoining residential areas. 3. Encourage high quality, pedestrian friendly, street orientated development. 4. Provide a focus for medium density housing. 5. Design and landscaping of development provide a high standard of safety, convenience and amenity. 6. Design contributes towards a sense of place and community.	

Notes:

1. The Broome North (South) Local Centre (Lot 833 in the 2007 LCS) is identified in the Broome North District Development Plan and classified as a Local Centre under the proposed hierarchy. Based on the forecast supermarket floorspace demand, it was concluded Broome North (and the wider catchment) can support one District Centre and one Local Centre.

   In consideration of the existing and future urban neighbourhoods located north of Broome Airport, and the location principles for new centres, it was concluded that a future district centre should be located centrally to the neighbourhoods of Broome North, Cable Beach, Roebuck and Roebuck West; at the intersection of major roads. The land currently set aside for the Broome North (South) local centre is considered insufficient for accommodating a district centre and may be too close to the future district centre to be sustainable. Further consideration is needed on appropriate, alternative land uses for this site and the need for an engagement strategy with local residents on the future use of the site.

2. The Roebuck Local Centre is identified in the 2007 LCS and is zoned 'Local Centre' under the Local Planning Scheme No. 6. At present, it is vacant, following the closure of the general store and fast food offering, and more recently the relocation of the florist. It is considered that there are three options for the Roebuck Centre:
   i. Retain the centre.
   ii. Relocate the centre west to front Jigal Drive (within the Western Triangle Development Plan) to capture passing (vehicle) trade and improve centre viability. Relocation to Jigal Drive needs to be considered in the context of the location of the proposed District Centre, north of Broome Airport, to ensure that the two centres are viable and sustainable. Investigate alternative land use options and zoning for the current site.
   iii. Reallocate the floorspace to an activity centre (existing or future) that will serve the catchment. Investigate alternative land use options and zoning for the current site.
3. The activity centres suggested for 2031 are based on an ERP of 24,429 people and a visitor population of 327,097 people/year, under a medium growth scenario.
4. The activity centres suggested for 2031 are based on an ERP of 26,455 people and a visitor population of 361,276 people/year, under a medium growth scenario.

Table C: **Proposed Planning Framework Amendments to implement the Local Commercial Strategy**

Centre/Area	Role	Strategy	Planning Framework Amendment
General			Amend the scheme text and maps to rename the 'Town Centre' zone to 'Regional Centre' as per the proposed hierarchy and the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the scheme text and maps to introduce new zones and provisions for 'District Centre' as per the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the scheme text objective of the 'Local Centre' zone under LPS No. 6 to reflect the proposed activity centre hierarchy.
General			Amend the scheme text relating to the existing 'Local Centre' zone and proposed 'District Centre' zone to require the preparation of an activity centre plan for proposed/major expansion of a District and/or Local Centres in accordance with the Deemed Provisions of the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the Zoning Table permissibility in the scheme text to facilitate and/or limit the mix of uses identified in the hierarchy for the regional, district and local centres.
Chinatown	Regional Centre	Review the opportunity for the expansion of the 'Regional Centre' zone west of Paspaley Plaza following the extension of Gray Street to Broome Road to accommodate retail and commercial floorspace demand.	Zone land 'Town Centre' (under the current Local Planning Scheme framework) or 'Regional Centre' (as per the proposed amendments to the *Planning and Development (Local Planning Scheme) Regulations 2015*) following resolution on the Gray Street extension.
Broome Boulevard	District Centre	Investigate opportunities for expansion to accommodate additional supermarket floorspace, if supermarket floorspace cannot be accommodated within Chinatown.	No change
Broome North (South)	Future District centre		Amend Broome North District Development Plan, supported by detailed planning and design

Centre/Area	Role	Strategy	Planning Framework Amendment
Seaview	Local Centre	Encourage tourist related retailing.	No change
Reid Road (BP + IGA)	Local Centre		No change
Broome North (North)	Local Centre		Amend Broome North District Development Plan, supported by detailed planning and design
Saville Street (Fongs)	Convenience Retail		No change
Guy Street (BP)	Convenience Retail		No change
Roebuck	Local Centre	Investigate opportunities for the Roebuck local centre as follows: 1. Retain the centre; 2. Relocate the centre west to front Jigal Drive (within the Western Triangle Development Plan) to capture passing trade (vehicle based) and improve centre viability. Relocation to Jigal Drive needs to be considered in the context of the location of the proposed District Centre, north of Broome Airport, to ensure that the two centres are viable and sustainable. Investigate alternative land use options and zoning for the current site. 3. Reallocate the floorspace to an activity centre (existing or future) that will serve the Roebuck Estate population. Investigate alternative land use options and zoning for the current site.	Dependent on the outcome of investigations and the review of the Broome North District Development Plan to identify the location of a district and local centre, amend the Western Triangle Development Plan to identify a site for a local centre and rezone the current site for suitable alternative land use(s).
Cable Beach	Future Convenience Retail	Support the recommendations of the Cable Beach Development Strategy for the development of a 200m long main street retail area, focussed on tourist related retail, along Sanctuary Road. Support the use and development of vacant 'Tourist' zoned land to	Amend or replace the Millington Road Development Plan.

Centre/Area	Role	Strategy	Planning Framework Amendment
		accommodate a portion of the forecast demand for food catering floorspace (café, restaurant and bars).	
Cable Beach		In light of recent development applications, there is a need to balance office and commercial uses within the 'Tourist Development' zone, with the intent that these uses be incidental to a tourist use.	Amend the Zoning Table permissibility in the scheme text to change 'Office' to an 'I' use under the 'Tourist Development' zone, consistent with the reintroduction of the 'I' permissibility in the *Planning and Development (Local Planning Scheme) Regulations 2015*).
Hamersley St Mixed Use	Regional Centre Frame		No change
Frederick Street (North)	Regional Centre Frame	The analysis reveals there is very limited demand for additional bulky goods floorspace in the short, medium (2031) and long (2051) terms. While existing bulky goods uses should be encouraged to relocate from the 'Light and Service Industry' zone to this precinct, the capacity of existing retailers to relocate may be limited by economic and commercial conditions. Conversely, consideration should be given to the use of this land to accommodate the strong demand for commercial floorspace.	Review the 'Service Commercial' zoning north of Frederick St and investigate a suitable alternative zone and/or changes to the Zoning Table to accommodate forecast commercial floorspace requirements, while maintaining the permissibility of 'Showroom' to encourage the relocation of bulky goods retailers from the 'Light and Service Industry' zone. Remove inconsistency between the 'Service Commercial' zoning and the 'Mixed Use' land use identified on the Airport Development Plan and the Frederick Street Local Development Plan No. 8.
Light Industrial Area		Convenience retail demands within the Light Industrial Area are currently met by the two BP Service Stations, which are discretionary uses under the Zoning Table. Other retail uses that fall under the 'Shop' definition are more appropriately located within an existing/future Regional, District or Town Centre and/or be incidental to tourist uses.	Amend the Zoning Table permissibility in the scheme text to change 'Shop' to an 'X' use under the 'Light and Service Industry' zone.

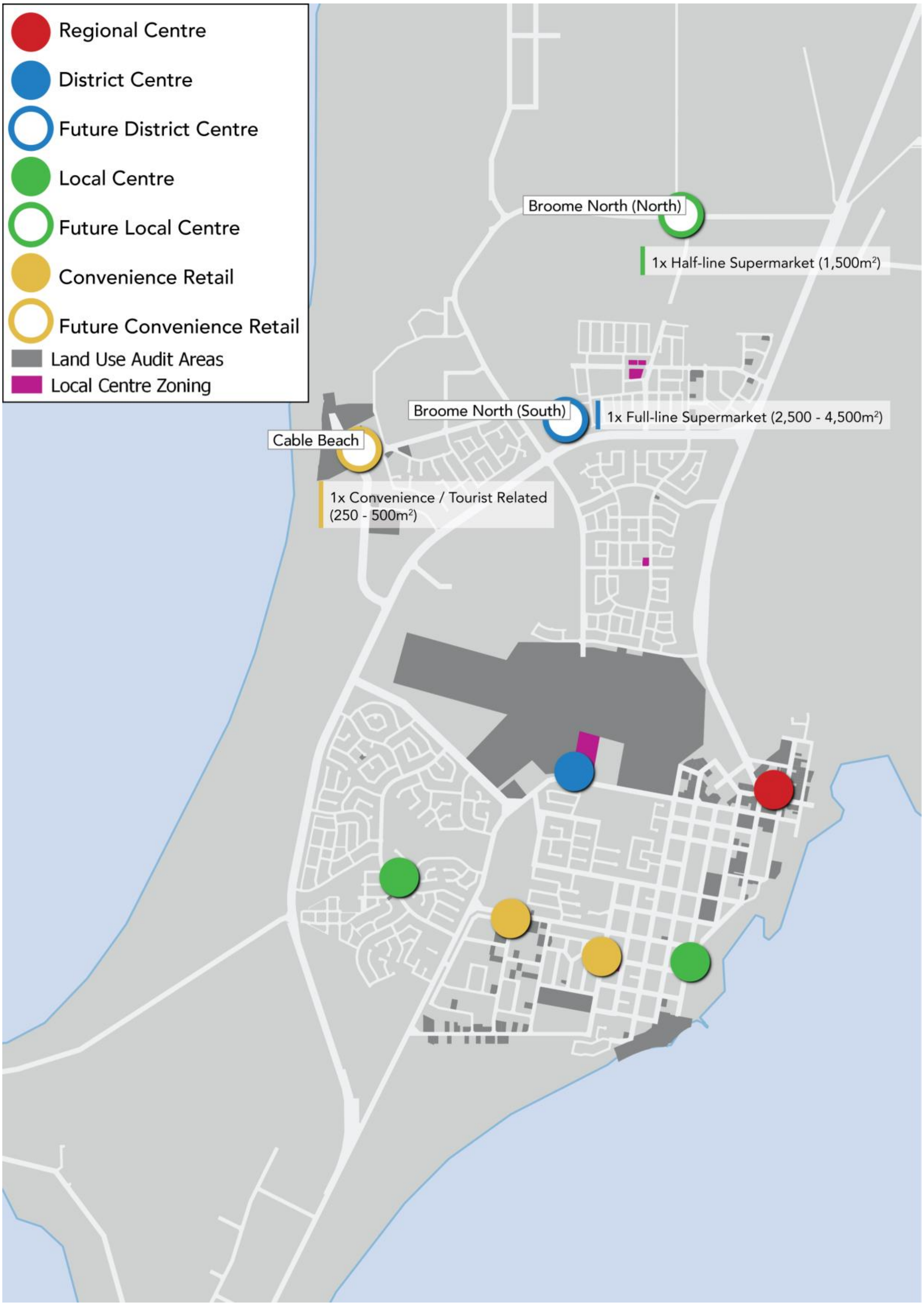

Figure A: **2031 Proposed Commercial Centres**
Source: Geografia, 2017, SITE planning + design

Figure B: **2051 Proposed Commercial Centres**
Source: Geografia, 2017, SITE planning + design

Contents Page

Figures Page

Tables Page

Abbreviations and definitions

Activity Centre	Activity centres are community focal points that include activities such as commercial, retail, higher density housing, entertainment, tourism, civic/community, higher education, and medical services. Activity centres vary in size and diversity and are designed to be well-serviced by public transport. (As per SPP 4.2 Activity Centres for Perth and Peel)
ANZSIC	Australian and New Zealand Standard Industrial Clarification
BGPP	Broome Growth Plan Partnership
Bulky Goods	Bulky goods are goods and accessories principally used for domestic purposes, such as, but not limited to: (i) automotive parts and accessories; (ii) camping, outdoor and recreation goods; (iii) electric light fittings; (iv) animal supplies including equestrian and pet goods; (v) floor and window coverings; (vi) furniture, bedding, furnishings, fabrics, manchester and homewares; (vii) household appliances, electrical goods and home entertainment goods; (viii) party supplies; (ix) office equipment and supplies; (x) babies' and children's goods, including play equipment and accessories; (xi) sporting, cycling, leisure, fitness goods and accessories; (xii) swimming pools; (xiii) hardware stores; Bulky goods retailers generally require large areas for the handling, display or storage of goods. Vehicle access is required to the retailer for delivering and/or collecting goods.
Commercial Services	All other services not provided in Retail, primarily business and scientific services
DoP	Department of Planning
Dry Season	April/May to September/October
ERP	Estimated Resident Population

Food Catering	Providing catering services in which food is transported, served or prepared at specific locations or events
Full-Line Supermarket	A supermarket with a full range of goods including packaged groceries, fresh meat, bakery and deli departments, fresh fruit and vegetables and frozen foods. Basic full-line supermarkets are generally 2,500m^2 in area, and larger, major full-line supermarkets are generally between 3,000m^2 and 4,500m^2.
Grocery and Liquor Retail	Retailing non-specialised groceries, food and liquor for consumption off the premises only
Half-Line Supermarket	A small format supermarket that does not provide the full range of products and services found at a full-line supermarket. Half-line supermarkets are generally 1,500m^2 in area.
LCS	2007 Shire of Broome Local Commercial Strategy
LPS	Western Australia Planning Commission Local Planning Schemes
KDC	Kimberley Development Commission
Retail Services	Businesses which engage in the purchasing and on-selling of consumer goods
Specialised Food	Retailing specialised food items such as biscuits, smallgoods or confectionery for consumption off the premises only
The Shire	Shire of Broome
The Strategy	The Local Commercial Strategy outlined in this document
WAPC	Western Australian Planning Commission
Wet Season	October/November to March/April

1.0 Introduction

A decade ago, a commercial land strategy was prepared for the Shire of Broome. This mapped out the optimal distribution, scale and range of commercial land in the municipality. In the last few years, Broome has introduced a range of changes to the town's strategic planning context. In addition, changes in commercial activity (e.g. the growth of online sales) and population growth mean that the 2007 Strategy is no longer an effective guide for the provision of commercial land. This study has reviewed the 2007 recommendations, drawing on insights from local commercial enterprises, government and major facility operators, population trends and household and business expenditure data, to prepare recommendations for a new medium and long-term Commercial Land Strategy.

1.1 Background

Broome's 2007 Local Commercial Strategy (LCS) envisaged a hierarchy of 12 commercial centres with some 125,000sqm of floorspace by 2021. This was expected to service a population of around 24,000, as well as tourists and other visitors to Broome, expending $281million (in 2007 prices).

At the halfway point, in 2017, there were six primary precincts accommodating 347 businesses, along with 25 vacant buildings (Figure 1). These are servicing a resident population of around 17,340 (ABS, 2016), as well as visitors to Broome expending around $380 million per annum (Spendmapp, 2017). A further $72million is spent by residents outside of the Shire.

In view of changes to the planning framework for Broome and new economic conditions in Broome and the State, this study was commissioned to complete two primary tasks:

1. To examine existing commercial activity in Broome: its scale, nature and distribution (Section 2), together with an estimate of future medium-term (to 2031) and long-term (to 2051) floorspace and land demand (Section 3); and consideration of whether the current planning framework 'makes adequate provision to cater for the projected future commercial need (Section 4).
2. To make recommendations on the strategic distribution of commercial floorspace across the town (Section 5).

This has been undertaken using a mix of site visit, consultation, a review of planning documents and an analysis of population and economic trends, informed by bank transaction data.

"With no plan, how can we know how to get there? Council strategies need to be coherent and we need to understand how they fit together"

Stakeholder interviews

Figure 1: **Study Area**
Source: Geografia, 2017

1.2 Methodology

This study was commissioned to review the 2007 Commercial Land Use Strategy and make recommendations for amending it to reflect changed econoimc and planning-related circumstances in Broome.

It is part of the Shire's efforts, in collaboration with its partner, Landcorp, to ensure commercial land provision (its nature, scale and distribution) is well suited to supporting Broome's role as the Kimberley's primary regional service centre and a major tourism destination.

Details of the methodology for this study are outlined in the Appendix. The key steps were:

1. A stakeholder engagement exercise to determine attitudes of business operators to the current state of commercial land in Broome and likely trends. Interviews, a workshop and an online survey were used to elicit this information, which was then used to inform the analysis. Details of the stakeholder engagement are provided in the Appendix to this report and selected comments have been included in the body of this report to highlight issues.
2. A commercial activity audit, in which all the current commercial activity in Broome was documented via a cloud-based platform and categorised into both ANZSIC (2 digit) subdivisions and expenditure categories.
3. A review of the current planning regime with respect to Broome's commercial land, focusing on its relevance to contemporary commercial land use and Broome's expected population and economic prospects.
4. An analysis of the household and business expenditure by category of residents of, and visitors to, Broome using bank transaction data for the calendar year 2016.
5. A modelling exercise to estimate future demand for commercial floorspace by category. A key input to this was a range of population growth forecasts (based on the WA Tomorrow estimate to 2026 and using historical data for Broome and WA to project beyond this period). As well as resident population, tourism and retail trends (including the growth in online retail) were also included in the modelling. This estimated future expenditure growth and, from this, future commercial floorspace demand.
6. The preparation of a set of recommendations as part of a new Strategy. These draw on the analysis of the current provision, demand and planning context analysis.

2.0 Background

The commercial activity audit found 347 enterprises in Broome, dominated by retail and tourism related activity. Most of the enterprises are in one of six large precincts. Both building and land vacancy is low. The 2007 Strategy envisaged 12 precincts and future additional demand of 45-55,000sqm of floorspace by 2021.

2.1 The current state of play

The commercial activity audit found 347 separate business enterprises in the study area, distributed across six primary precincts, along with several smaller activity centres (Figure 2). These businesses were categorised by 1 and 2 digit ANZSIC industry as well as 'expenditure category' (relating to the expenditure leakage analysis[1]). Figure 4 and Figure 3 show the distribution by these two classification types[2].

The distribution across ANZSIC industries emphasises the service and tourism centre role of Broome with just three industries accounting for over 50% of all enterprises:

1. Retail, with 116 enterprises (31% of the total).
2. Accommodation and Food services, with 55 (15%) enterprises.
3. Other Services, with 34 (9%) enterprises. Of these, over half were personal services (hair, nails, massage etc.). The remainder were mostly car repairs.

Sorting by expenditure category, the largest grouping was 'Other'. These 111 businesses (30% of the total) included the personal services component of the ANZSIC 'Other Services' classification. However, over half of these enterprises were miscellaneous retailers (e.g. petrol stations, newsagents, bike shops, jewellery shops and optometrists). It is usually a mix of non-food retail goods and services providers typical of a regional service centre. In Broome's case, however, tourism activity means it includes a wide range of speciality shops (luxury goods, jewellers, art galleries and so forth).

The next largest group was Dining and Entertainment (56 businesses, or 15% of the total), which matched the Accommodation and Food Services sector[3]. As with the ANZSIC distribution, this also emphasised the service/retail/tourism role of Broome.

[1] See Section 4.0.
[2] The commercial activity audit aimed to capture all retail and commercial activities within Broome. Due to time limitations only a selection of commercial activities were captured in the Port Drive Industrial Area and the surrounding port and industrial areas. However, these were not the focus of the audit and/or the strategy and do not materially impact on the outcomes or recommendation outlined in this document.
[3] One enterprise was classified as Arts and Recreation, although, it still fits within the Dining and Entertainment expenditure category.

Of the 187 lots identified in the Commercial Activity Audit, there were 25 vacant buildings (13.4%). Based on the cadastral data, this summed up to less than 1% of the total area.

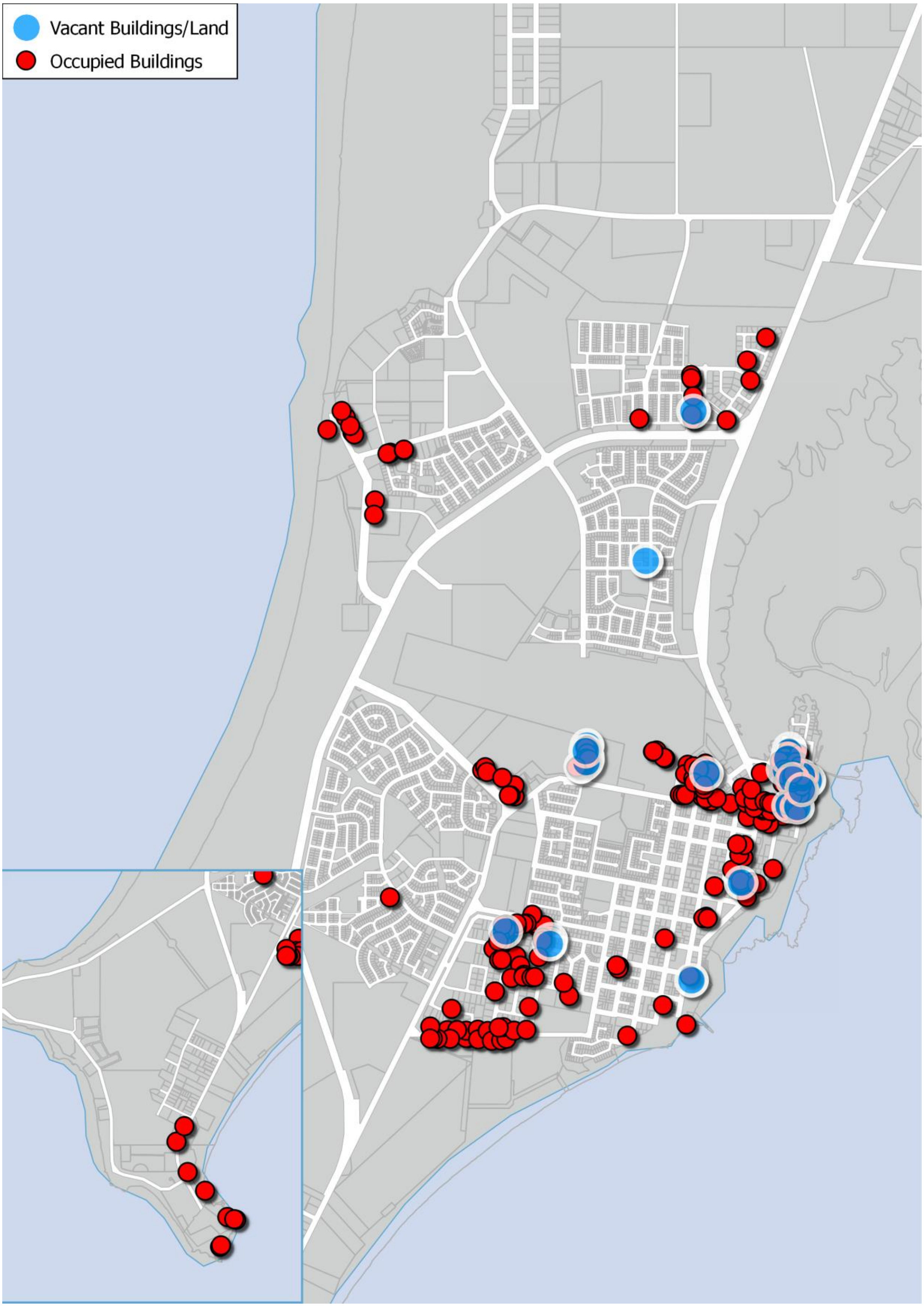

Figure 2: **Commercial Activity**

Source: Geografia, 2017

Table 1: **Commercial Activity by Industry**

Industry	Count	%
Agriculture, Forestry and Fishing	1	0.3
Electricity, Gas, Water and Waste Services	1	0.3
Mining	1	0.3
Transport, Postal and Warehousing	3	0.8
Administrative and Support Services	5	1.3
Manufacturing	7	1.9
Financial and Insurance Services	8	2.1
Arts and Recreation Services	8	2.1
Information Media and Telecommunications	9	2.4
Wholesale Trade	9	2.4
Construction	10	2.7
Health Care and Social Assistance	14	3.7
Rental, Hiring and Real Estate Services	18	4.8
Professional, Scientific and Technical Services	21	5.6
Public Administration and Safety	27	7.2
Vacant Buildings	25	7.0
Other Services	34	9.1
Accommodation and Food Services	55	14.7
Retail Trade	116	30.9
Total	375	100

Source: Commercial activity audit, Geografia, 2017

Table 2: **Commercial Activity by Expenditure Category**

Expenditure Category	Count	%
Supermarkets	4	1
Bulky Goods	7	2
Trades and Contractors	7	2
Specialised food retailing	10	3
Furniture & Other Household Goods	11	3
Light Industry	15	4
DDS + Clothing + Textiles	23	6
Transport	26	7
Vacant Buildings	25	7
N/A	36	10
Professional Services	44	12
Dining and Entertainment	56	15

Expenditure Category	Count	%
Other	108	29
Total	375	100

Source: Commercial activity audit, Geografia, 2017

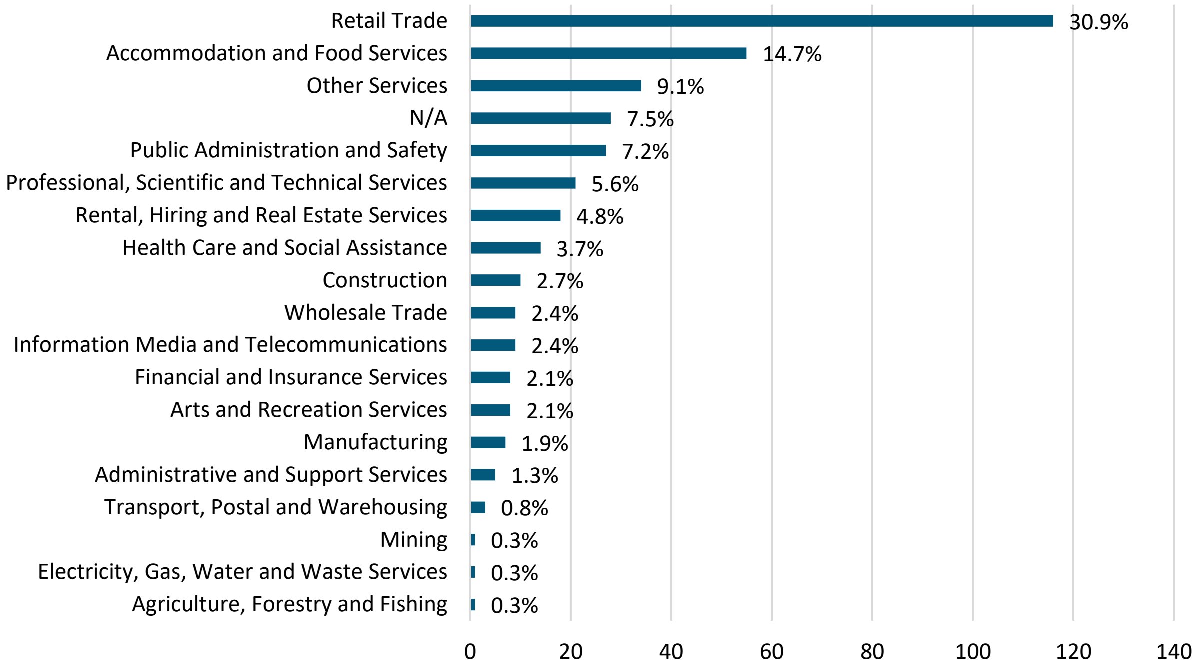

Figure 3: **Audit by 1 Digit ANZSIC**

This plots the count of business in ANZSIC 1 division, as well as percentage of total. Source: Commercial activity audit, Geografia, 2017

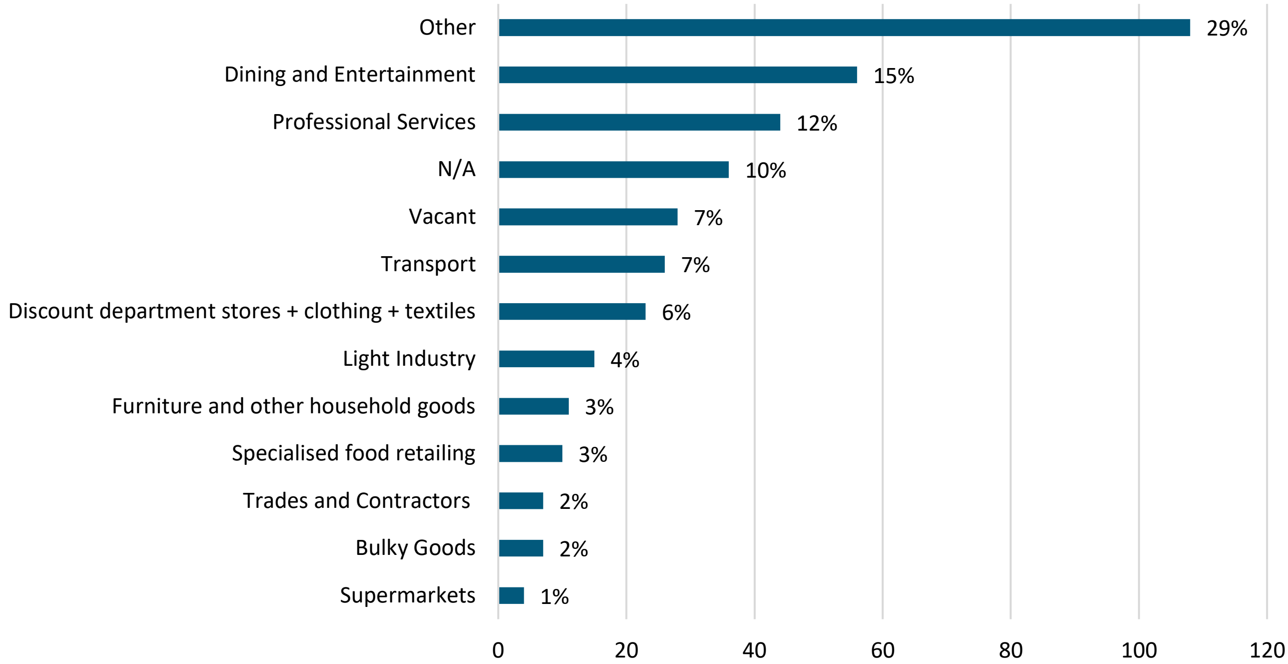

Figure 4: **Audit by Expenditure Category**
This plots the count of business in ANZSIC 1 division, as well as percentage of total. Source: Commercial activity audit, Geografia, 2017

Land use

While the commercial activity audit did not include quantification of land or building size (i.e. floorspace), we can note that it documented 187 commercial lots in the study area, including 25 vacant buildings.

2.2 The 2007 Strategy: data, framework and outcomes

The Shire's Local Commercial Strategy (LCS) was prepared in 2007 with the stated purpose of ensuring that Broome is provided with an appropriate scale and range of commercial centres.

The LCS framework was informed by three 2006 reports: 1) Consumer Market Profiles; 2) Ideas & Options Paper; and 3) Strategy Review Paper.

The resulting LCS was underpinned by the data summarised in Table 3.

The LCS stated that, by 2021:

- 54% of the permanent resident population will reside north of the airport (30% in 2006);
- 21% will reside in Cable Beach South (30% in 2006); and
- 25% will reside in Old Broome (40% in 2006).

Table 3: **2007 Strategy Floorspace Analysis**

	2006/07	2021	+/-
POPULATION			
Estimated permanent residents	15,000	24,000	+9,000
Estimated annual visitors	229,800	269,459	+39,659
Average nights per visitor	8.20	6.07	-2.13
EXPENDITURE (2006)	**$200m**	**$281m**	**+$81m**
Permanent residents	$122m	$190m	+$68m
Visitors + tourists	$78m	$91m	+$13m
COMBINED FLOORSPACE	**70-80,000sqm**	**125,000sqm**	**+45-55,000sqm**
RETAIL FLOORSPACE (sqm)	**40,000sqm**	**~58,000m²**	**+18,000sqm**
Food and Grocery Retail			+5,000**sqm**
Supermarket			+3,750**sqm**
Food catering			NA
Other Food, Grocery + Liquor (non-supermarket)			+2,250**sqm**
Non-Food Retail			**+13,000sqm**
Discount department store			+6,000**sqm**
Bulky goods			+4,000**sqm**
Retail services			NA
COMMERCIAL FLOORSPACE (sqm)	**30-40,000sqm**	**~55–60,000sqm**	**+25-35,000sqm**

Source: Taktics4, 2006

Since the adoption of the LCS, the Shire has introduced a new Local Planning Strategy (the Strategy) (2014) and new Local Planning Scheme No.6 (LPS6) (2015).

Additionally, the preparation of various Development Strategies for several sub-precincts (and the adoption of the Broome North District and Local Development Plans), effectively presents a changed strategic and statutory planning context with implications for retail and commercial floor-space distribution as envisaged under the 2007 LCS.

Framework and outcomes by activity centre

Table 4 outlines the hierarchy, status and recommendations for each of the existing local centres and the demand for mixed use, office and large format retailing (showrooms) floorspace as outlined in the 2007 LCS. It also provides comments on the outcomes and existing status for each.

> ***"Light industrial, retail, accommodation and residential land uses are quite mixed in Broome, but generally everyone lives harmoniously without many complaints"***
>
> **Stakeholder interview**

Table 4: **Current Commercial Centres Framework**

Centre Name	Status and Role	Recommendation	Outcomes
Chinatown	Serves residents and visitors. Functions as the main commercial centre. Provides day-to-day household needs and a main tourist-shopping destination.	Retain point of difference and 'distinctly Broome experience'. Encourage future development within existing town centre boundary. Identify core of Chinatown and provide for infill development to fill gaps and facilitate greater integration between components.	Chinatown continues to function as the main retail and commercial centre for both residents and visitors. Point of difference and unique character maintained. Some gaps and opportunities remain to strengthen the centre and facilitate greater integration.
Broome Boulevard	Has capacity to grow as it is geographically central and accessible to the entire Broome catchment.	Allow for the growth of the centre in a planned manner and commensurate with consumer demand. Facilitate future configuration of the	Broome Boulevard continues to function as a dominant retail destination. The Frederick Street Commercial Area DAP No. 8 provides for access connections eastward

Centre Name	Status and Role	Recommendation	Outcomes
	Dominant retail destination for day-to-day household needs.	centre to consider integration with potential development north and east.	between Broome Boulevard and the future 'Mixed Use' area, but does not allow for future shopping centre expansion. Broome Boulevard provides an Australia Post Community Postal Agent service and post boxes.
Seaview	Existing local (village) centre Small supermarket based centre with liquor outlet, newsagent, general store and restaurant. Recently reconfigured to better reflect the extent and needs of the market.	Further investigation required to determine opportunity for the centre to be strengthened with additional tourist related services.	Seaview currently comprises: • IGA Express • Liquorland • Pearly Whites Dentist • 18 Degrees restaurant • Vacant tenancy Vacant tenancy provides an opportunity for tourist related services.
Fongs Store (Saville Street)	Existing local (village) centre Predominantly a convenience store servicing the needs of residents. Catchment overlaps with Seaview.	There may be opportunities redevelop the centre to include residential uses. Additional commercial development not encouraged.	Fongs currently comprises: • Fongs general store • Maca's
BP Reid Road (Reid Road)	Existing local (village) centre Originally designated to have a similar configuration to Seaview, but developed with a service station and convenience store.	There is sufficient vacant land to contain further commercial activity. Only limited further commercial development of the centre is likely. Opportunities to consider residential or community uses should be favourably considered.	BP Reid Road currently comprises: • IGA Express + post boxes • BP service station (fuel retail + car wash only) • Cable Beach Pharmacy • Kimberley Kids Child Care • Nyamba Buru Yawuru This local centre provides an Australia Post Community Postal Agent service and post boxes.
Starmart/Caltex (Guy Street)	Existing local (village) centre Provides the local day-to-day needs of employees, students and visitors to the Light Industrial Area.	Further retail development should not be considered.	Starmart/Caltex currently comprises: • BP service station (fuel and convenience retail)

Centre Name	Status and Role	Recommendation	Outcomes
Roebuck	Existing local (village) centre Latest commercial centre to be developed. Provides for the needs of residents in the rapidly developing estate. Comprises a single shop with adjacent land for future development. Operates with a limited catchment on an internal road network reducing exposure to passing trade.	There is potential to redevelop the site to accommodate a Seaview style supermarket and commercial mix, as demand grows with the catchment. There is potential to relocate the site further west to be more central and achieve greater exposure to future residential development at Roebuck West.	Roebuck does not currently have any tenants. The general store and fish and chip take away vacated and was replaced by Broome Florist, which has now also vacated and relocated to another site. There are several post boxes at this location.
Lot 833 (Broome North – South)	Future local (village) centre	Develop a small supermarket based centre on the north-west corner of Magabala Drive and Gubinge Road to: • Reduce catchment overlap with Cable Beach • Take advantage of future traffic flows • Anchor potential future mixed development along Magabala Drive	The Broome North District Development Plan (BNDDP) illustrates a local centre site west of the intersection of Magabala Drive and Tanami Drive, approximately 500m north of Gubinge Road. The BNDDP and related local development plans provide for 3,000m² of retail floorspace, with an anchor supermarket tenant of 1,500m² and the balance provided in the form of speciality retail tenancies along a main-street.
Cable Beach	Future local (village) centre	Develop primarily as a tourist service area on main street principles and may include a small supermarket. The location and configuration of commercial activity to be examined in the Local Tourism Planning Strategy.	A lot on the NE corner of Sanctuary Drive and Millington Road is zoned 'Tourist' and 'Additional Use 7', which provides for the retail of convenience goods and service station uses. The Millington Road Development Plan (2009) provides for a 'Tourist/ Commercial' precinct along Millington Road, encompassing the site zoned for 'Additional Use 7'. The Cable Beach Development Strategy (2016) recommends the

Centre Name	Status and Role	Recommendation	Outcomes
			revocation of the Millington Road Development Plan on the basis that retail floorspace requirements within the Cable Beach precinct will be met by a future local centre in Broome North, and a 200m retail strip along Sanctuary Road to cater for tourist retail needs.
Fairway Drive (Broome North – North)	Future local (village) centre	Develop a small supermarket based centre. May not be sustainable in the medium term depending on the nature of commercial activity at Lot 833. Locate on Fairway Drive to exploit exposure to passing traffic.	The Broome North District Development Plan (BNDDP) illustrates a local centre site approximatively 500m north of Fairway Drive. It provides for 3,000m² of retail floorspace, with an anchor supermarket tenant of 1,500m² and the balance provided in the form of speciality retail tenancies along a main-street.
Mixed Use and Office	The Report of the Broome Planning Steering Committee provides for 3.5km of additional mixed business street frontage, 10.5ha of additional land, supporting 80,000m² of floorspace or approx. 500 additional businesses. Future office floorspace requirements will only absorb 20% of the land identified by the Steering Committee, suggesting that not all these precincts will be required for mixed business.	In the short-term provide for office needs to be accommodated in Chinatown. Facilitate additional opportunities for mixed business and office uses in: • Hamersley Street (medium term) • Frederick Street (medium – long term) • Magabala Drive (long term)	Chinatown continues to function and the predominant location for mixed business and office uses. Hamersley Street – land abutting Hamersley Street is zoned 'Mixed Use' under the Shire of Broome LPS No. 6, providing for the redevelopment of non-commercial land uses. Frederick St – a portion of land north of Frederick St (east of Broome Boulevard) is zoned 'Service Commercial' which provides for a limited range of mixed use and office uses. Magabala Drive – the Broome North District Development Plan does not provide for any mixed use or office uses. Limited office use is provided for at each of the future local centres.
Large Format Retailing (Showrooms)	Most large format retailing (LFR) activity is in the Light Industrial Area.	Confirm opportunity for LFR/showroom along Frederick Street (north)	As mentioned above, land along Frederick Street (north) is zoned 'Service Commercial', which

Centre Name	Status and Role	Recommendation	Outcomes
		between Chinatown and the Boulevard.	provides for LFR/showroom uses.
		Provide long-term opportunity for LFR/showroom uses along Magabala Drive to act as a buffer between Blue Haze Industrial Area and planned residential development.	The Broome Airport Development Plan and the Frederick Street DAP No. 8 illustrate the use of the land north of Frederick Street for 'Mixed Use' land use in accordance with the Zoning Table under the Shire of Broome LPS No. 6.
		Develop short-term structure plan to guide development within the LIA in the short-term.	This is inconsistent with the 'Service Commercial' zoning of the land.

Source: SITE planning + design, 2017

3.0 Planning Framework

The Broome Local Commercial Strategy sits within a hierarchy of State and local statutory and strategic documents that inform and guide land use planning across Broome, and the wider region. It reinforces Broome's role as a strategic centre for the Kimberley and the importance of economic and population growth to maintain and expand this role.

3.1 Overview

Figure 5 summarises the planning framework that currently guides development in Broome. Details of how they have and will continue to shape Broome's commercial land development are outlined below.

Planning and Development Act, 2005
Planning and Development (Local Planning Scheme) Regulations, 2015

WAPC: State Planning Strategy 2050

STATE GOVERNMENT STRATEGIES AND POLICIES
WAPC: State Planning Policies
WAPC: Liveable Neighbourhoods

REGIONAL PLANNING STRATEGIES, SCHEMES, FRAMEWORKS AND INVESTMENT BLUEPRINTS
WAPC: Kimberley Regional Planning and Infrastructure Framework
KDC: 2036 and Beyond: A Regional Investment Blueprint for the Kimberley
Broome GPP: Broome Growth Plan

Shire of Broome Strategic Community Plan (2015 – 2025)
Shire of Broome Local Planning Strategy 2014
Shire of Broome Local Commercial Strategy
Shire of Broome Local Planning Scheme No. 6
Shire of Broome Local Planning Policies
Structure Plans, Development Strategies and Local Development Plans
(Chinatown Development Strategy, Cable Beach Development Strategy, Old Broome Development Strategy, Broome Airport Development Plan, Millington Development Plan,

Broome North District Development Plan, Broome North Local Development Plan 1, Broome North Local Centre Local Development Plan, Frederick Street Detailed Area Plan)

Figure 5: **Overview of Planning Framework**

Source: SITE planning + design, 2017

3.2 Strategic context

State Planning Strategy 2050

The State Planning Strategy (the Strategy) provides a State strategic context and basis for the integration and coordination of land-use planning and development across State, regional and local jurisdictions to 2050.

The Strategy outlines an overarching strategic context to guide, inform and align a hierarchy of State, regional and local planning tools, instruments and decisions that, if implemented effectively, will deliver the Strategy's set of visions, principles, goals and objectives.

The Strategy places a priority on economic and population growth as key drivers of land use and land development. The Strategy reinforces the role of Broome as a key tourism destination and recognises the need for infrastructure investment to support this role, including the redevelopment and improvement of aviation access and the role of the port.

Broome is recognised as being 'a significant regional population centre, an air transport hub for the region and gateway to South East Asia'.

Kimberley Regional Planning and Infrastructure Framework, 2015

The Kimberley Regional Planning and Infrastructure Framework, prepared by the Western Australian Planning Commission (WAPC), nominates a settlement hierarchy for the region and promotes the role of Broome as the primary 'Regional City' within the Kimberley Region.

The Framework identifies indicative, aspirational population growth targets through to 2036, with an average annual population growth rate of 5% for Broome. This is on the expectation that Broome will accommodate the most significant portion of the region's growth over the next 25 years, as Broome supports significant regional infrastructure and is the service centre for the West Kimberley.

Key economic development and employment drivers (pg. 34) include, but are not limited to:

- Broome to function as a centre for the resource sector.
- Continued growth of the tourism sector, with Broome as a key service gateway for the region.
- Expansion/diversification of the Port and airport.
- Growth of the commercial and industrial sectors to service the expanded workforce.
- Continued role and growth of community service functions within the town.

Medium to longer term development opportunities identified include:

- "Beyond 2025, redevelopment of the current Broome Airport site for urban uses following relocation of the current operation;

- Subsequent land releases inside Broome North which can yield approximately more than 3,500 lots;
- Roebuck Bay West could potentially accommodate 700 dwellings;
- Development of 80ha at the Broome Port for industrial purposes;
- 400 ha at the Broome Road Industrial Estate;
- Redevelopment and expansion of Chinatown to yield an additional 25,000 square metres of commercial floor space and an additional 30,000 square meters of office space; and
- Revitalisation of Old Broome." Pg. 46.

2036 and Beyond: A Regional Investment Blueprint for the Kimberley, 2015

The 2013 and Beyond: A regional Investment Blueprint for the Kimberly prepared by the Kimberley Development Commission (KDC), is an aspirational plan to guide and shape development in the Kimberley to 2036.

The Blueprint (specifically the stated vision, goals and strategies) seeks to provide an investment framework for prioritising and assessing investment in the region.

Consistent with the State Planning Strategy and the *Kimberley Regional Planning and Infrastructure Framework*, the blueprint recognises the role of Broome as the 'Regional City' for the Kimberley Region. As one of two growth centres, Broome is strategically located for supporting growth of the region, adjacent regions and the entire State.

Draft Broome Growth Plan, 2016

The Draft Broome Growth Plan, endorsed by the Broome Growth Plan Partnership (Shire of Broome, Kimberley Development Commission, Landcorp, the Department of Planning and the Department of Regional Development), seeks to shape and guide growth of Broome in a way that increases economic opportunity to the people of Broome (pg. 15).

The Draft Broome Growth Plan Strategy and Action Program considered several growth scenarios, with Scenario 3 nominated as the target approach. Scenario 3 assumes:

- A population growth rate of 4% (39,448 by 2036);
- Job growth rate of 5% (20,268 jobs by 2036); and
- Economic growth at 7% ($4.39B GRP by 2036).

Three key economic drivers and opportunities were identified (pg. 21). These potentially impact on land use allocation within Broome.

1. **Agricultural production** and associated logistical and employment markets relating to live cattle export, horticulture, fishing, pearling and aquaculture.
2. **The role of tourism** in a broader sense, rather than it being simply a destination single location/attractor, including the 'self-drive' market and leveraging the proposed expansion of international air links.
3. The importance of **Broome as a service centre** for the northwest region, particularly the role providing health and education services for the Kimberley.

The Growth Plan aims to increase economic growth by encouraging greater Aboriginal participation in the mainstream economy. It proposes the activation of various development precincts to attract and retain residents to meet population and economic growth targets. The following is proposed:

- "Chinatown Precinct – through a revitalisation approach
- Tourism precincts – built around master planning and development
- Old Broome – using urban renewal and revitalisation tools
- Recreation and community amenity – ensuring there is adequate amenity to support a growing population
- Logistics precincts – including development and enhancement of the port, airport, road networks and surrounding industrial land."

Broome Economic and Situational Analysis, 2016

The Broome Economic and Situational Analysis, prepared by Urbis to inform the Broome Growth Plan, investigates out the economic and social trends that are expected to influence Broome's growth path over the coming decades.

The analysis considers how employment growth can be and is focused on investment potential in key industry clusters and how this translates into economic and employment impacts.

Shire of Broome Local Planning Strategy, 2014

The Shire of Broome Local Planning Strategy (the Strategy), endorsed by the WAPC in 2014, sets out the long-term planning directions for the Shire, consistent with State and regional planning policies, and provides a rationale for land use zoning and associated provisions in the local planning scheme.

The Strategy outlines the following objectives for retail, commercial and activity centres:

1. To provide a range of retail and commercial uses to support the economic and population growth of the Shire.
2. To promote Chinatown as the primary activity centre for Broome.
3. To provide local activity centres within residential neighbourhoods and secondary centres.

The following strategies are outlined to support delivery of the objectives:

1. *Revitalise Chinatown as the primary centre with a focus on retail, commercial and entertainment uses, as considered in the Chinatown Development Strategy.*
2. *Promote and encourage a mix of commercial/office, tourism and residential development south of Frederick Street and east of Herbert Street to provide a supporting role to Chinatown.*
3. *Expand the town centre west of Hamersley Street to accommodate existing office, residential and entertainment uses.*
4. *Promote and encourage development along the north side of Frederick Street as showrooms and bulky goods retail.*
5. *Ensure appropriately located local activity centres to provide for the day-to-day retail and service needs of the population.*

6. *Encourage the integration of the Broome Boulevard Shopping Centre in Future Development Area 4 as a Neighbourhood Centre.*

The strategies are supported by the following actions:

- Set out a Town Centre zone within the scheme that provides for the main retail area within Chinatown.
- Set out a Local Centre zone within the scheme that provides for convenience retail within local activity centres.
- Set out a Service Commercial zone within the local planning scheme that allows for showrooms and bulky goods including car sales, furniture and white goods, which does not compete or detract from the retail primacy of the Town Centre zone in Chinatown.
- Set out a Mixed Use zone within the local planning scheme that provides for office, tourism and residential development.
- Review the Shire of Broome Local Commercial Centre Strategy.
- Zone the local centres identified within local development plans for Broome North as local centres.
- Zone the Cable Beach Centre local activity centre to Local Centre in the planning scheme.
- Zone lots along abutting the south side of Frederick Street between Hamersley and Herbert Streets as Mixed Use to facilitate future office development.
- Zone lots north of Frederick Street from Coghlan Street to the Broome Boulevard Shopping Centre as Service Commercial.
- Identify Local Centre Investigation nodes to provide for local convenience retail and services, in future development areas.

Broome Economic Profile, 2015

The Broome Economic Profile was prepared to inform the preparation of the Shire of Broome Local Planning Strategy.

The profile acknowledged the role of Broome as a regional city, servicing the broader Kimberley region through increasing service industries.

A retail spend assessment was undertaken to identify current and future demand for retail space (pg. 24). The following permanent resident retail spending breakdown was generated based on the ABS Retail Expenditure Survey as well as catchment assessments and population projections.

Based on the above, four future retail spending scenarios were forecast through to 2031 using different population growth scenarios on the following basis:

Scenario 1: *This baseline is aligned to expected population growth. Industrial development is expected to follow historic patterns and be linked to current economic structure.*

Scenario 2: *This is the same as the baseline with the exception that it includes visitors (which do not affect industrial demand).*

Scenario 3: *This identifies industrial land demand associated with the development of the Browse LNG Precinct. It considers observed industrial development patterns from other areas that are current undergoing similar developments. Additionally, consultation with the local Broome market was used to inform current and future likely* *demand patterns related to the wider development of the Browse Basin.*

***Scenario 4**: This scenario represents a total maximum potential development (similar to the population projections).*

The forecast retail space calculations assumed an existing supply of 40,000m² of retail floorspace as per the 2007 Local Commercial Strategy. Applying four population growth scenarios, ultimate 2031 retail floorspace requirements ranged from approx. **55,000m² to 75,000m².**

A commercial office market assessment was also undertaken, applying the same four population growth scenarios to the existing 30,000m² of commercial floorspace identified in the 2007 Local Commercial Strategy. Applying four population growth scenarios, ultimate 2031 commercial floorspace requirements ranged from **46,000m² to 48,500m²,** an increase of approx. 16,000m² to 18,500m².

Table 5: **Prior Estimated Retail Spend, 2011**

Expenditure Category	$
Groceries and Specialty Food	$58.6m
Food and Liquor Catering	$26.6m
Clothing and Accessories	$15m
Furniture, Houseware & Appliances	$17.4m
Recreation & Entertainment Equipment	$16.3m
Garden & Hardware Goods	$7m
Motor Vehicles & Parts	$0m
Other Goods & Personal Services	$17.2m
Total	**$158.1m**

Source: AEC Group, 2015

3.3 Statutory context

State Planning Policy 4.2 – Activity Centres for Perth and Peel

While SPP 4.2 aims to provide guidance on planning for a network of activity centres across the Perth metropolitan and Peel regions, some of the principals outlined in the Policy are relevant and worthy of consideration in a regional context.

Key principles of SPP 4.2 relevant to Broome include, but are not limited to:

- Distribution of activity centres to meet community needs and ensure the efficient and equitable access to employment and goods and services for the community;
- Application of a clear activity centre hierarchy;
- Intensification and diversification of housing around activity centres; and
- Concentration of activities generating a high number of trips within activity centres.

While SPP 4.2 is not directly applicable given the metropolitan nature of SPP 4.2 and the restricted size of Broome, a clear hierarchy of activity centres applies, with district centres, neighbourhood centres and local centres existing and proposed (decreasing in size and primacy from the town centre). The following is a summary of key characteristics of each centre:

- A district centre services the daily and weekly needs of residents. Typically includes discount department stores, supermarkets, convenience goods, personal services and some speciality shops.

- A neighbourhood centre is characterised by providing for daily and weekly household shopping needs, community facilities and a small range of other convenience services.
- A local centre is generally in the form of a delicatessen and convenience stores that provide for the day-to-day needs of local communities.

Shire of Broome Local Planning Scheme No. 6

The Shire of Broome Local Planning Scheme No. 6 illustrates land use reservations and zones across all land within the Shire.

The permissibility of uses within zones is guided by the Zoning Table. The main relevant zones providing for retail, commercial and industrial uses are:

- Town Centre (Chinatown)
- Local Centre (Fongs, Seaview, Reid Road BP, Broome Boulevard, Roebuck Estate, Broome North – Stage 1)
- Mixed Use (Town Centre Frame)
- Service Commercial (BIA Large Format)
- Tourist (Cable Beach + Additional Use)

The Town Centre zone reinforces the role of Chinatown as the principal retail, activity and commercial centre for Broome, with associated uses.

The Local Centre zone encourages convenience retailing, heath, welfare and community facilities, which service the local community, but only on the basis that these uses do not detract from Chinatown's pre-eminence.

The Mixed Use zone provides for residential, tourist, offices and other compatible uses. Bulk, scale and design controls generally apply to provide a high level of visual amenity.

The Service Commercial zone encourages a range of land uses that support the Town Centre and Light Industry zones, such as service industry, warehousing and showrooms.

The Tourist zone provides predominantly for visitor accommodation, with associated retail and service facilities. Short term tourist and holiday accommodation are to be the predominant uses within the zone.

Local planning policies

The following Local Planning Policies provide guidance on the assessment, and development, of retail and commercial land uses within Broome.

- LPP 8.3 Outdoor Dining
- LPP 8.6 Heritage List
- LPP 8.9 Parking
- LPP 8.10 Development Standards for Development Applications
- LPP 8.13 Planning Compliance
- LPP 8.17 Signs
- LPP 8.20 Provision of Public Art
- LPP 8.21 Design Guidelines – Town Centre Zone
- LPP 8.22 Chinatown Development Strategy
- LPP 8.25 Old Broome Development Strategy

Development strategies

Cable Beach Development Strategy, 2016

The Development Strategy undertook a comprehensive retail needs assessment relative to the work done to inform the preparation of the Local Planning Strategy, particularly in relation to the continued focus on protecting the primacy of Chinatown and acknowledging the role of the proposed local centres in Broome North.

The Development Strategy concluded that the Broome North local centre would adequately cater for the day-to-day convenience requirements of both visitors and residents in the Cable Beach tourist precinct, with Cable Beach to focus on a small-scale retail strip to support and cater for tourist oriented retail needs.

This is proposed to be in the form of a retail strip extending approximately 200m along both sides of Sanctuary Road. This strip will encompass the existing retail cluster on Lot 301 Challenor Drive (Willie Creek Pearls) and extend to Lot 1 Sanctuary Road (Ray White). The retail strip will also include the Sanctuary Road frontage of Lot 6 Sanctuary Road on the northern side of the street.

The Development Strategy acknowledges that Lot 6 Sanctuary Road has an 'Additional Use' for 'retail of convenience goods and service station', and recommends deletion of the 'Additional Use' provision on the basis that a service station is an inappropriate use and a 'Shop' is already a discretionary use within the 'Tourist' zone.

Mobile and temporary commercial enterprises are strongly encouraged as part of the Strategy, with use of food vans and temporary markets to activate underused public realm areas and in recognition of the seasonal nature of tourism in Broome. This may, however, impact on traditional commercial food traders and floorspace requirements.

Old Broome Development Strategy, 2014

The Old Broome Development Strategy formulates a 'vision' for Old Broome, identifying several precincts with defined development objectives and land use permissibility assumptions.

Chinatown Development Strategy, 2012

The Chinatown Development Strategy examines what uses should be encouraged within Chinatown to realise the vision for the precinct. It also considers how the viability of the area can be maintained given its primacy as a Town Centre.

Millington Road Development Plan, 2009

The Millington Road Development Plan applies to an area of land zoned 'Tourist' under LPS 6, between Millington Road and East Road to the east of Cable Beach and proposes several land use precincts ('Tourist/Commercial Precinct', 'Tourist Precinct' and 'Millington Road Precinct') and an area of public open space.

The key objectives of these precincts relative to retail development is summarised as:

'Tourist Precinct' – predominantly short stay accommodation, with permanent residential uses limited to caretakers/staff accommodation. Encourages any dining and resort uses associated with the accommodation facilities to be located along Millington Road within the Tourist/Commercial precinct.

'Tourist/Commercial Precinct' – the intent of the precinct is to provide for retail, commercial and residential mixed-use development, predominantly along Millington Road and extending through to Sanctuary Road. The form of this is retail and commercial uses on the ground floor and short stay accommodation above.

Revocation of the Millington Road Development is a key recommendation of the more recent Cable Beach Development Strategy. This is on the basis that retail floorspace requirements within the Cable Beach precinct are best addressed through a Local Centre in Broome North, with any tourism related retail uses being provided along Sanctuary Road.

Development plans (structure plans and local development plans)

Broome North Local Development Plan No. 3

Local Development Plan No. 3 (LDP 3) was prepared following adoption of the 2010 Broome North Development Plan, to nominate residential densities and movement networks consistent with the Development Plan framework.

Several residential density ranges are proposed throughout the LDP 3 area, with higher densities adjacent to areas of public open space and lower densities to the north of the precinct as an interface to the proposed 'A' Class Reserve. The following density ranges are proposed:

1. Residential R2-R10 (limited to the north as an interface to the adjacent 'A' Class Reserve).
2. Residential R12.5-R25 (predominant density range within the precinct).
3. Residential R24-40 (located adjacent areas of POS or along key movement networks).

LDP 3 also reflects the Broome North Development Plan in nominating an area of 'Tourist" zoned land abutting existing Tourist land along Oryx Drive/Coucal Street.

Other than an area of 'Tourist' zoned land, no other non-residential land uses are proposed.

Broome North Local Centre Local Development Plan, 2015 and Local Development Plan No.1, 2013

This provides detailed guidance on the development of land for the Broome North Local Centre as identified in the Broome North Development Plan.

Proposed as a 'main street' centre, with a 1,500m² supermarket and several commercial and retail tenancies for speciality shops and food offerings.

In accordance with the Broome North Local Development Plan No. 1, the allowable retail floorspace in the Local Centre zone will be limited to 3,000sqm of retail land-use. Retail land-use is any use defined as a 'Shop' under the Local Planning Scheme, but does not include land-use such as 'restaurant' or 'personal services'.

The Local Development Plan also includes comprehensive guidance on built-form outcomes and requirements, as well as access, parking and incidental development standards.

Airport Development Plan, 2012

This strategic plan outlines the continued function and expansion of the Broome International Airport. However, it includes provision for a framework for the potential redevelopment for a range of mixed use and residential purposes subject to the Airport's eventual relocation.

Broome North District Development Plan, 2010

The adopted Broome North District Development Plan report, prepared by Roberts Day, was endorsed in 2010, while the plan was more recently amended, by Taylor Burrell Barnet.

The District Development Plan proposed two (2) Local Centres within central walkable catchments, with each centre proposed to accommodate for 3,000sqm of retail floorspace, with an anchor supermarket tenant of 1,500sqm and the balance provided in the form of speciality retail tenancies along a main-street with an approximate length of 75m.

These local centres are acknowledged as primarily catering for residents and will be less reliant on tourist and visitor spending. The justification being that new residents will also frequent the existing Chinatown and Boulevard centres, thereby not cannibalising from these existing centres. It is assumed that Cable Beach will provide some level of retail function, consistent with the 2007 Commercial Strategy.

"Western Triangle" Development Plan, 2011

This is an adopted Development Plan proposing residential lots ranging from R15 to R40/50. No non-residential land uses are proposed and it will therefore contribute to broader retail catchments. The development will potentially contribute to the viability of existing land zoned 'Local Centre' within Roebuck Estate.

Other plans and projects

Foreshore Master Plans

The Shire of Broome is currently preparing foreshore management plans for Cable Beach and Town Beach. However, it is premature to comment on the content or recommendations of the plans.

Chinatown Revitalisation Project

The Shire of Broome and the Department of Regional Development are jointly funding the Chinatown Revitalisation Project, which comprises detailed feasibility studies and the delivery of transformational projects to reinforce Chinatown as the cultural, historical and commercial centre of Broome.

Implementation of the projects and oversight of the feasibility studies is being undertaken jointly by the Shire of Broome, KDC and Landcorp.

Funded projects aim to improve the public realm of Chinatown and investigate the feasibility of more significant projects that will strengthen Chinatown over the longer term.

The Gray St Extension feasibility study, if implemented, provides an opportunity to investigate the delivery of new land for commercial and retail development on the edge of the existing Chinatown 'Town Centre' zone.

4.0 Demand Analysis

WA Tomorrow forecasts show Broome's population reaching 21-25,000 by 2026. This, together with the underlying long-term cyclical trend for the Shire suggests a long-term resident population (to 2051) of between 24,000 and 39,000. Coupled with the larger service population (including regional residents and tourists) suggests a total additional demand for around 31,000sqm of additional retail floorspace and 9,000sqm of additional office floorspace by 2031. This may grow to 64,000 and 21,000sqm respectively by 2051, although there is a high degree of uncertainty this far out.

4.1 Assumptions underpinning demand to 2031 and beyond

From 2007 to 2021

The 2007 Local Commercial Strategy forecast a demand for around 20,000 sqm of additional retail floorspace; 15,000sqm of additional office space; and 4,000sqm of bulky goods (showroom) space by 2021. This was based on an escalation in total local spend of around $81 million (i.e. from $200m to $281m). During this period (2007-2021), the resident population for Broome was to have increased from about 14,600 up to 24,000.

Assuming these figures are (or will be) correct, this implies around 5sqm of total floorspace per resident could be supported. On that basis alone, we could expect mean new demand in Broome to be around 33,000sqm by 2031 and 70,000sqm by 2051. Obviously, as these were not calculated using actual economic transaction data, they can be considered broad brush indicators only.

Population, tourism and online services: growth drivers

The WA Tomorrow forecasts for 2026 were used as the basis for estimating future commercial land demand derived from resident goods and services consumption. Beyond 2026 an ensemble model was used to estimate the catchment area population (combining an extrapolation of all five WA Tomorrow forecasts, with a mathematical model extending the historical population growth pattern (from 1956) to 2051.

Due to both a paucity of hard data and volatility, tourist visitor numbers to Broome are hard to project. For the purposes of this study, an annual visitor growth rate of between 1.5% and 3.5% has been used to estimate demand.

With respect to the impact of online sales, it is reasonable to assume they will have a modest effect on overall expenditure volumes in Broome, particularly given the quantum that is from visitor expenditure in recreation, food and drink and luxury items and the very slow rate of online sales growth in Australia to date. The exception to this may be in bulky goods, which are increasingly bought online for regional residents[4].

The combination of slow growth in online sales (i.e. a slow increase in expenditure leakage) and population and tourist/visitor growth is assumed to results in a relatively robust demand growth trajectory for floorspace.

4.2 Retail expenditure in Broome

Rather than using a simple model to estimate expenditure (and floorspace demand), 2016 bank transaction data from Broome has been used. This includes expenditure in different categories by Broome residents in and out of Broome, as well as expenditure by non-residents in Broome.

By aggregating the expenditure data for each month, we can observe the strongly seasonal nature of Broome's economy and using these figures, we can derive an estimate for future demand for commercial services (and therefore, floorspace).

[4] Population projections and expenditure estimates indicate Broome is unlikely to be able to support a bulky goods precinct any time soon. As such, online sales are expected to increase as consumers shift to greater variety and affordability available online.

Table 6 summarises the expenditure data. Key findings are:

- Total retail expenditure in Broome in 2016 totalled $379.8m.
- Expenditure by residents outside of Broome (escape expenditure) totalled $71.9m in the same year. This was approximately 16% of total expenditure.
- The escape expenditure is lower than regional city average leakage rate (of about 20%). This is likely due to the non-resident expenditure of FIFO workers, tourists and short-stay workers in Broome, which has had the effect of stimulating a higher than expected number of local suppliers meeting resident needs.
- Expenditure in Broome follows strong seasonal patterns, with peaks during the July tourism period for Specialised Food, Grocery and Liquor; and Supermarket expenditure (Figure 6).
- The data shows that non-resident expenditure is a significant component, accounting for over $247m (65%) of total expenditure. For instance, in Food Catering (restaurants, pubs, take-away, etc.), it amounts to $78m (81%) (Table 7). This is also reflected in the online survey results, where over half of average business revenue is derived from non-resident expenditure.
- Typically, a region of the same population size as Broome (according to the ABS, 17,342 residents in 2016) would support one full-line and one half-line supermarket[5]. However, the current provision (two full-line, two half-line and various independent small convenience stores) reflects the contribution non-residents make to supporting a larger than expected number of retail premises.

"We are seeing some "green shoots" of growth and are starting to gain some traction from developers and businesses after quite a long period of quiet"

Stakeholder interview

[5] A catchment of 8,000 residents would typically support a half-line supermarket and at least 10,000 residents a full-line supermarket.

Table 6: **Expenditure in and out of Broome, 2016**

Expenditure Category	Local Expenditure	Expenditure Leakage	% Leakage
Supermarket	$74,558,198	$18,325,611	20%
Specialised Food, Grocery and Liquor	$151,468,908	$15,946,969	10%
Food Catering	$96,434,321	$14,547,647	13%
Apparel, Homeware and Leisure	$37,642,547	$18,470,862	33%
Bulky Goods	$15,958,863	$3,758,244	19%
Retail Services	$3,739,562	$883,846	19%
Total Retail Expenditure	**$379,802,400**	**$71,933,178**	**16%**

Source: Geografia, 2017

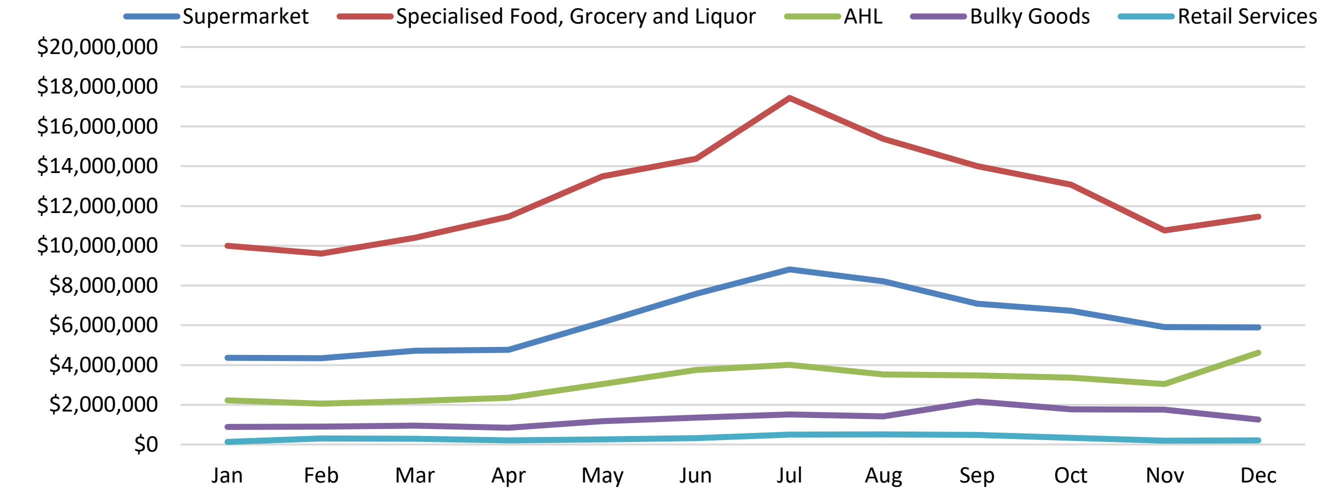

Figure 6: **Total Expenditure in Broome by Floorspace Category, 2016**

Source: Geografia, 2017

Table 7: **Contribution on Non-resident expenditure, 2016**

Expenditure Category	Expenditure by Residents	Expenditure by Non-Residents	% Non-Resident Expenditure
Supermarket	$33,359,967	$41,198,231	55%
Specialised Food, Grocery and Liquor	$58,310,764	$93,158,144	62%
Food Catering	$18,058,680	$78,375,641	81%
Apparel, Homeware and Leisure	$13,959,202	$23,683,345	63%
Bulky Goods	$7,670,731	$8,288,132	52%
Retail Services	$1,427,954	$2,311,608	62%
Total Retail Expenditure	**$132,787,298**	**$247,015,101**	**65%**

Source: Geografia, 2017

Planning for seasonal variation

When planning for commercial land supply, it is important to account for seasonal patterns in non-resident and resident expenditure. Figure 7 shows the variation of retail expenditure against variation in temperature in Broome. It highlights how non-resident expenditure peaks during the dry and cool period (June to August), and bottoms out during the hot and wet summer months (November to February).

In contrast, resident expenditure remains relatively constant throughout the year, although there is a decline in January-February (possibly due to residents leaving during the Christmas/school holiday period.

4.3 Retail floorspace analysis

Using a retail model based on the bank expenditure transaction data (from Section 4.2), and expenditure/floorspace benchmarks, estimate floorspace demand for Broome by category and then extrapolate this forward based on population and visitor number projections, as well as the other considerations outlined earlier (e.g. online sales). Details of this model are provided in the Appendix.

Retail floorspace demand growth has been estimated for the following retail categories:

- **Supermarkets**: including full-line supermarkets and half-line convenience stores.;
- **Specialised Food, Groceries and Liquor:** liquor store, bakeries, butchers, independent grocers;
- **Food Catering:** restaurant, cafes and takeaway shops;
- **Bulky Goods:** hardware, white goods, furniture stores;
- **Apparel, Homeware and Leisure (AHL):** products related to department store and discount department stores; and
- **Retail Services:** hairdressers, barbers, dry cleaners, personal services, etc.

Low, medium and high growth scenarios have been modelled, based on the range of population and visitor growth rates.

New supermarkets in the next 5 - 10 years

Under a medium growth scenario, the floorspace demand gap is expected to grow to over 4,000sqm by 2026. This is sufficient to support the development and viable operations of a 3,500sqm full-line supermarket (Figure 8).[6]

In the medium term (to 2031), additional floorspace demand is expected to grow to over 6,500sqm and to nearly 15,000sqm in the long-term (2051).

[6] Typically, a full-line supermarket is supported by at least 8,000 to 10,000 residents. While population growth in Broome falls short of these levels, the viability of the full-line supermarket is supported by Broome's large non-resident market expenditure (reflecting its role as a significant regional service and tourism hub).

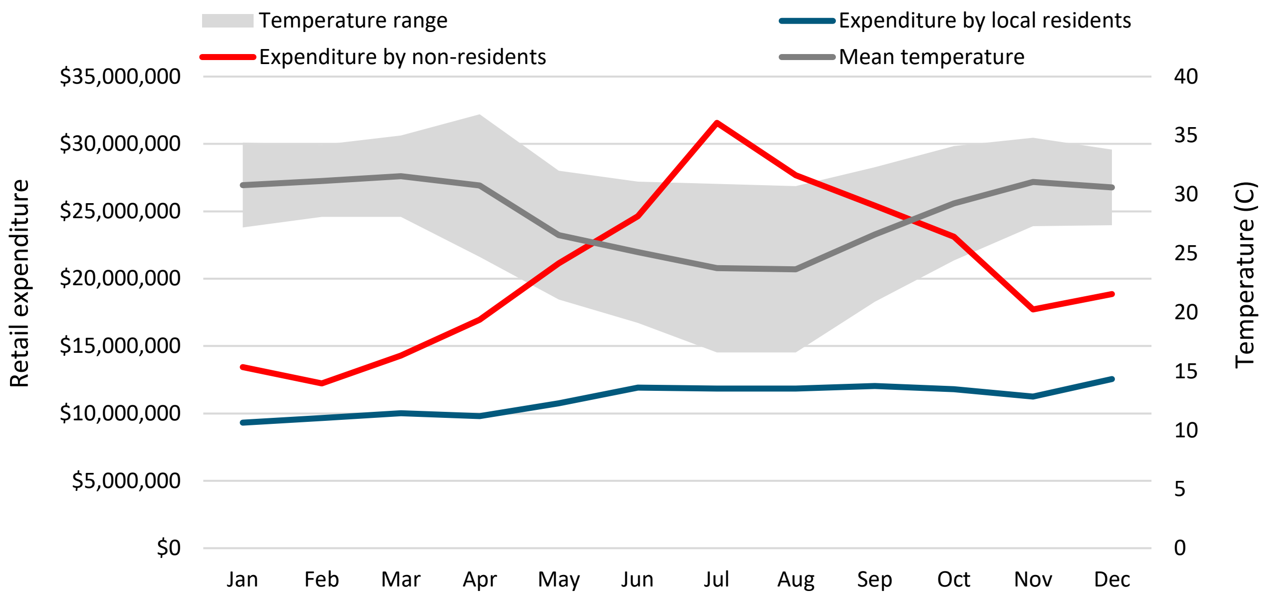

Figure 7: **Seasonal monthly changes in expenditure of residents and non-residents, 2016**
Source: Geografia, 2017

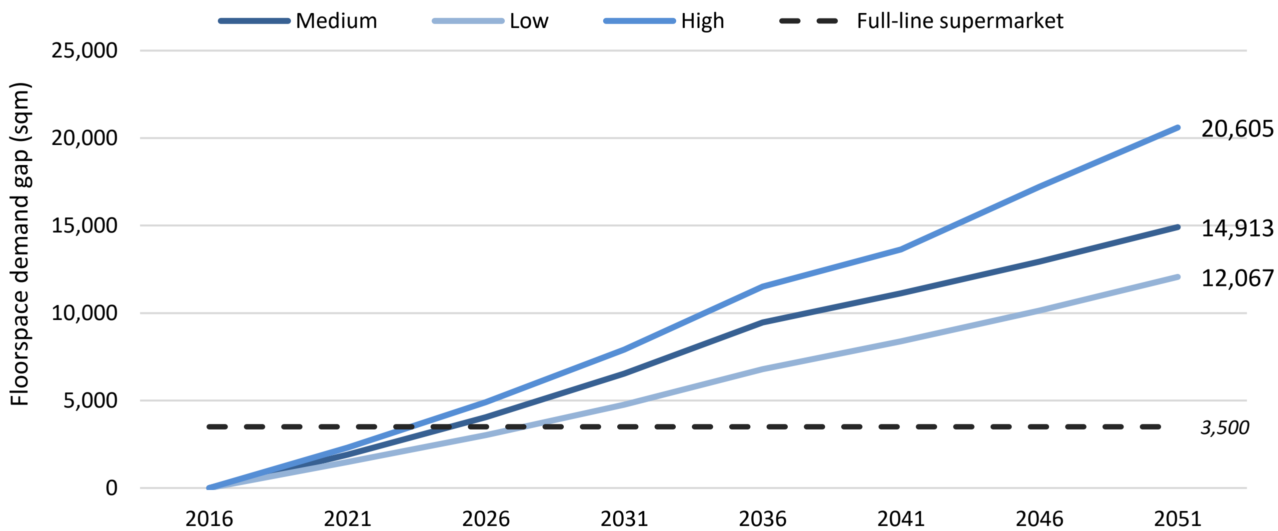

Figure 8: **Forecast Supermarket Floorspace Demand Gap**
The black line denotes the 3,500sqm full-line supermarket size. Source: Geografia, 2017

High demand for specialised food, grocery and liquor retailing

Under a medium growth scenario, the floorspace demand gap for Specialised Food, Grocery and Liquor retailing is expected to grow to nearly 11,000sqm by 2031 and 25,000sqm by 2051 (Figure 9).

This category represents the largest contributor to projected retail floorspace demand growth. It reflects the substantial demand (and projected growth in demand) from non-residents.

Solid demand for food catering

The Food Catering retail category is also highly dependent on non-resident expenditure (in 2016, over 80% of expenditure was by non-residents).

The retail model estimates that, under a medium growth scenario, the floorspace demand gap for specialised food, grocery and liquor retailing will grow to nearly 8,500sqm by 2031 and 16,000sqm by 2051 (Figure 10).

Low demand for apparel, homewares and leisure

Expenditure in the Apparel, Homewares and Leisure (AHL) relates to supportable floorspace for department stores and discount department stores.

The medium scenario is for a floorspace demand gap growth to approximately 3,750sqm by 2031 and 6,400sqm by 2051. This is insufficient for a new discount department store (which is usually 6,500-7,500sqm). Only under a high growth scenario would it be viable and even then, only in the long-term (Figure 11).

Low demand for bulky goods

Expenditure growth in Bulky Goods is forecast to support an additional 1,600sqm by 2031 and 1700sqm by 2051 (Figure 12). Stagnating long-term trends are attributed to a relatively high leakage rate in the sector (presumably to metropolitan or online retailers). As a result, projected demand is only likely to support an extension to existing premises at best, rather than a new, bulky goods centre (which is usually in the order of 13-17,000sqm).

Modest demand for retail services

Projected floorspace demand for retail services is estimated to result in a floorspace gap of around 300sqm by 2031, and 400sqm by 2051 (Figure 13).

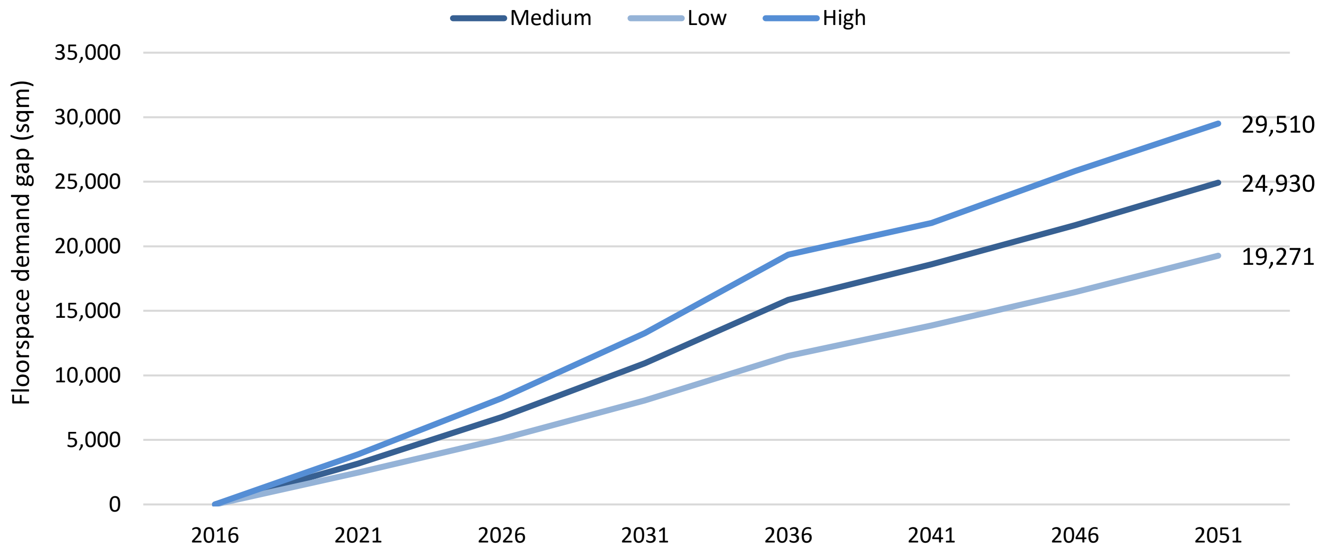

Figure 9: **Forecast Specialised Food, Grocery and Liquor Retailing Floorspace Demand Gap**
Source: Geografia, 2017

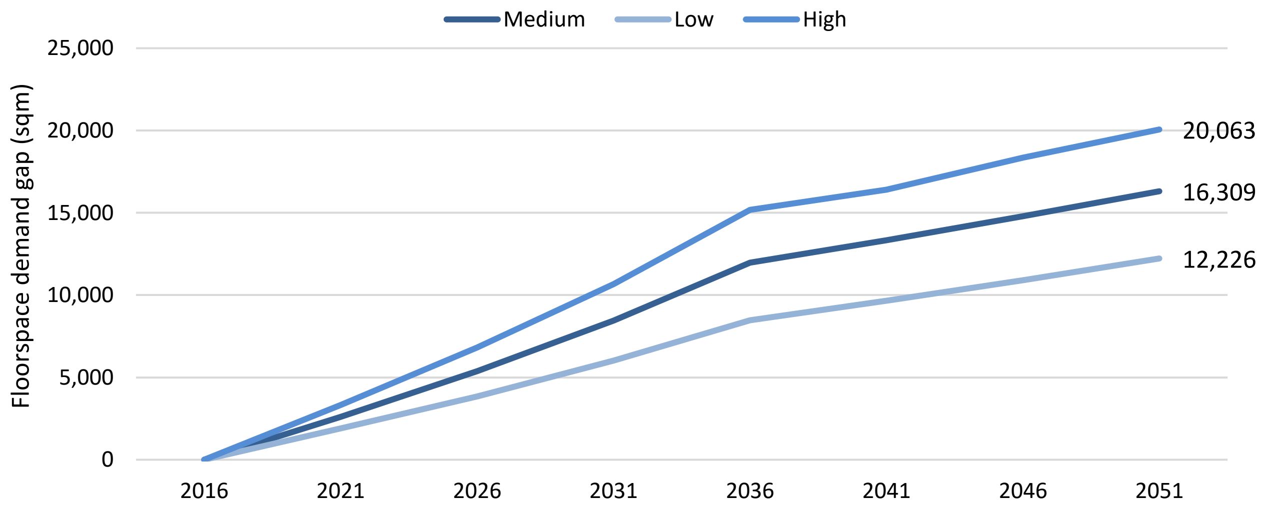

Figure 10: **Forecast Food Catering Floorspace Demand Gap**
Source: Geografia, 2017

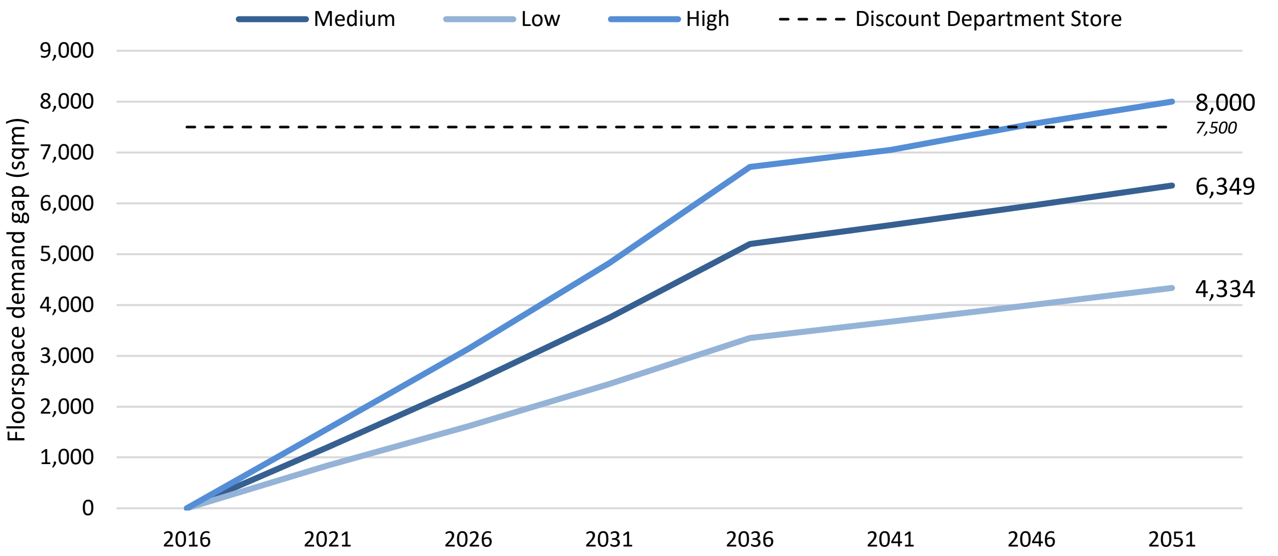

Figure 11: **Forecast Apparel, Homewares and Leisure Floorspace Demand Gap**
Source: Geografia, 2017

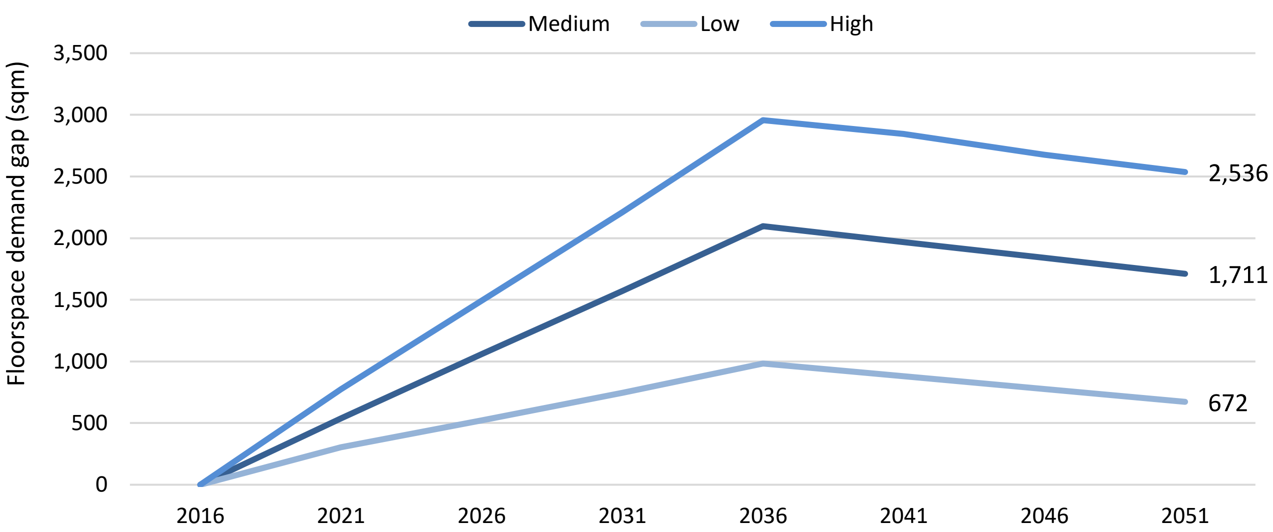

Figure 12: **Forecast Bulky Goods Floorspace Demand Gap**
Source: Geografia, 2017

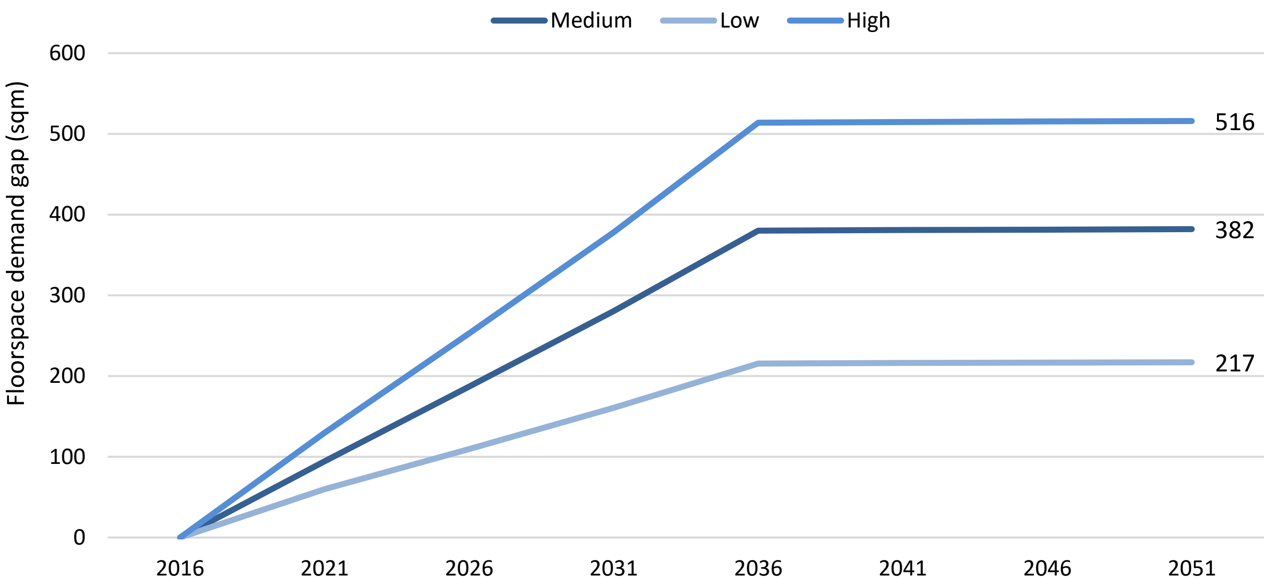

Figure 13: **Forecast Bulky Goods Floorspace Demand Gap**
Source: Geografia, 2017

4.4 Commercial floorspace analysis

The demand analysis for commercial floorspace draws on Department of Employment regional employment forecasts, ABS place of work employment data, and standard floorspace per worker ratios. Further details on the model and underlying assumptions are provided in the Appendix.

In 2016, there were an estimated 1,881 commercial office workers in Broome[7]. Using Department of Employment regional sector growth forecasts, employment is expected to grow to over 2,100 workers 2026 and, extrapolating this forward, 2,700 workers by 2051[8] (Figure 14).

It is important to note that, given the long-term horizon and the high level of uncertainty in forecasting a mining-dependent (therefore boom/bust prone) economy, job forecasts have a large long-term range (between 1,700 and 3,400 jobs by 2051). For the purposes of modelling, we have used the mean forecast employment estimates, with variation around the floorspace to worker ratio estimates to estimate low, medium and high floorspace demand growth scenarios.

Uncertain long-term demand for commercial floorspace

Based on the mean job estimate, projected floorspace demand for commercial office space is for an additional 9,200sqm by 2031, and 21,500sqm by 2051 (Figure 15).

[7] This included employment in seven sectors: Information, Media and Telecommunications; Financial and Insurance Services; Rental, Hiring and Real Estate Services; Professional, Scientific and Technical Services; Administrative and Support Services; Public Administration and Safety; and Other Services.
[8] The Department of Employment provides regional sector growth employment forecasts for WA Outback SA4 to 2026. Forecasts after 2026 have held these growth forecasts fixed.

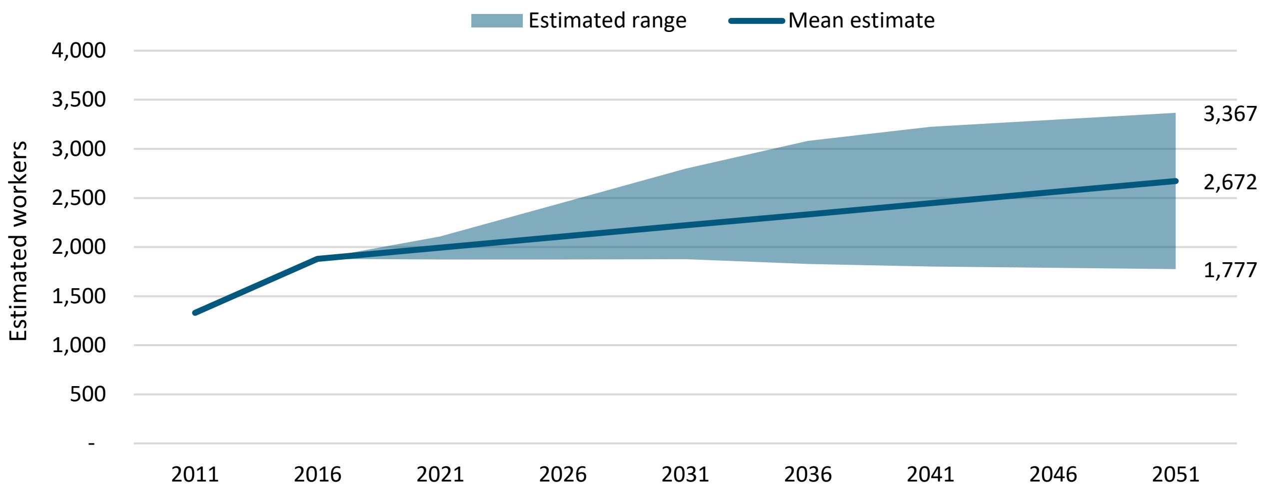

Figure 14: **Forecast Employment in Commercial and Professional Services**
Source: Geografia, 2017 using ABS, 2011 Census and Department of Employment 2017 data

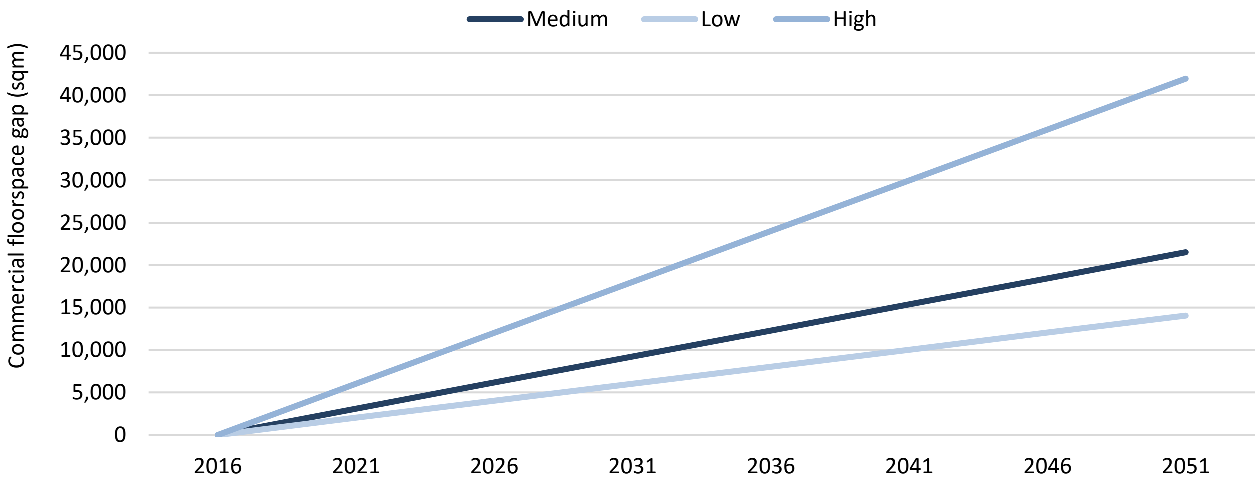

Figure 15: **Forecast Commercial Floorspace Gap**
Source: Geografia, 2017

4.5 Summary of results

In total, by 2031, there is expected to be mean demand for an additional 31,500sqm in retail floorspace and 9,200sqm in commercial floorspace. This grows to 65,000sqm and 21,500sqm respectively by 2051 (Table 8). Key points to note are:

1. By 2031, Broome will have the capacity to support one new full-line supermarket and one new half-line supermarket. In the longer term, the Shire may be able to support at least two new full-line supermarkets and one half-line supermarket.

2. By 2031, the Shire will be able to support nearly 11,000sqm of additional Specialised Food, Grocery and Liquor Retail floorspace and 8,500sqm of additional Food Catering floorspace. This is largely due to the high volume of non-resident transactions.
3. Over the medium to long term, Broome is unlikely to be able to support a new discount department store and bulky goods retail establishment. Any additional floorspace demand can probably be met through renovations and extensions of existing facilities. Under a high population growth scenario, there may be demand for a new discount department store (beyond 2046).
4. In the medium term, Broome may support nearly 300sqm in additional Retail Services floorspace and in the long-term, nearly 400sqm.
5. In terms of commercial floorspace, Broome will require an additional 9,200sqm in additional commercial floorspace to meet growth in the number of office-related jobs (this is approximately 23,000sqm in additional land area). By 2051, this gap will grow to nearly 21,500sqm in floorspace (or approximately 44,000sqm in land area).
6. The uncertainty with respect to population and economic growth, and therefore floorspace demand, becomes significant in the long-term. Risk mitigation must be a central consideration when planning post 2031.

A high level analysis of the land cadastre found that Broome had over 6,172sqm in building floorspace and around 192,000sqm of appropriately zoned vacant land available to accommodate additional retail and commercial floorspace. This excludes over 4,300sqm in building floorspace and nearly 22,000sqm in vacant land in Light & Service Industry zoned land that has the potential to be used and developed for bulky goods retail/showroom development (Table 9).

The analysis indicates that, in aggregate at least, Broome has sufficient land to supply retail and commercial demand needs to 2051. The vacant land (by lot size) indicates there may be sufficient land supply to meet medium term demands for all retail services (Table 11).

However, notwithstanding the adequate aggregate supply, detailed data by building and land lot size suggests there may be insufficient supply of **appropriately sized and located lots** as well as building size, to meet projected demand (Table 10). There is also uncertainly on the developability of some of the identified vacant lots, due to their potential dislocation from the main retail precincts (e.g. vacant Town Centre zoned lots on Chapple Street).

The poor suitability of some of the vacant land is why a separate and new District Centre is recommended.

Table 8: **Medium growth scenario forecast floorspace gap, 2016-2051 (sqm)**

Expenditure Category	2021	2026	2031	2036	2041	2046	2051
Supermarket	1,904	4,055	6,543	9,467	11,123	12,934	14,913
Specialised Food Grocery and Liquor	3,179	6,776	10,935	15,844	18,607	21,627	24,930
Food Catering	2,594	5,381	8,453	11,969	13,341	14,787	16,309
AHL	1,197	2,431	3,747	5,199	5,572	5,955	6,349
Bulky Goods	538	1,059	1,571	2,097	1,969	1,840	1,711
Retail Services	95	187	281	380	381	381	382
Total Retail Floorspace Gap	**9,506**	**19,889**	**31,531**	**44,956**	**50,992**	**57,524**	**64,595**
Total Commercial Floorspace Gap	**3,094**	**6,164**	**9,234**	**12,304**	**15,374**	**18,444**	**21,514**

Source: Geografia, 2017

Table 9: Total Vacant Land and Building Floorspace, 2017

Planning Zone	Vacant Building Floorspace (sqm)	Vacant and Underutilised Land Area (sqm)
Local Centre	408	37,638
Mixed Use	676	30,281
Town Centre	5,088	48,567
Service Commercial	0	76,500
Total	**6,172**	**192,986**
Light & Service Industry	4,325	21,974

Source: Geografia, 2017. Area sizes have been derived from an aerial and GIS analysis of land cadastre data and informed by the land and building audit. No mixed use vacant land has been identified as there is no way to determine the potential (future) activity on this land.

Table 10: **Total Vacant Building Floorspace by Building Size and Planning Zone, 2017**

Building Floorspace by Lots	Town Centre	Mixed Use	Local Centre	Light & Service Industry	Total
0-50sqm	3	0	0	0	**3**
50-100sqm	2	0	2	0	**4**
100-200sqm	0	0	2	0	**2**
200-1,500sqm	12	1	0	0	**13**
1,500-3,500sqm	0	0	0	2	**2**
3,500sqm+	0	0	0	0	**0**
Total	**18**	**1**	**4**	**2**	**25**

Source: Geografia, 2017. Area sizes have been derived from an aerial and GIS analysis of land cadastre data and informed by the land and building audit.

Table 11: **Total Vacant Land and Underutilised Area by Lot Size and Planning Zone, 2017**

Land Area by Lots	Town Centre	Mixed Use	Local Centre	Light & Service Industry	Service Commercial	Town Centre
0-200sqm	0	0	0	0	0	**0**
200-5,000sqm	30	17	0	9	9	**56**
5,000-20,000sqm	0	0	1	0	0	**1**
20,000sqm+	0	0	1	0	1	**2**
Total	**30**	**17**	**1**	**9**	**1**	**59**

Source: Geografia, 2017. Area sizes have been derived from an aerial and GIS analysis of land cadastre data and informed by the land and building audit.

5.0 Local Planning Context Implications

The local context has implications for the proposed Strategy. This includes factors such as climate (the emphasis on private vehicle use for retail); the diversity of the major consumer markets (creating, amongst other things, variable seasonal demand); the distributed postal collection; the perception of night-time risk (which may also discourage walking or riding); and the contrasting low and high socio-economic status of different catchments (and subsequent transport choice). Broome shares many of these characteristics with similarly sized towns in the region. This means things like the centralised distribution of retail services in Port Hedland and Karratha should not be overlooked as benchmarks. The planning context also highlights several opportunities for future development including, but not limited to, vacant or under-used land throughout the town, as well as challenges with respect to financing, competition and planning approval delays.

5.1 Understanding the Broome context

While the Strategy outlined in Part 2 of this report is premised on the principles in SPP 4.2 Activity Centres for Perth and Peel and Liveable Neighbourhoods, it is important to consider local factors that influence commercial and retail land use planning.

Many of the considerations outlined below relate primarily to retail land uses, but are also worthy considerations for commercial land use.

Broome is well serviced by commercial and retail services, relative to the size of the permanent population. This may be partly attributed to the annual influx of visitors and tourists[9]. Most visits occur during the 'Dry Season' and this is reflected in the expenditure volatility as shown in Figure 6 and Figure 7.

Climate's influence on visitor numbers and day-to-day activity

It is apparent that Broome's retail and food/beverage retailers experience two vastly different economic cycles across the year. It is also important to consider the impact of the 'Wet' season climate on walking and/or cycling to undertake daily and weekly household shopping. Walking and/or cycling during the 'Wet' season can be an unpleasant

[9] According to WA Tourism's 2014/15 Shire of Broome Overnight Visitor Fact Sheet, there were 234,742 visitors to the Shire, with people staying an average of 6.4 nights in 2015.

experience; is not considered to be an option for infants, toddlers, the elderly and those with health and/or physical conditions; and is unlikely to be feasible for the weekly household shop.

While the State's planning framework encourages urban design in support of alternative modes of transport, consideration needs to be given to whether it is likely to occur during the 'Wet' season and the respective impact on the viability of walkable catchment-based activity centres.

Car (air conditioning) dependency

The impact of the climate on travel mode is consistent with observations made by the consultant team in Broome (March 2017) and on an earlier site visit (May 2014). Specifically, Broome's resident population is heavily dependent on private vehicles and the Broome Bus Service for most, if not all, travel during the 'Wet' season.

As such, private vehicle use generates significant daily trips that combine to generate passing trade and a movement economy along the town's major roads and neighbourhood connectors.

This is an important consideration in relation to the spatial distribution of activity centres and their long-term sustainability.

Variable consumer markets

The consumer markets and their respective spending patterns are an important consideration with respect to the hierarchy and special distribution of activity centres.

The consumer markets of Broome can be broadly categorised into the following:

1. **Permanent residents** from Broome, the Shire and the Kimberley.

> ***The cost [of commercial leases] is acutely sensitive to walkability within and proximity to Chinatown. Mostly because of the heat."***
>
> **Stakeholder interview**

2. **Visitors**: intrastate, interstate and international.
3. **Business-related** visitors, seasonal workers, business to business markets and labour force markets.

Each consumer market has unique spending patterns. For example, as outlined in Section 4.2, the transaction data shows non-residents are substantial contributors to retail expenditure in Broome (65% of total expenditure in the Shire).

This level of expenditure is consistent with the average length of stay for visitors, at 6.4 nights in 2015, and indicates that expenditure is likely to occur at full-line supermarkets and associated specialty retailers within Chinatown and Broome Boulevard, and not at local centres.

Distributed postal collection

Broome residents do not enjoy the benefits of postal delivery to a personal mail box at the front of their property. Postal delivery is consolidated at several post box stations at activity centres around the town. In addition, Broome only has a single Australia Post outlet, located in Chinatown.

The primacy of Chinatown is reinforced by the Australia Post outlet, attracting both residents and visitors to access their services.

The co-location of post boxes with activity centres also reinforces the role of the centre as a hub for retail, commercial and community services and works to support the viability of the retail tenants.

Perceived safety and security issues

There is a perceived safety and security risk, particularly in and around Chinatown and primarily at night time.

This perception may present challenges to generating a greater night-time economy within Chinatown and may also limit participation in alternative forms of transport (walking and/or cycling), by day or night.

The needs of low socio-economic status catchments

It is important to acknowledge that areas with a lower socioeconomic status and low car ownership have a greater reliance on local centres within walkable catchments.

5.2 Comparative towns

Port Hedland and Karratha provide a useful comparison to investigate the impact of similar climates on the development and sustainability of walkable local centres.

A centralised Port Hedland

In 2011 Port Hedland had a population of approx. 13,772 (ABS, 2011).

Retail activity is concentrated at the Port Hedland Shopping Centre (Woolworths, Harvey Norman and specialty retailers) and the South Hedland Square Shopping Centre (Coles, Kmart and speciality retailers), with limited retail activity in the Port Hedland and South Hedland town centres outside of a shopping centre.

There are no activity centres outside of the two shopping centres and the Port Hedland town centre and neither IGA nor ALDI have established a presence in the town.

A centralised Karratha

In 2011, the town of Karratha had a population of around 16,476 (ABS, 2011).

Retail activity is concentrated at the Karratha Shopping Centre (Coles, Woolworths, Target, Kmart and specialty retailers) and the surrounding town centre.

There are no activity centres outside of the town centre and neither IGA nor ALDI have established a presence in the town.

While some centralisation makes sense, there is some community concern in Broome about creating a divide between the north and south of the town. This needs to be considered in planning for commercial space.

> ***"The airport locale creates a North/South divide, and Department of Housing holdings are generally in the South, as well as less the attractive shops"***
>
> ***Stakeholder interview***

5.3 Development opportunities

There are several current vacant or underused lots/areas (and at least one potential), currently zoned to support future retail and/or commercial land uses. These present an opportunity to provide floorspace to meet the forecast demand (Table 12 and Figure 16).

The consultation process revealed an appetite for temporary and pop-up retail uses, both within existing buildings and in the public realm. These would provide additional attractions for tourists, support the establishment of a night-time economy in Chinatown and support local small business.

Table 12: **Land Development Opportunities**

Area	Opportunity	Comment
1. Cnr Sanctuary and Millington Rd and Yawuru holdings at Cable Beach	New food catering businesses (café, restaurant, bar) and/or tourist oriented convenience retail	Ideal given the proximity to the high-quality amenity of Cable Beach foreshore and the concentration of tourist accommodation
2. Land north of Frederick Street, between Broome Boulevard and Chinatown	New commercial floorspace. Encourage relocation and/or new development of bulky goods retailing (Showroom) from the 'Light and Service Industry' zone	Already zoned and planned to accommodate 'Service Commercial' and 'Mixed Use'
3. Vacant lots within the Chinatown core	New retail and commercial floorspace	Will strengthen the role and primacy of the town (regional) centre: a key platform of the entire planning framework for Broome
4. Vacant lots surrounding Hamersley Street	New commercial floorspace	Vacant lots zoned Mixed Use
5. The undeveloped portion of Broome North	An opportunity to review the existing District Development Plan	Currently undeveloped, consequently can reconsider the medium and long-term planning needs to better respond to forecast retail and commercial needs of Broome in the medium (2031) and long (2051) terms.
6. Extension of Gray Street to Broome Road	New retail and/or commercial floorspace.	Extension may create new developable land to the immediate west of Paspaley Plaza shopping centre

Source: SITE planning + design, 2017

5.4 Challenges

The challenge of financing

The Shire of Broome's LPS No. 6 provides greater flexibility for the maximum allowable percentage of permanent residential accommodation in 'tourist' developments than the WAPC's guidelines. However, anecdotal evidence suggests the 'Tourist' zone and limitations on the maximum allowable percentage of permanent residential development presents challenges to obtaining finance for development projects on land zoned 'Tourist'.

Pop-up conflict

Noting the opportunity for pop-up retail, some stakeholders also suggested there was potential for conflict arising from competition with the 'bricks and mortar' traders. In addition, there are cost and time challenges to obtain necessary approvals from relevant agencies for temporary stores.

Planning approval delays

The consultation highlighted that the WAPC's Development Assessment Panel (DAP) assessment and determination process for major development applications, where construction costs are estimated to be greater than $2 million (optional) and greater than $10 million (mandatory), results in less desirable outcomes and may also result in delays in approval timeframes.

5.5 Planning framework

As detailed in Section 4.5, there are substantial areas of vacant and zoned buildings and land within the Broome town site that can accommodate a portion of the projected floorspace demands for both retail and commercial activity.

Although these areas are suitable to accommodate the growth of commercial, food catering, retail services and limited expansion of supermarket and specialty food retailing, further consideration needs to be given to the spatial distribution of supermarket, specialty food retailing and complementary uses relative to future urban growth areas and population distribution.

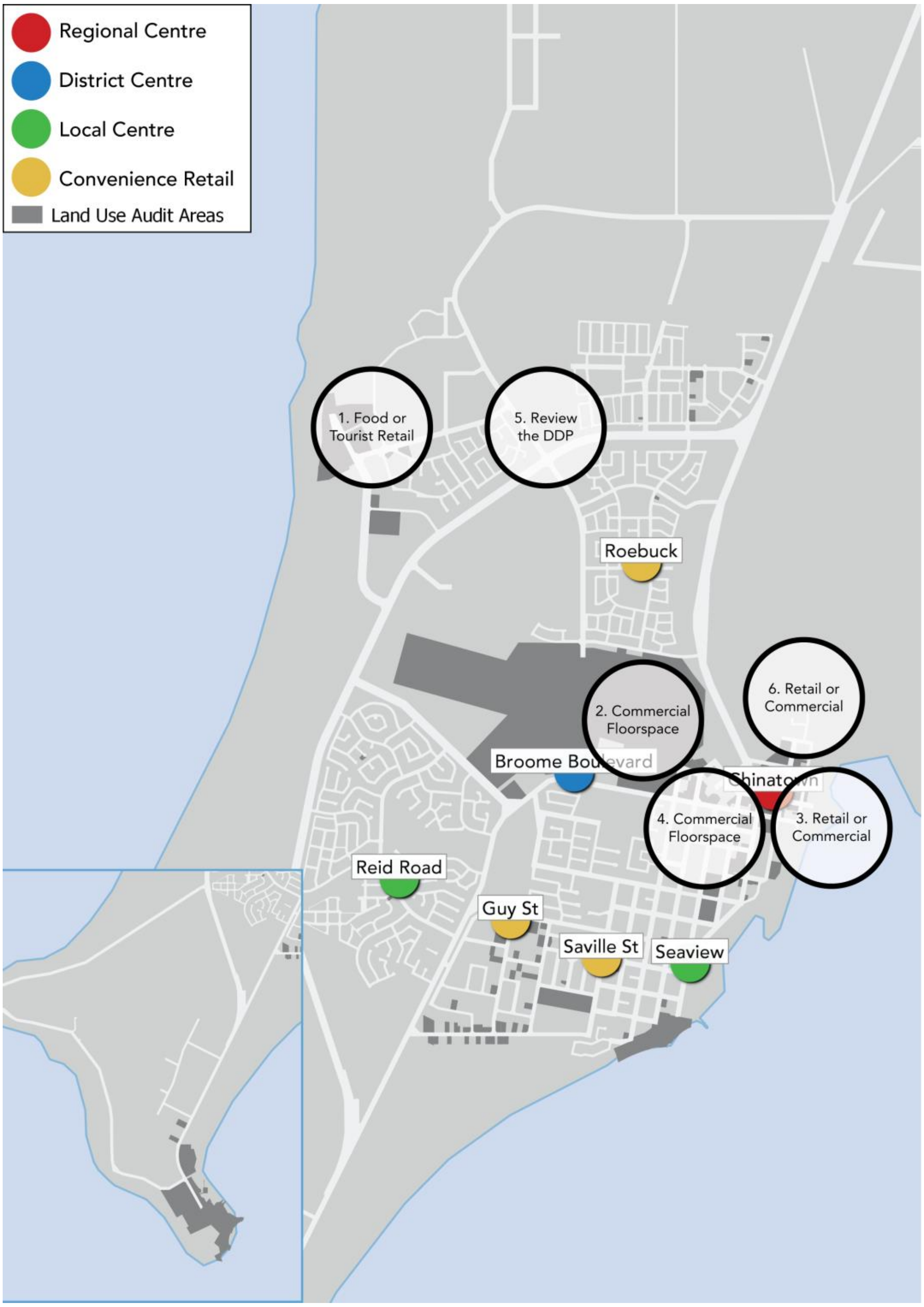

Figure 16: **Development Opportunities**
Source: SITE planning + design, Geografia, 2017

6.0 PART 2 – Local Commercial Strategy

Broome is well serviced by retail and commercial land uses, given the resident population size. This can be attributed to the significant annual visitor population and associated expenditure. Medium and long-term demand growth forecasts, based on household and business expenditure transaction volumes by expenditure category, month, location (in or out of Broome) and place of residence (resident or non-resident of the Shire), suggests commercial and retail floorspace gaps will grow, in some cases significantly. These, together with consideration of other factors, including climate, other development plans, online retail trends, market segments and current viability, have been used to inform a strategic framework for commercial land provision. This includes recommended amendments to the current planning framework.

6.1 Strategic objectives

Data analysis and modelling indicates that the continued growth in resident and visitor populations will result in commercial and retail floorspace gaps in the medium (2031) and long (2051) terms.

The land use categories with the largest shortfalls of floorspace in the medium and long terms are:

- Supermarket.
- Specialised Food Grocery and Liquor Retailing.
- Food catering; and
- Commercial.

These are the key considerations for the strategic objectives and recommendations. The recommendations focus on supermarket scale and distribution, which is the primary driver for new activity centre development, providing the anchor tenant to attract further investment.

Planning objectives

The strategic planning objectives are:

1. Establish a sustainable mix, distribution and scale of additional retail and commercial uses to accommodate the projected floorspace demand to 2031 and 2051 and mindful of the long-term uncertainty.
2. Maintain the integrity of the 'Chinatown – Town Centre' as the primary commercial centre for Broome.
3. Identify modifications required to the established planning framework to deliver the recommendations of the Strategy.

The proposed framework and recommendations are underpinned by the following evidence based research:

- Consultation with the key stakeholders;
- Land use audit examining existing commercial activity within the town including retail and commercial activity, by activity type;
- Analysis of expenditure data by residents, visitors and tourists within Broome and the leakage of expenditure by Broome residents outside of Broome;
- Identification of future retail and commercial floor-space and land needs over a medium-term planning horizon (2031) and long-term planning horizon (2051), with consideration for projected population and economic growth; and
- Analysis of the existing planning framework, provision to cater for the projected future commercial needs and modifications required to deliver the proposed framework.

Table 13 summarises the projected retail and commercial floorspace gap for the medium and long term.

Table 13: **Projected Retail and Floorspace Gap (sqm, 2031 and 2051)**

Expenditure Category	2021	2026	2031	2036	2041	2046	2051
Supermarket	1,904	4,055	6,543	9,467	11,123	12,934	14,913
Specialised Food Grocery and Liquor	3,179	6,776	10,935	15,844	18,607	21,627	24,930
Food Catering	2,594	5,381	8,453	11,969	13,341	14,787	16,309
AHL	1,197	2,431	3,747	5,199	5,572	5,955	6,349
Bulky Goods	538	1,059	1,571	2,097	1,969	1,840	1,711
Retail Services	95	187	281	380	381	381	382
Total Retail Gap	**9,506**	**19,889**	**31,531**	**44,956**	**50,992**	**57,524**	**64,595**
Total Commercial Gap	**3,094**	**6,164**	**9,234**	**12,304**	**15,374**	**18,444**	**21,514**

Source: Geografia, 2017

6.2 Proposed framework

The proposed hierarchy of activity centres and their indicative spatial distribution are outlined in Table 14 and the accompanying plans (Figure 17 to Figure 19).

6.3 Strategy and planning framework amendments

Table 15 outlines recommendations relating to each of the activity centres and other areas that provide for commercial and retail land uses. It identifies amendments required to the planning framework to facilitate the recommended strategy for each.

Table 14: **Proposed Commercial Land Hierarchy**

	Regional Centre	District Centre	Local Centre	Convenience Retail
Role	Multi-purpose centre, diversity of uses and providing for the full range of economic and community services for Broome and the Kimberley region. Centres provide a broad range of employment opportunities to encourage diversity and self-sufficiency.	Provide a community focal point for people, services, employment and leisure and focus on the weekly needs and services of a wider catchment. Centres provide a broad range of employment opportunities to encourage diversity.	Services the main daily household shopping needs and community services for the immediate neighbourhoods.	Services daily convenience shopping (bread, milk and paper) needs and tourism related convenience needs in appropriate locations (i.e. proximity to tourist accommodation)
Floorspace (guide only)		8,000m² – 15,000m²	3,000m² – 5,500m²	Less than 500m²
Land use mix				
Retail	Discount department stores Half-/full-line supermarkets Full range of specialty shops Personal services	Discount department stores Half-/full-line supermarkets Full range of specialty shops Small scale comparison shopping Convenience shops Personal services	Half-/full-line supermarkets Some specialty shops Convenience shops Personal services	General/corner store Convenience shop (Service Station) Tourist related convenience retail (i.e. fishing gear/bait, dive shop, leisure equipment + apparel)
Commercial	Major offices State Government agencies Professional and service businesses	Local professional and service businesses	Local professional and service businesses	
Quantity				
2017	1 Chinatown	1 Broome Boulevard	2 Seaview Reid Road (BP + IGA) Broome North (South) – see note 1 Roebuck Estate – see note 2	2 Saville Street (Fongs) Guy Street (BP)
2031 See note 3		+ 1 Broome North (South)	+ 1 Broome North (North)	+ 1 Cable Beach

	Regional Centre	District Centre	Local Centre	Convenience Retail
2051 See note 4	No new centres – increase in scale of proposed 2031 centres only			
Scale				
2031	+ other food, grocery + liquor + food catering + apparel, homewares + leisure + major offices + State Government agencies + professional and service businesses	**Broome North (South)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) + other food, grocery + liquor + food catering + apparel, homewares + leisure + retail services + local professional and service businesses	**Broome North (North)** + 1 half-line supermarket (1,500m^2) + other food, grocery + liquor + food catering + local professional and service businesses Seaview + tourist related retail	**Cable Beach** + convenience/tourist related retail + food catering
2051	+ 1 full-line supermarket (4,000m^2) + 1 discount department store + other food, grocery + liquor + food catering + apparel, homewares + leisure + major offices + State Government agencies + professional and service businesses	**All** + other food, grocery + liquor + food catering + apparel, homewares + leisure + retail services **Broome North (South)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) (expansion of 2031 District Centre to comprise 2 x full-line supermarkets)	**Broome North (North)** + 1 full-line supermarket (2,500m^2 – 4,500m^2) (expansion of 2031 half-line supermarket) + other food, grocery + liquor + food catering + local professional and service businesses **Seaview** + tourist related retail	**Cable Beach** + convenience/tourist related retail + food catering
Distribution and Design (refer to mapping and note future centre locations are conceptual only and subject to detailed planning and design)				
Location principles for new centres		Located on the intersection of major roads to capture passing trade (vehicle based). Future centre location to be determined in consideration of future urban and population growth and vehicle based traffic generation, i.e. urban and population growth will occur north of Gubinge Road in association with the development of Broome North.	Located on the intersection of major roads to capture passing trade (vehicle based). Refer to the Guiding Design Principles outlined below.	Located within walkable catchments to residential/workforce populations and/or areas with concentrated tourist accommodation.

	Regional Centre	District Centre	Local Centre	Convenience Retail
		Refer to the Guiding Design Principles outlined below, particularly in relation to accessibility to, and to service, a wider catchment/number of neighbourhoods.		
Guiding Design Principles	1. Ensure there is provision to transition between the uses in the centre and surrounding residential areas to minimise impacts from operation. 2. Encourage high quality, pedestrian friendly, street orientated development that responds to and enhances the key elements of the Centre. 3. Provide areas for public interaction. 4. Supports the provision of public transport. 5. Ensure the provision of residential opportunities, including high density housing and tourist accommodation that support the centre and meets the needs of the community.	1. Centres are highly accessible. 2. Centres do not have adverse impacts on adjoining residential areas. 3. Ensure a mix of commercial and residential development. 4. Provides for activity and accessibility at the street level. 5. Supports the provision of public transport and pedestrian links. 6. Provide for a wide range of different types of residential accommodation, including high density residential, to meet the diverse needs of the community.	1. Easily accessible to immediate neighbourhoods. 2. Centres do not have adverse impacts on adjoining residential areas. 3. Encourage high quality, pedestrian friendly, street orientated development. 4. Provide a focus for medium density housing. 5. Design and landscaping of development provide a high standard of safety, convenience and amenity. 6. Design contributes towards a sense of place and community.	

Notes:

1. The Broome North (South) Local Centre (Lot 833 in the 2007 LCS) is identified in the Broome North District Development Plan and classified as a Local Centre under the proposed hierarchy. Based on the forecast supermarket floorspace demand, it was concluded Broome North (and the wider catchment) can support one District Centre and one Local Centre.

   In consideration of the existing and future urban neighbourhoods located north of Broome Airport, and the location principles for new centres, it was concluded that a future district centre should be located centrally to the neighbourhoods of Broome North, Cable Beach, Roebuck and Roebuck West; at the intersection of major roads. The land currently set aside for the Broome North (South) local centre is considered insufficient for accommodating a district centre and may be too close to the future district centre to be sustainable. Further consideration is needed on appropriate, alternative land uses for this site and the need for an engagement strategy with local residents on the future use of the site.

2. The Roebuck Local Centre is identified in the 2007 LCS and is zoned 'Local Centre' under the Local Planning Scheme No. 6. At present, it is vacant, following the closure of the general store and fast food offering, and more recently the relocation of the florist. It is considered that there are three options for the Roebuck Centre:
    iv. Retain the centre.
    v. Relocate the centre west to front Jigal Drive (within the Western Triangle Development Plan) to capture passing (vehicle) trade and improve centre viability. Relocation to Jigal Drive needs to be considered in the context of the location of the proposed District Centre, north of Broome Airport, to ensure that the two centres are viable and sustainable. Investigate alternative land use options and zoning for the current site.
    vi. Reallocate the floorspace to an activity centre (existing or future) that will serve the catchment. Investigate alternative land use options and zoning for the current site.
3. The activity centres suggested for 2031 are based on an ERP of 24,429 people and a visitor population of 327,097 people/year, under a medium growth scenario.
4. The activity centres suggested for 2031 are based on an ERP of 26,455 people and a visitor population of 361,276 people/year, under a medium growth scenario.

Table 15: **Proposed Strategy and Planning Framework Amendments**

Centre/Area	Role	Strategy	Planning Framework Amendment
General			Amend the scheme text and maps to rename the 'Town Centre' zone to 'Regional Centre' as per the proposed hierarchy and the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the scheme text and maps to introduce new zones and provisions for 'District Centre' as per the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the scheme text objective of the 'Local Centre' zone under LPS No. 6 to reflect the proposed activity centre hierarchy.
General			Amend the scheme text relating to the existing 'Local Centre' zone and proposed 'District Centre' zone to require the preparation of an activity centre plan for proposed/major expansion of a District and/or Local Centres in accordance with the Deemed Provisions of the Planning and Development (Local Planning Scheme) Regulations 2015.
General			Amend the Zoning Table permissibility in the scheme text to facilitate and/or limit the mix of uses identified in the hierarchy for the regional, district and local centres.
Chinatown	Regional Centre	Review the opportunity for the expansion of the 'Regional Centre' zone west of Paspaley Plaza following the extension of Gray Street to Broome Road to accommodate retail and commercial floorspace demand.	Zone land 'Town Centre' (under the current Local Planning Scheme framework) or 'Regional Centre' (as per the proposed amendments to the *Planning and Development (Local Planning Scheme) Regulations 2015*) following resolution on the Gray Street extension.
Broome Boulevard	District Centre	Investigate opportunities for expansion to accommodate additional supermarket floorspace, if supermarket floorspace cannot be accommodated within Chinatown.	No change
Broome North (South)	Future District centre		Amend Broome North District Development Plan, supported by detailed planning and design

Centre/Area	Role	Strategy	Planning Framework Amendment
Seaview	Local Centre	Encourage tourist related retailing.	No change
Reid Road (BP + IGA)	Local Centre		No change
Broome North (North)	Local Centre		Amend Broome North District Development Plan, supported by detailed planning and design
Saville Street (Fongs)	Convenience Retail		No change
Guy Street (BP)	Convenience Retail		No change
Roebuck	Local Centre	Investigate opportunities for the Roebuck local centre as follows: 1. Retain the centre; 2. Relocate the centre west to front Jigal Drive (within the Western Triangle Development Plan) to capture passing trade (vehicle based) and improve centre viability. Relocation to Jigal Drive needs to be considered in the context of the location of the proposed District Centre, north of Broome Airport, to ensure that the two centres are viable and sustainable. Investigate alternative land use options and zoning for the current site. 3. Reallocate the floorspace to an activity centre (existing or future) that will serve the Roebuck Estate population. Investigate alternative land use options and zoning for the current site.	Dependent on the outcome of investigations and the review of the Broome North District Development Plan to identify the location of a district and local centre, amend the Western Triangle Development Plan to identify a site for a local centre and rezone the current site for suitable alternative land use(s).
Cable Beach	Future Convenience Retail	Support the recommendations of the Cable Beach Development Strategy for the development of a 200m long main street retail area, focussed on tourist related retail, along Sanctuary Road. Support the use and development of vacant 'Tourist' zoned land to	Amend or replace the Millington Road Development Plan.

Centre/Area	Role	Strategy	Planning Framework Amendment
		accommodate a portion of the forecast demand for food catering floorspace (café, restaurant and bars).	
Cable Beach		In light of recent development applications, there is a need to balance office and commercial uses within the 'Tourist Development' zone, with the intent that these uses be incidental to a tourist use.	Amend the Zoning Table permissibility in the scheme text to change 'Office' to an 'I' use under the 'Tourist Development' zone, consistent with the reintroduction of the 'I' permissibility in the *Planning and Development (Local Planning Scheme) Regulations 2015*).
Hamersley St Mixed Use	Regional Centre Frame		No change
Frederick Street (North)	Regional Centre Frame	The analysis reveals there is very limited demand for additional bulky goods floorspace in the short, medium (2031) and long (2051) terms. While existing bulky goods uses should be encouraged to relocate from the 'Light and Service Industry' zone to this precinct, the capacity of existing retailers to relocate may be limited by economic and commercial conditions. Conversely, consideration should be given to the use of this land to accommodate the strong demand for commercial floorspace.	Review the 'Service Commercial' zoning north of Frederick St and investigate a suitable alternative zone and/or changes to the Zoning Table to accommodate forecast commercial floorspace requirements, while maintaining the permissibility of 'Showroom' to encourage the relocation of bulky goods retailers from the 'Light and Service Industry' zone. Remove inconsistency between the 'Service Commercial' zoning and the 'Mixed Use' land use identified on the Airport Development Plan and the Frederick Street Local Development Plan No. 8.
Light Industrial Area		Convenience retail demands within the Light Industrial Area are currently met by the two BP Service Stations, which are discretionary uses under the Zoning Table. Other retail uses that fall under the 'Shop' definition are more appropriately located within an existing/future Regional, District or Town Centre and/or be incidental to tourist uses.	Amend the Zoning Table permissibility in the scheme text to change 'Shop' to an 'X' use under the 'Light and Service Industry' zone.

Figure 17: **2017 Current Commercial Centres**
Source: Geografia, 2017, SITE planning + design

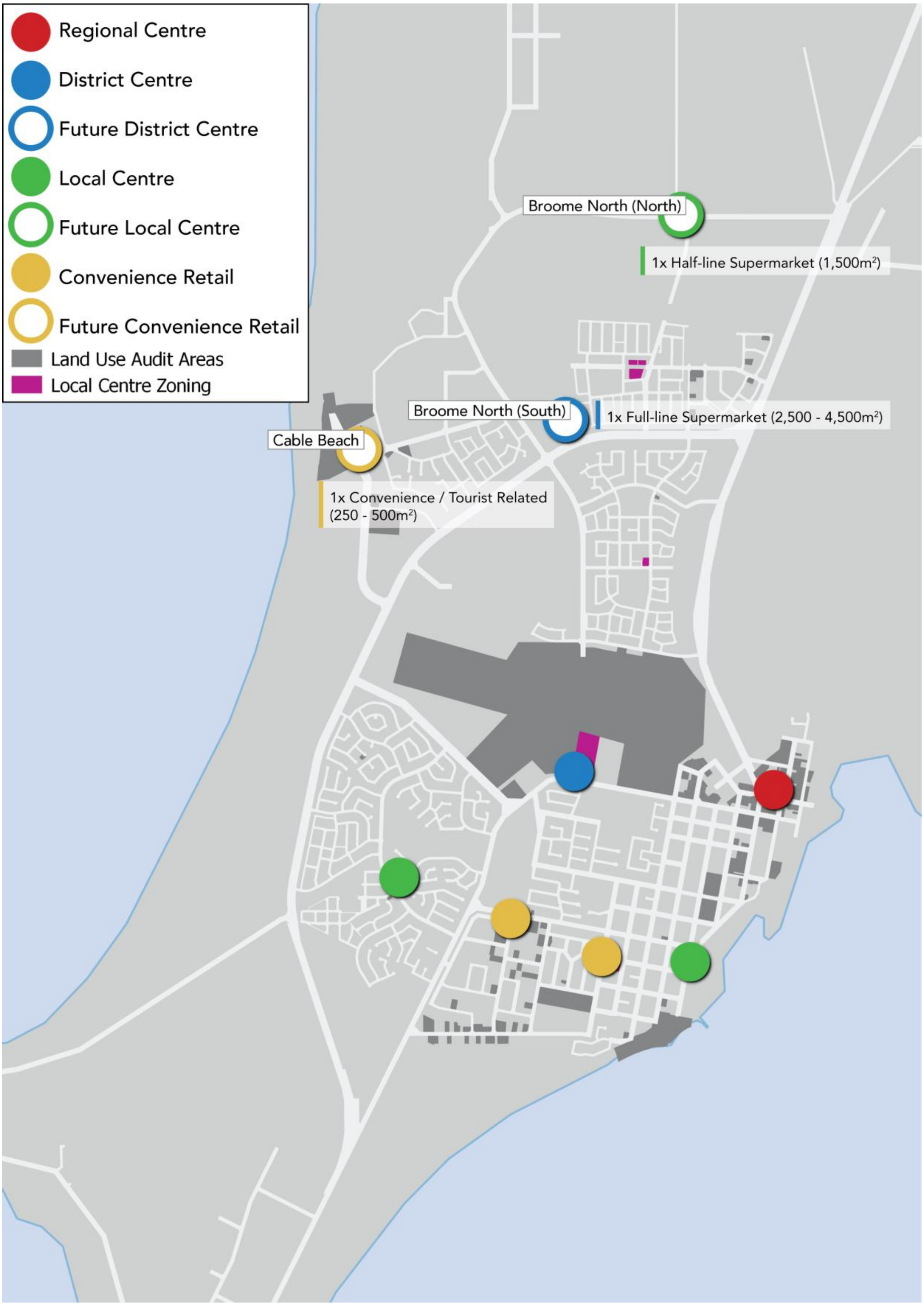

Figure 18: **2031 Proposed Commercial Centres**
Source: Geografia, 2017, SITE planning + design

Figure 19: **2051 Proposed Commercial Centres**
Source: Geografia, 2017, SITE planning + design

7.0 Appendix

The following outlines the methodology used for the quantitative analysis.

7.1 Methodology for analysing economic activity

To estimate expenditure by residents of and visitors to Broome (factoring in escape expenditure by residents), we deployed Geografia's expenditure transaction data application, Spendmapp. This uses commercial bank and Reserve Bank of Australia transaction data to quantify expenditure, both in Broome and by Broome residents/businesses, outside of Broome. The data has been collected, analysed and aggregated by broad category and month for the calendar year 2016 (and weighted to account for cash transactions). Three broad groups of spenders are analysed:

1. Residents of Broome who spend in Broome.
2. Residents of Broome who spend outside Broome (escape expenditure or leakage).
3. Residents from outside Broome who spend in Broome (tourists and visitors).

Spending is broken down into 12 categories which are groupings of industry subcategories as defined by ANZSIC (Table 16). The expenditure volumes from each category have been used to estimate future demand for commercial floorspace by category.

Table 16: **Expenditure Categories**

Category	Subcategories
Bulky Goods	Home Supply Warehouse Stores Household Appliance Stores Hardware Stores Nurseries, Lawn and Garden Supply Stores
Department Stores	Department Stores
Dining and Entertainment	Eating Places and Restaurants Fast Food Restaurants Drinking Places – Bars, Taverns, Nightclubs etc.
Discount Department Stores, Clothing and Textiles	Discount Stores Children's and Infants Wear Stores Family Clothing Stores Men's and Boy's Clothing Accessories Stores Men's and Women's Clothing Stores Men's, Women's, and Children's Uniforms and Commercial Clothing Miscellaneous Apparel and Accessory Shops Women's Accessory and Specialty Shops Women's Ready-to-Wear Stores Commercial Footwear Shoe Stores Sports and Riding Apparel Stores

Category	Subcategories
	Variety Stores
Furniture and Other Household Goods	Fireplace, Fireplace Screens and Accessories Stores Drapery, Window Covering, and Upholstery Stores Floor Covering Stores Furniture-Re-upholstery, Repair, and Refinishing Furniture, Home Furnishings, and Equipment Stores, Except Appliances Miscellaneous House Furnishing Specialty Stores
Grocery Stores and Supermarkets	Grocery Stores and Supermarkets
Light Industry	Construction Materials (Not Elsewhere Classified) Hardware, Equipment and Supplies Industrial Supplies (Not Elsewhere Classified) Metal Service Centres and Offices Paints, Varnishes and Supplies Plumbing and Heating Equipment and Supplies Glass, Paint, and Wallpaper Stores Lumber and Building Materials Stores Electrical Parts and Equipment Electrical and Small Appliance Repair Shops Electronics Repair Shops
Other	All not included in other categories excluding government payments, fines, loans, insurance, utilities, financial institutions (e.g. interest, fees)
Professional Services	Advertising Services Business Services (Not Elsewhere Classified) Consumer Credit Reporting Agencies Detective Agencies, Protective Services, and Security Services, Including Armoured Cars, and Guard Dogs Direct Marketing — Catalogue Merchant Direct Marketing — Combination Catalogue and Retail Merchant Direct Marketing — Continuity/Subscription Merchant Direct Marketing — Inbound Teleservices Merchant Direct Marketing — Insurance Services Direct Marketing — Other Direct Marketers (Not Elsewhere Classified) Direct Marketing — Outbound Telemarketing Merchant Direct Marketing — Travel-Related Arrangement Services Door-To-Door Sales Employment Agencies and Temporary Help Agency Equipment, Tool, Furniture and Appliance Rental & Leasing Legal Services and Attorneys Management, Consulting, and Public Relations Services Accounting, Auditing and Bookkeeping Service Architectural, Engineering, and Surveying Services Professional Services Tax Preparation Services
Specialised Food Retailing	Miscellaneous Food Stores — Convenience Stores & Specialty Markets Bakeries Candy, Nut, and Confectionery Stores Dairy Products Stores Package Stores — Beer, Wine, and Liquor

Category	Subcategories
Trades and Contractors	Carpentry Contractors Concrete Work Contractors Electrical Contractors General Contractors — Residential and Commercial Heating, Plumbing, and Air Conditioning Contractors Masonry, Stonework, Tile Setting, Plastering and Insulation Contractors Miscellaneous Repair Shops and Related Services Roofing, Siding, and Sheet Metal Contractor Special Trade Contractors (Not Elsewhere Classified) Welding Services
Transport	Automotive Body Repair Shops Automotive Paint Shops Automotive Parts and Accessories Stores Automotive Services Shops (Non-Dealer) Automotive Tire Stores Car and Truck Dealers (New and Used) Sales, Service, Repairs, Parts and Leasing Car and Truck Dealers (Used Only) Sales, Service, Repairs, Parts and Leasing Tyre Retreading and Repair Shops Courier Services — Air & Ground and Freight Forwarders Motorcycle Shops and Dealers

7.2 Methodology for measuring retail floorspace demand

Forecast of base resident and non-resident patronage

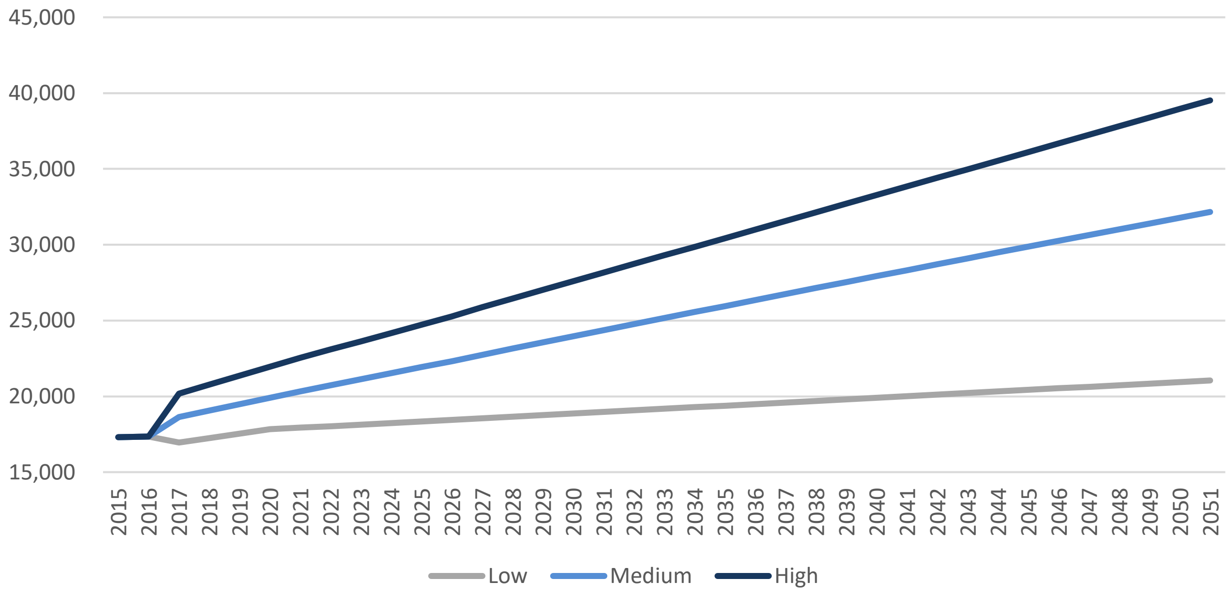

Figure 20: **Forecast Resident Population Scenarios, 2015-2051**
Source: ABS, 2016; KDC, 2015, Geografia, 2017

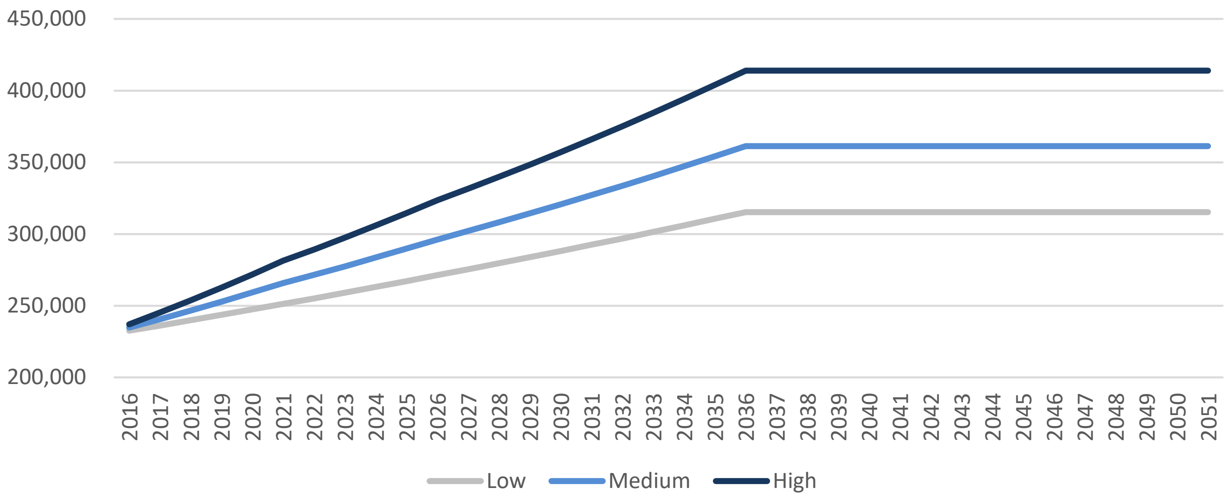

Figure 21: **Forecast Non-Resident Population Scenarios, 2015-2051**
Source: ABS, 2016; KDC, 2015, Geografia, 2017

Forecast estimates for residential population under the low, medium and high growth scenarios have been derived from WA Tomorrow forecast scenarios from 2011 to 2026. We have then employed an ensemble model that combines the aggregated mean of extrapolated WA Tomorrow scenarios together with a historical, long-term mean of Broome's population growth rate (this reflects the strong correlation between the WA growth rate and that of Broome, which, in turn, reflects the influence of the mining boom-bust cycle). This has been used to derive a long-term (to 2051) growth trajectory range.

Base non-resident patronage has been derived from Tourism Research Australia Domestic Visitor Survey (Year Ending December 2016) data. The forecast growth rate has been derived from WA Tomorrow forecasts of the Kimberley region (the most significant tourism market to Broome) using WA Tomorrow's Scenario A, C, and E. (low, mid and high).

A note about the aspirational population growth

The floorspace demand analysis has not considered the 2015 Kimberley Regional Planning and Infrastructure Framework's aspirational population growth rate target of 5% per annum as this is considered a highly unlikely scenario. By way of illustration, Figure 22 compares historical population with the population forecast range used in this analysis and the trajectory derived from the 5% aspirational growth rate target (in red).

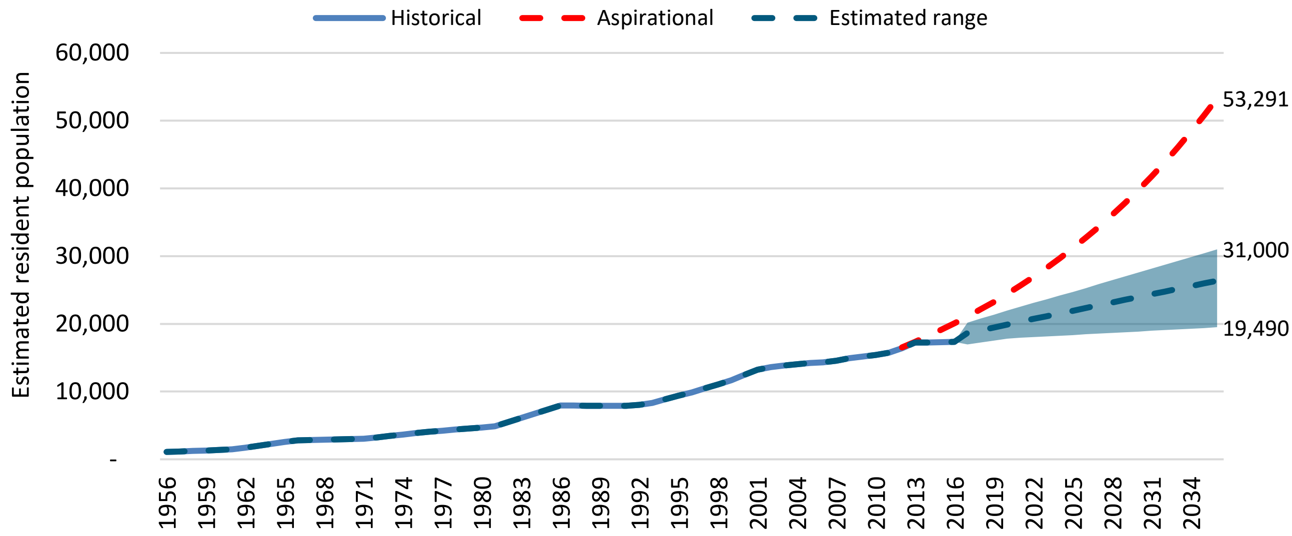

Figure 22: **Comparing Historical with Aspirational Population Growth**

Source: ABS, 2016; KDC, 2015, Geografia, 2017

Expenditure per resident and non-resident

2016 expenditure by retail categories is derived from bank transaction data (refer to the previous section).

Retail expenditure growth rates

Retail expenditure growth rates are derived from long-term historical growth rates by retail expenditure categories from ABS data (catalogue number 8501.0 Retail Trade, Australia Table 12. Retail Turnover, State by Industry Subgroup, Seasonally adjusted, 2017).

Table 17 outlines the assumed annual retail expenditure growth rates.

Table 17: **Retail Expenditure Growth Rates**

Retail Category	Retail Expenditure Growth Rates
Supermarket	1.80%
Specialised Grocery, Food and Liquor	1.80%
Food Catering	1.04%
AHL	0.58%
Bulky Goods	0.01%
Retail Services	0.01%

Source: ABS, 2017; Geografia, 2017

Escape expenditure

Escape expenditure or expenditure leakage has also been derived through Spendmapp. The following figures were used to extrapolate expenditure leakage rates to 2051 for the expenditure categories. Most remain fixed. This factors in:

- An increase in travel and online sales increasing leakage;
- The fact that online sales, as a share of total sales, has grown very slowly; and
- The assumption that the Shire and other stakeholders will implement policies designed to reduce leakage.

The exception to this is in bulky goods, which are prone to online sales growth (Table 18).

Table 18: **Expenditure Leakage by Category**

Retail Category	2016	2051
Supermarket	35.46%	35.46%
Specialised Grocery, Food and Liquor	21.48%	21.48%
Food Catering	38.90%	38.90%
AHL	56.96%	56.96%
Bulky Goods	32.88%	50.00%
Retail Services	38.23%	38.23%

Source: Geografia, 2017

Estimated total forecast expenditure

Estimated total forecast expenditure is the multiplied sum of forecast resident and non-resident base; the expenditure per resident; local (non-escaped) expenditure; and long-term retail expenditure annual growth rates.

Turnover benchmarks and estimated floorspace demand

Turnover benchmarks are applied to the estimated total forecast expenditure to estimate floorspace demand, using industry standard ratios (Table 19).

Table 19: **Turnover Density Ratios**

Retail Category	Turnover Densities ($/m)
Supermarket	$9,000
Specialised Grocery, Food and Liquor	$11,000
Food Catering	$7,000
AHL	$5,000
Bulky Goods	$3,000
Retail Services	$5,000

Source: Geografia, 2017

For the purposes of analysis, it is assumed that estimated floorspace demand for 2016 is met by existing supply (excluding vacant land and building floorspace as outlined by the audit).

7.3 Methodology for measuring commercial floorspace demand

Commercial employment base: sectoral assumptions

Table 20 lists relevant office and commercial space-related jobs used to forecast future floorspace demand.

Table 20: **Commercial Categories by ANZSIC**

ANZSIC1	ANZSIC2
Information Media and Telecommunications	Information Media and Telecommunications, nfd
Information Media and Telecommunications	Publishing (except Internet and Music Publishing)
Information Media and Telecommunications	Motion Picture and Sound Recording Activities
Information Media and Telecommunications	Broadcasting (except Internet)
Information Media and Telecommunications	Internet Publishing and Broadcasting
Information Media and Telecommunications	Telecommunications Services
Information Media and Telecommunications	Internet Service Providers, Web Search Portals and Data Processing Services
Information Media and Telecommunications	Library and Other Information Services
Financial and Insurance Services	Financial and Insurance Services, nfd
Financial and Insurance Services	Finance
Financial and Insurance Services	Insurance and Superannuation Funds
Financial and Insurance Services	Auxiliary Finance and Insurance Services
Rental, Hiring and Real Estate Services	Rental, Hiring and Real Estate Services, nfd
Rental, Hiring and Real Estate Services	Rental and Hiring Services (except Real Estate)
Rental, Hiring and Real Estate Services	Property Operators and Real Estate Services
Professional, Scientific and Technical Services	Professional, Scientific and Technical Services, nfd
Professional, Scientific and Technical Services	Professional, Scientific and Technical Services (except Computer System Design and Related Services)
Professional, Scientific and Technical Services	Computer System Design and Related Services
Administrative and Support Services	Administrative and Support Services, nfd
Administrative and Support Services	Administrative Services

ANZSIC1	ANZSIC2
Administrative and Support Services	Building Cleaning, Pest Control and Other Support Services
Public Administration and Safety	Public Administration and Safety, nfd
Public Administration and Safety	Public Administration
Public Administration and Safety	Defence
Public Administration and Safety	Public Order, Safety and Regulatory Services
Other Services	Other Services, nfd
Other Services	Repair and Maintenance
Other Services	Personal and Other Services

Source: ABS, 2011

Forecast employment

Department of Employment (2017) Forecast Annual ANZSIC1 Industry Annual Employment Growth Rates (2016-2026) for WA Outback SA4 have been used to extrapolate the 2011, ABS Place of Work employment profile to 2051 for commercial-related employment in Broome.

Floorspace per worker

To calculate floorspace per commercial worker, we have used the City of Melbourne Census of Land Use and Employment data as a benchmark for sqm/full time equivalent position. The 25%, 50% and 75% percentiles have been used to forecast the low, medium and high growth scenarios (Table 21).

Table 21: **Floorspace per Commercial Worker**

Industry	City of Melbourne Floorspace per Worker by Industry and Percentile		
	50%	*25%*	*75%*
Information Media and Telecommunications	22	15	51
Financial and Insurance Services	23	16	36
Rental, Hiring and Real Estate Services	29	17	60
Professional, Scientific and Technical Services	23	16	36
Administrative and Support Services	22	13	35
Public Administration and Safety	28	18	56
Other Services	25	18	40

Source: City of Melbourne, CLUE, 2016

Estimated forecast floorspace demand

Commercial floorspace demand is then estimated by multiplying the assumed floorspace per worker ratios to forecast employment by ANZSIC1 industry for Broome. For the purposes of this analysis, it is assumed that estimated floorspace demand for 2016 is met by existing supply (excluding vacant land and building floorspace as found in the audit).

Market overview

Online price data show that the median floorspace available for lease/sale in Broome is statistically significantly lower than for a selection of comparison regional towns, including Port Hedland, Townsville (QLD), Geraldton and Cairns (QLD). It also shows evidence of the comparative affordability of retail and commercial spaces in Broome. This suggests that, in so much as price is a concern, floorspace rental costs are a low barrier to retail and commercial space take-up and growth in Broome.

As Figure 24 illustrates, most of the floorspace is available in the central town area.

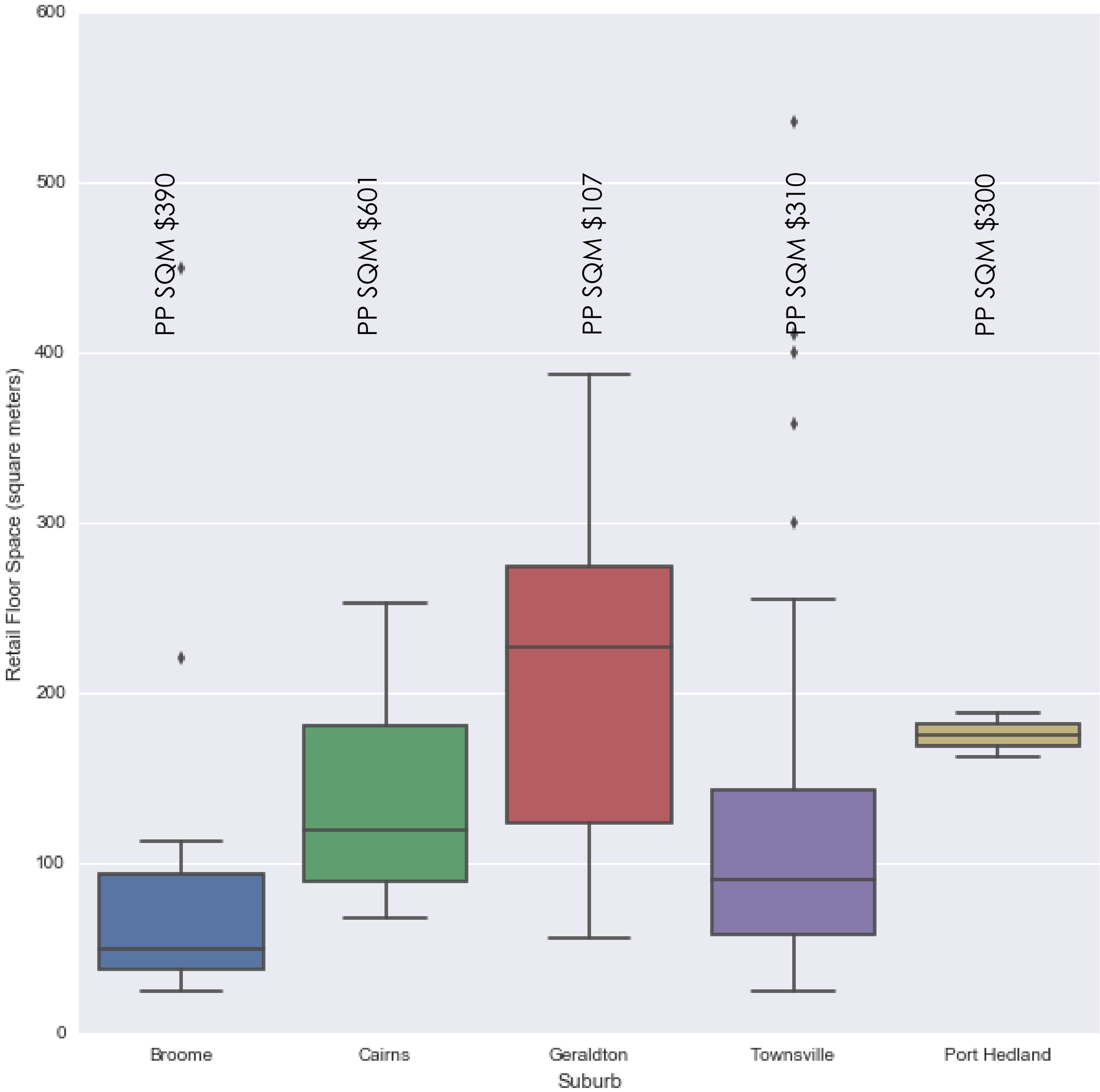

Figure 23: ***Median Retail Floorspace Size For Lease & SQM Rates (comparison towns)***
This shows the range of floorspace available by size with median price per square metre. Source; Geografia, 2017

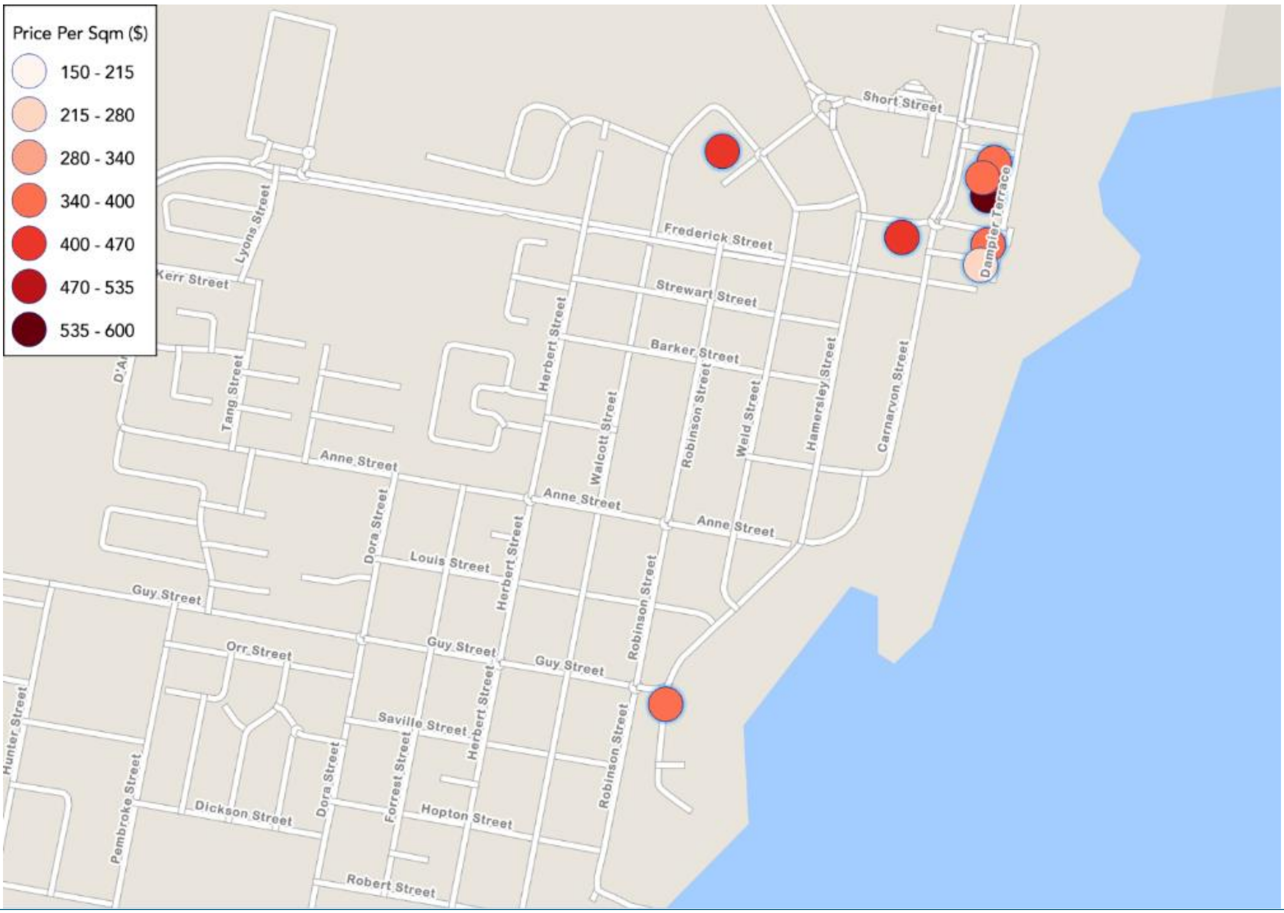

Figure 24: ***Median Retail Floorspace SQM Rates (Broome)***

Figure 24 shows price per square metre within Broome (extracted for December 2016). Source; Geografia, 2017

7.4 Stakeholder engagement

The Broome business community was consulted for this study. This was carried out via 13 in-person interviews, a workshop attended by 15 members of the business community and council staff and an online survey (n=50).

The engagement highlighted five issues residents and business operators felt were critical to commercial land in Broome. These have been used as inputs for subsequent planning analysis and recommendations.

1. An economy in the hands of external drivers

The economies of every Australian town are subject to external influences, but Broome's geographical isolation and close ties with the fluctuating resources sector, makes the town and its residents particularly vulnerable to factors that are largely beyond their control.

The flow-on impact of increased house prices and cost of living during economic peaks, and the vacancies and dearth of goods and services during the troughs, was a concern for almost all stakeholders.

2. Floorspace and vacancies

Perceptions of high vacancy rates were a concern for many stakeholders. Even though most longer-term residents understood that vacancies were a temporary symptom of Broome being in a "protracted quiet period", they were also conscious of the negative emotional and aesthetic effects, for both residents and visitors, of too many 'vacant signs', particularly on the main streets of Chinatown.

3. Chinatown deserves to be the heart of Broome

Most stakeholders felt strongly that Chinatown's historical and cultural value made it the heart of Broome. Improvements to Chinatown's walkability, daytime activities for young children (e.g. a water park) and an increase in night-time offerings for both residents and visitors were popular suggestions.

4. A North South split

Recent investment in facilities at Broome International Airport and the new Broome Heliport makes any relocation of the Airport unlikely in the next two or more decades. As well as dividing the town physically, the location of the airport divides opinion among Broome residents. Several stakeholders raised concerns that the divisive effect of the airport was being further accentuated by decisions on social housing (more prevalent south of the Airport), the Broome North development, and proposals for new retail developments at locations on the northern side of the Airport.

5. Demand for bulky goods retailer unclear

The issue about whether there is sufficient demand in Broome to support a bulky goods retailer was one that polarised some stakeholders with strong views both ways. At least two business operators reported that developers were already considering a bulky goods store in the central belt of the town. Others were more moderate and believed it was dependent on resident numbers at any particular time.

A summary of all interview comments is included in Table 22.

Interviews

Table 22: **Summary of Interview Commentary**

Theme	Comment
Economic strengths	• Important for Broome to support its established base of core suppliers and retailers. When they are at capacity, prices increase and leakage occurs when demand cannot be met • Newcomer business is welcome in Broome, but better to attract business that has been well established elsewhere, because they bring with them experience, commitment to standard opening hours etc. • Seeing green shoots i.e. traction by some developers and businesses after protracted quiet period • Agricultural growth outside town (transport hub), water for food projects, oil and gas developments., airport heliport, the port, cruise ships and tourist visitors • Chinatown as a historical and cultural asset
Factors affecting cost of leasing commercial and retail space	• Cost is acutely sensitive to walkability within and proximity to Chinatown. Mostly because of the heat. • Commercial space under 100m2 and over 300m2 moves quickly, but 'in-between' space is difficult to lease • Landlords increasing lease price unnecessarily is often the tipping point for small business to call it a day • Landlords preparedness to let commercial and retail space sit vacant. This space should be made available by some means • The growing north/south divide (accentuated by the location of the airport and the greater number of DoH holdings in the South • Loss of quality commercial and retail stock • Government departments are consolidating which results in a reduction in floorspace and employment • Changes in the retail sector are a concern nationally, not only in Broome
Planning	• Planning rules are quite lenient because of the town's culture. Stringent adherence to rules is difficult to enforce in Broome • Light industrial, retail, accommodation, residential land uses are quite mixed in Broome, but generally everyone lives harmoniously (without many complaints about noise, dust, pollution etc.) • Caretaker cottages – an issue for one stakeholder • More can be done to promote Chinatown as the central heart and hub of the town • Currently Chinatown is not compact enough to be easily walkable, but that can and needs to be improved. There could be a small water chase park to draw visiting and resident families.
Residential housing	• Affordability is an issue • Residential demand is flat – the existing stock is more affordable than homes in new developments
Opportunities for business/retail	• Gray St extension proposal to address inundation problem as well as improving traffic flow to Old Broome Road • Successful development in Chinatown, particularly involving a big retail chain such as Kmart, will boost confidence among other retailers. • Demand for bulky goods
Governance	• Native title issues can still be an impediment and decision-making processes could be streamlined further • With no plan, how can we know how to get there? Council strategies need to be coherent and we need to understand how they fit together.
Challenges for business/retail	• Cost of leasing commercial space, particularly for emerging businesses • Much of Broome is barely investment-ready. Priorities for investment are not clear across the business community and Council • Continuity of retail supply during wet season

Theme	Comment
	• Banks make it difficult to buy commercial and retail land and property – a 50% deposit requirement and 5 year terms prior to refinancing • Night-time economy affected by antisocial activities and the town's walkability issues
Tourism	• Flight passenger numbers are down and there are currently no overseas flights. Broome Airport is feeling competition pressure from Karratha airport (subsidising Singapore flights in 2017) • The only significant freight is chilled beef, outbound to Bali • Cost of airfares are not easily influenced. Airport tariffs and fees are kept to a minimum • The Shire can do more to champion the town for cruise ship (including exploratory cruise ships)
New products/events	• Existing events portfolio can be strengthened before introducing new events • Cruise Broome events and boat arrivals can be better coordinated and supported • Wet season indoor spaces for local kids, more social venues for residents

Workshop exercise one

Workshop participants were asked to think about the factors, both positive and negative, affecting the Broome economy and demand for commercial land/floorspace. Their responses were condensed into two word clouds (Figure 25 and Figure 26).

Figure 25: **Workshop Findings – Negative Economic Impact**
Source: Geografia, 2017

Figure 26: **Workshop Findings – Positive Economic Impact**
Source: Geografia, 2017

From this, it was determined, amongst other things, that industries subject to volatility and potential vulnerability (e.g. tourism and the gas industry) were central to Broome's economy and, consequently, important considerations for the commercial land use strategy. This validated the use of the expenditure transaction data to measure the seasonal cycle in activity.

Workshop exercise two

In groups of four, participants were asked to write proposals for commercial ventures in Broome that would:

- Reduce vacancy rates;
- Improve retail and commercial turnover;
- Increase visitation / length of stay / visitor expenditure;
- Stimulate new business activity; and

- Represent value for money.

Almost all the proposals were clustered in one of three places (Figure 27), in equal measures: Chinatown, the Port area and Cable Beach. Proposals included:

- 3 proposals for (red) new building developments
- 6 proposals for (blue) improving public spaces and
- 6 proposals for (yellow) new products/experiences.

These findings informed consideration of the distribution of new commercial activity in Broome.

Figure 27: **Workshop Findings – Hypothetical Proposals**
Source: Geografia, 2017

Online survey findings

50 respondents undertook the online survey, including 40 independent traders and 10 respondents who were part of an international, national or state-wide chain of stores.

Survey respondents indicated that over 51% of average annual revenue is derived from non-resident expenditure (or visitors to Broome). This reflects the substantial contribution of Broome's tourism market in supporting the viability of its local establishments and is confirmed by the actual transaction data derived from Spendmapp.

As Figure 28 shows, in terms of business expectation:

- A large majority of respondents expected business environment to remain the same in the next 12 months, with 85% expecting to see no change in floorspace needs;
- All respondents expected to see no change in external factors that would change business outcomes; and
- By contrast, over one third (36%) of respondents expected to increase employment in their business, reflecting modest expectation in staffing needs in Broome; and
- The remaining 56% expected no change in employment, while 8% expected to reduce the number of employees in their businesses.

To the extent that a survey querying expectations 12 months ahead can inform longer-term analysis, these findings were used to guide the input assumptions to the model.

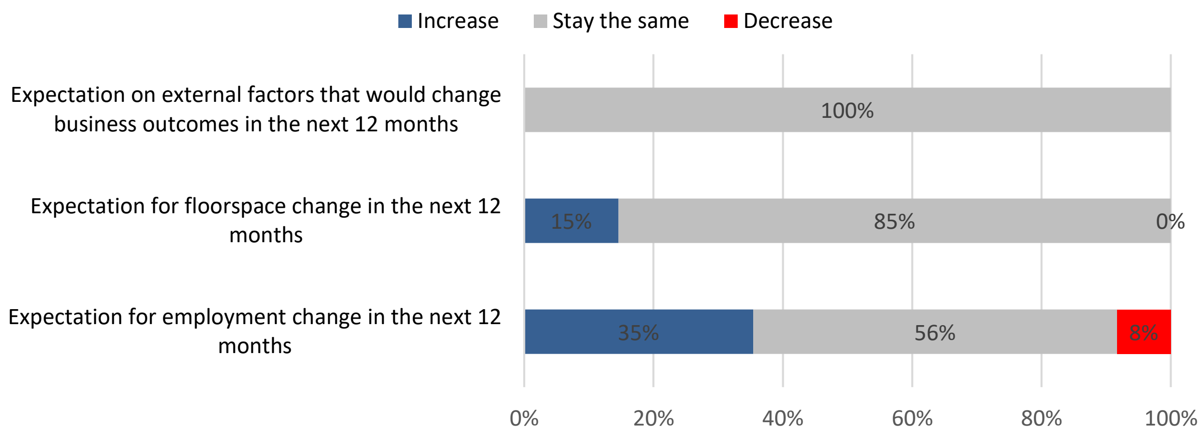

Figure 28: **Business Expectations (Online Survey)**
Source: Geografia, 2017