



Shire of Broome

Local Planning Strategy

Parts 1 & 2



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The Shire of Broome Local Planning Strategy was endorsed by the Western Australian Planning Commission in August 2014.

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Foreword by the Shire President

This Local Planning Strategy is the first to cover the entire Shire area. It was developed by the Shire of Broome to ensure that the strategic land use planning is inclusive of the entire community and to make provision for future growth, whilst not compromising our unique natural environment through the implementation of the vision set out herein:

“A sustainable community that is inclusive, attractive, healthy and pleasant to live in, that uses our land so as to preserve our history and environment, respects the rights and equality of our citizens and manages our future growth wisely.”

It is anticipated that Broome will experience continued economic growth over the next 15 years. In addition to the traditional economic drivers of the pastoral and pearling industries, further development of the tourism, horticulture, aquaculture, and resource sectors is expected.

The Local Planning Strategy contains a range of objectives, strategies and actions which will help guide land use change and investment in key infrastructure. It will inform future Council decisions on Scheme Amendments, subdivisions and development proposals, and function as an ‘Informing Strategy’ under the Shire’s Integrated Planning Framework. The Strategy together with the Local Planning Scheme 6, developed simultaneously, will enable the Shire to manage this growth in an appropriate way to accommodate for the needs of the current and future generations.

I would like to acknowledge the assistance provided by the Department of Planning in the preparation of this Strategy. The Shire of Broome has a dynamic and passionate community and the extensive community interest in and input to the development of the Strategy is also gratefully acknowledged.

I look forward to the commencement of a new era for town planning in the Shire of Broome.

Graeme Campbell

Shire President

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Shire of Broome

Local Planning Strategy

Part 1

1 Introduction

1.1 Preamble

This Local Planning Strategy applies to the Shire of Broome, and is the first Local Planning Strategy to be prepared for the entirety of the local government area.

The Shire of Broome covers an area of 56,000 square kilometres and is located in the north-west Kimberley Region of Western Australia, 2,200 kilometres north of Perth. The Shire has a tropical climate with hot and humid summers and warm winters. The traditional owners of Broome Townsite, the Yawuru people, recognise six separate seasons, however in general there are two distinct seasons which influence lifestyle and visitation patterns: the 'wet' usually from December to March; and the 'dry' for the remainder of the year.

The Shire is a unique place in which to live and visit. Its environment, culture, history, and society have all contributed to a distinctive and active, multicultural, contemporary community.

The Shire has a strong and celebrated Aboriginal cultural from many tribes, many thousands of years old. Many traditional owners, native title holders and native title claimants live in the town of Broome and in settlements throughout the Shire. Tribal dance, language, culture, and law are still actively practised in some towns and settlements. Culture is everywhere, in the living land, in the lifestyle and in places, structures and things. It is the indigenous culture, the culture of this place, which combined with other cultures, gives Broome a unique cultural richness.

Japanese, Malay, Filipino, Chinese, Timorese, and Koepanger cultural influence from generations past still strongly influence the daily lives of many families – in their history, cuisine, relationships, skills, crafts, celebrations, spirituality and funerals.

The Shire also has a rich settlement history associated with pearling and the pastoral industry.



photo courtesy – Shire of Broome

The Shire landscape has an extraordinary prehistoric presence preserved by isolation, with some of the oldest recorded Aboriginal art in Australia and some of the earliest recorded European visits. The town of Broome is situated on the end of a peninsula, surrounded by ocean, and land-locked by distance. White sandy beaches are framed on one side by blue ocean waters and on the other by red pindan soils, providing the backdrop for many recreational and tourist activities.

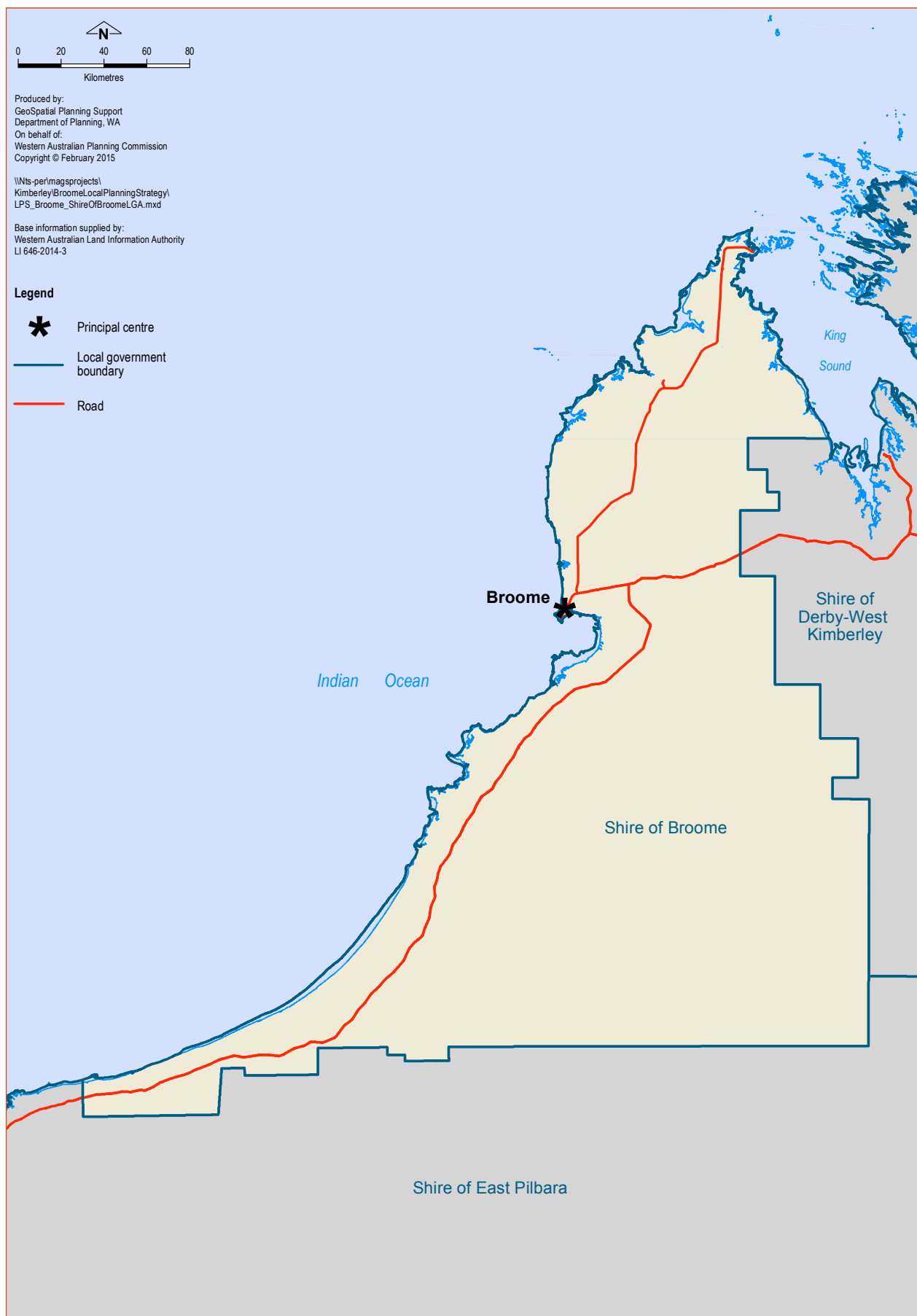


Figure 1: Shire of Broome Local Government Area

1.2 Purpose of the Strategy

This Local Planning Strategy sets out medium-long term planning directions for the Shire of Broome over the next 10 – 15 years.

A local planning strategy is the framework for local planning and the strategic basis for the local planning scheme. It provides the interface between State and regional policies, strategies, and strategic development initiatives, and local planning. It may also be used by other agencies as a means by which economic, resource management, environmental and social issues could be strategically addressed.

All Western Australian local governments are required by Regulation 12A of the *Town Planning Regulations 1967* to prepare a Local Planning Strategy that:

- sets out the long term planning directions for the local government;
- applies State and regional planning policies; and
- provides the rationale for the zones and other provisions of the planning scheme for the local government area.

After consultation and adoption by the Shire of Broome, the Local Planning Strategy will be endorsed by the Western Australian Planning Commission. From time to time the strategy may be amended or reviewed if required by changes in local circumstances.

1.3 Application of the Strategy

The Local Planning Strategy applies to the whole of the Shire of Broome, as depicted in Figure 1. Until now, only Broome Townsite has been addressed in this way. This is the first time that a local planning strategy has been prepared to address the whole municipal area.

1.4 Why the Strategy is important

Whilst preparation of a local planning strategy is mandatory, it is especially important for the Shire of Broome due to the many significant and unprecedented challenges associated with growth and related issues that the Shire is now facing. This strategy aims to take these into account in planning for the community.

Some of the most substantial drivers that will impact on the Shire over the next 10 years are:

- Development of the Browse Basin Liquefied Natural Gas (LNG) field in the Indian Ocean north west of Broome that may have significant impacts on Broome as the primary supply centre in the region;
- The Browse LNG development proposes the establishment of an on-shore processing facility near James Price Point, 60 kilometres north of Broome. During the five year construction phase, it is anticipated that there will be an in-situ workforce of approximately 6,000 persons. It is estimated that a permanent workforce of between 400 and 600 will be accommodated in the region;
- Transfer of the responsibility for service provision in Aboriginal settlements to local government following the signing of the Bilateral Agreement on Indigenous Affairs in June 2006 between the Government of Western Australia and the Australian Government;
- Various Native Title Agreements – including the Yawuru agreement which has released significant land for development within Broome Townsite, including up to 5,000 residential lots of land north of Gubinge Road, providing for the joint management of a number of in town reserves and the potential for further local planning within the determined areas of the Karrajari and Bardi Jawi people;
- Exploration of natural gas fields in the east of the Shire, which if developed could result in significant impacts;

- Potential expansion of agricultural activity as a result of current investigations in the La Grange area;
- Potential expansion of tourism and other economic development on the Dampier Peninsula and Eighty Mile Beach;
- Opening the region to new tourism markets if plans to introduce direct flights to and from Singapore go ahead;
- Potential expansion of agricultural activities on the Dampier Peninsula.
- Broome has been identified as the 'capital city of the Kimberley' and will become the primary centre for the location of government agencies and commercial development; and
- Potential for a naval base or naval support facility to be located in the region as a result of the need to protect the strategic importance of the region, including oil and gas reserves off the north-west coast;
- Possible development of heavy mineral sands projects in the east and south of the Shire;
- Possible development of the Admiral Bay base metals project in the south of the Shire;
- Protection of iconic industries such as pearling and pastoralism.

Although the Browse Basin LNG development and the transfer of service provision for Aboriginal settlements are being driven by the State Government, they require the Shire of Broome to react to, plan for and address the resulting impacts.

The Local Planning Strategy aims to respond to the spatial planning implications of these circumstances for the whole of the local government area.



photo courtesy – Tourism WA

1.5 Arrangement of the Strategy

The Local Planning Strategy is arranged in two parts:

- Part One – Strategy

Part One sets out the vision for planning and development of the Shire of Broome, the objectives that have guided the preparation of the strategy and provides the basis for detailed policies and planning provisions in the local planning scheme. The strategy includes a strategic spatial plan, strategies and actions by which the objectives will be pursued and the strategic plan implemented; and

- Part Two – Background Information, Analysis & Rationale

Part Two provides the relevant background to the strategy, including analysis of the information and the rationale for the planning strategy.

Part Two outlines the State, regional and local planning context within which the Local Planning Strategy has been prepared, the method of its preparation, relevant Shire policies, community, economic and environmental profiles, and analysis of key issues that form the basis for the recommended strategies and actions in Part One.

1.6 Relationship to Local Planning Scheme

Local Planning Scheme No. 6 (LPS6) will apply to the whole of the Shire of Broome. It will replace Town Planning Scheme No. 4 (TPS4) as the primary set of planning controls for the townsite of Broome and immediate surrounds, and Interim Development Order No.4 (IDO4), which currently applies over the balance of the Shire.

The Local Planning Strategy is the guiding document for preparation and review of the local planning scheme. For development that falls within the jurisdiction of the Shire of Broome, the scheme is the primary means by which the Shire can ensure that new development contributes towards fulfilling the aims of the Local Planning Strategy.

In situations where decision making authorities exercise their discretion in considering a planning application, the Local Planning Strategy will be an important reference to inform deliberations.

The Local Planning Strategy further identifies the need to create implementation plans for various areas, and once detailed planning for these areas is undertaken in the form of Structure Plans or local development plans, these plans will have statutory weight under LPS6.

1.7 Process

The *Town Planning Regulations 1967* sets out the procedures for advertisement, endorsement and publication of a notice of a Local Planning Strategy. In essence, the procedure that will be followed is:

1. Preparation of the draft strategy, following identification and analysis of the characteristics and issues relevant to the Shire.
2. Consideration by Council and agreement to forward the draft Local Planning Strategy to the Western Australian Planning Commission (WAPC).
3. Certification by the WAPC that the draft Local Planning Strategy is consistent with regulation 12A(3)
4. Advertisement of and consultation on the draft Local Planning Strategy to the public and any person or public authority that the Shire considers may have a direct interest in the Strategy.
5. Consideration of any submissions and advice received and modification of the draft strategy as the Shire considers necessary.
6. Adoption of the Local Planning Strategy by Council and submission of a copy to the WAPC for its endorsement.
7. Following endorsement by the WAPC, the Shire will publish notice of the Local Planning Strategy and the endorsement of the WAPC in the newspaper.
8. A copy of the strategy will be available for public inspection during business hours at the Shire offices and the WAPC, and is published on the WAPC website.

1.7.1 Amendment or Revocation

From time to time the strategy may be amended or reviewed if required by changes in local circumstances. The *Town Planning Regulations 1967* set out the procedures for amendment or revocation of the strategy. Revocation may be necessary if a new strategy is prepared and adopted.

1.7.2 Shire of Broome Process

In December 2005, the Broome Planning Steering Committee released a report on future directions for growth and development in the town of Broome and its surrounds. This was the culmination of a comprehensive, consultative planning process, which made a number of pertinent recommendations relating to a future Local Planning Strategy. Subsequently the Shire commissioned the following sector-specific strategies:

- Local Housing Strategy (completed in 2009),
- Draft Local Commercial Strategy (adopted in 2007),
- Draft Local Tourism Planning Strategy (commissioned in 2007)
- Open Space Review (completed in 2009).

Stakeholder engagement was conducted in relation to each of these strategies.

The preparation of a local planning strategy for Broome commenced in 2008, when Council adopted a brief for a Local Planning Strategy for the whole of the Shire.

In September 2010, Council adopted the Local Planning Strategy as a draft for advertising and forwarded it to the WAPC for agreement to advertise in May 2011.

In July 2011 the Shire received comments back from the WAPC requesting further consideration of various matters - in particular the natural environment, tourism, and broader economic and population growth trends associated with the strategic industrial proposal near James Price Point.

Further work has included addressing the Dampier Peninsula Planning Strategy¹ prepared by the Department of Planning in consultation with the Dampier Peninsula communities.

Also in July 2011, after consultation with the community, the Shire adopted an overarching strategic plan, Strategic and Corporate Plan 2011- Forging Ahead 2016.

Community, economic and environmental profiles were prepared during the first quarter of 2012 and updated following the release of the 2011 census in August 2012 incorporating stakeholder feedback.

During May 2012, five all-day workshops were conducted with stakeholders about the profiles, the draft Local Planning Strategy and the proposed new scheme.

In June 2012 Council resolved not to continue with the preparation of Local Planning Scheme No. 5 which was only intended to cover the areas outside of TPS4 and to prepare LPS6 concurrently with the Local Planning Strategy.

1.8 Traditional Owners

The Strategy recognises the traditional owners of Country and the traditional owner groups including:

- Bardi Jawi
- Djabera-Djabera
- Goolarabooloo
- Jabirr Jabirr
- Karrajarri
- Nimanburru
- Nyangumarta
- Nyikina Mangala
- Nyul Nyul
- Yawuru
- Yi Martuwarra Ngurrara

¹ The Dampier Peninsula Planning Strategy process was initiated by the State Government in 2005 (with the support of the Shire of Broome) to establish a more comprehensive planning framework for the Peninsula in view of development issues and aspirations, environment issues, uncoordinated service provision and uncontrolled access to land of cultural importance to Traditional Owners. The final strategy was released in April 2015. Steps have been taken towards a high-level integration of the findings and outputs of the two concurrent planning processes.



Figure 2: Settlement Hierarchy

2. Strategic plan

2.1 Vision

The Shire's vision as expressed in its Plan for the Future 2007 – 2012 is:

“A sustainable community that is inclusive, attractive, healthy and pleasant to live in, that uses our land so as to preserve our history and environment, respects the rights and equality of our citizens and manages our future growth wisely.”

The Shire will soon embark on developing a 30 year vision through extensive community input that incorporates high level projects and strategies in order to respond to the many challenges currently facing Broome and the Kimberley, whilst maintaining the sense of place of Broome.

2.2 Objectives for the Strategy

It is intended that the Local Planning Strategy:

- Be consistent with state and regional planning policy and strategic development initiatives;
- Provide strategic direction for land use and spatial planning in the Shire of Broome for the next 10 – 15 years;
- Set out a strategic direction for sustainable resource management;
- Provide a rationale for the zoning and reservation of land and for provisions of the local planning scheme relating to development and the control of development (noting that the local planning scheme has a timeframe of only 5 years);
- Provide the strategic framework for the assessment and decision making relating to proposed planning Scheme amendments, subdivision, and development;
- Provide the context for coordinated planning and programming of physical and social infrastructure at the local level by the Shire and other agencies;
- Identify the need for further studies and investigation within the Shire of Broome to address longer-term strategic planning and development issues;



- Provide a framework for consideration of the likely impacts of major development including the activities associated with the development of the Browse Basin and the LNG Precinct near James Price Point;
- Provide direction for the appropriate allocation and use of water resources to ensure the ongoing availability and quality of water to service the needs of the environment, human consumption, and economic development; and
- Provide a guide for land use and associated tenure arrangements.

2.3 Local Planning Principles

The State Planning Strategy (refer to Part Two) sets out the generic principles that apply to land use and development within Western Australia. The following Local Planning Principles are locally-appropriate additions to the State-wide principles:

- **Principle 1: Enhance Environmental Values**
Land use and development should consider the natural environmental values unique to the Shire of Broome and incorporate best practice to ensure that impacts from development on the environment are minimised and development complements its setting as far as possible.
- **Principle 2: Encourage Economic Growth**
Land use and development should be designed as far as possible to accommodate a range of activities whilst minimising conflicts in land uses and providing for continued economic growth and business opportunities in areas designated as such.
- **Principle 3: Support Social Aspirations**
New development areas should provide and/or contribute to the provision of facilities and infrastructure that support the social aspirations of the community for the Shire of Broome to be an inclusive, attractive, healthy and pleasant place to live and visit.

- **Principle 4: Celebrate Cultural Heritage**
Land use and development should embrace the cultural and built history of the area by incorporating design elements of 'Broome-Style architecture', public art, interpretation/conservation and protecting culturally significant sites where appropriate.
- **Principle 5: Integrate Innovative Infrastructure**
To the extent possible, land use and development should include timely infrastructure provision, incorporating new technologies and infrastructure that reflects best practice, and sustainable solutions that consider the climate and aims to reduce the ecological footprint.
- **Principle 6: Strengthen Consultative Community Participation**
Planning and development processes should be inclusive of all persons and communities with an interest in the matter being considered.

2.4 Strategies and Actions

Strategies and actions to further the above planning vision, objectives and principles are set out below. Part Two (Background Document) contains a detailed rationale and explanation for the strategies and actions.

2.4.1 Settlements

For the purposes of this Local Planning Strategy, settlements are defined as concentrated areas of human habitation with numerous permanent buildings, such as the urban area of Broome and the larger Aboriginal settlements. They differ from the less intensively occupied Rural Living areas (refer to 2.4.3 - rural living; 3.2.16 - rural living; or 3.2.17 - rural small holdings).

Objectives:

- 1) To support development of concentrated settlements that have appropriate land, infrastructure, facilities and services to meet economic and community needs in a manner that is cost effective and sustainable.

- 2) To provide flexible and responsive planning controls that will allow timely responses to development opportunities for the benefit of the community.

Strategy:

- 1) Establish a hierarchy of settlements whereby key infrastructure and services are focussed in or near well-located major centres with efficient links to other more minor settlements in order to optimise effective and efficient provision of community infrastructure and services. The hierarchy of settlements within the Shire of Broome will be divided into:

- Broome Townsite
- Secondary Centres
 - Ardyaloon
 - Djarindjin/Lombadina
 - Beagle Bay
 - Bidyadanga

- Browse worker's accommodation area

The location of these settlements is illustrated in Figure 2 – Settlement Hierarchy.

2.4.1.1 Broome Townsite

Broome is the principal centre in the Shire of Broome. It is also the largest town in the Kimberley region, and has been identified as a regional growth centre/city.

Broome is a member of the Western Australian Regional Capitals Alliance, represented as the 'capital city' of the Kimberley Region. Alliance cities are working towards a framework to evolve into fully fledged alternatives to the Perth metropolitan area as locations for the growing population of the State. Future development, infrastructure and facilities within the Broome Townsite will be developed to reflect this vision.

Objectives:

- 1) To facilitate the development of Broome as the principal centre in the Kimberley to grow into a liveable regional city of between 25,000 and 35,000 permanent residents by around 2030 (WA Tomorrow 2012).

- 2) To create a sustainable and diverse Townsite which provides for high levels of employment and economic growth.
- 3) To ensure the Townsite is supported by appropriate land, infrastructure, facilities and services to meet economic and community needs for the Kimberley region and local residents.
- 4) To ensure the Townsite conserves heritage and local character whilst providing for a range of land uses.
- 5) To ensure the Broome Townsite protects and enhances its natural environment through the reservation of land for conservation.

Strategies:

- 1) Cluster retail, employment, recreational and other activities within the townsite to minimise the need to travel.
- 2) Provide for mixed and increased dwelling densities in Broome that allow a range of housing product to be developed to meet housing needs.
- 3) Identify future development areas and development investigation areas that provide for future residential demand within Broome.
- 4) Identify and define fourteen character and land use precincts to guide planning and development, as shown on LPS Map 3. The intention for each precinct is described in section 3.3 of this strategy.
- 5) As far as possible facilitate, support and require actions to mitigate against potential negative impacts associated with rapid growth and fly-in-fly-out operations which may be associated with the development of the Browse Basin and LNG Precinct.
- 6) In partnership with Yawuru Prescribed Body Corporate develop a Coastal Park Management Plan for the In-Town Conservation Areas.
- 7) Undertake a Biodiversity Strategy and Coastal Vulnerability Study.

Actions:

- Prepare and implement development strategies as required for the precincts identified on LPS Map 3.
- Prepare a 30 year vision that provides for major infrastructure projects to support a liveable city of over 30,000.
- Develop a Community Facility Plan that provides for appropriate facilities to meet community needs.

2.4.1.2 Secondary Centres

Secondary Centres are defined as sustainable settlements which generally source potable water from their own bore, operate their own generators, utilise septic tanks and have their own waste management facilities. These centres are well connected and can access the goods, services and facilities provided within the principal centre.

Objectives:

1. To provide settlement service centres to surrounding land uses including rural living, pastoral and tourism.
2. To provide Secondary Centres supported by appropriate land, infrastructure, facilities and services to meet economic and community needs.
3. To allow for the expansion of identified Secondary Centres to create sustainable settlements.

Strategies:

1. Plan and facilitate the development of secondary service centres in the settlements of Ardyaloon, Djarindjin/Lombadina, Beagle Bay and Bidiyadanga of between 500 -1,000 people.
2. Develop a partnership between the Shire and the Department of Planning to consolidate layout plans for identified secondary service centres within this Strategy.



photo courtesy – C Gustavsson

3. Burriguk and Budgarjook are not considered to be secondary centres under this strategy, however they may develop into one in the future, and should be considered in a future review of this strategy.
4. Identify future development areas and development investigation areas that provide for future expansion within secondary centres.

Actions:

- Set out a Settlement zone within the local planning scheme and provide relevant provisions for Layout Plans to guide the development within Secondary Centres.
- Update Layout Plans for Ardyaloon, Djarindjin/Lombadina and Bidyadanga in accordance with SPP 3.2.
- Verify that sufficient residential land is identified within the revised Layout Plans to meet current and longer-term needs of the centres.
- Liaise with the Commonwealth and State Government on the bilateral agreement to ensure service provision within Aboriginal Settlements is financially responsible and sustainable for generations to come.
- Assist the WA Planning Commission through the Department of Planning to review the Layout Plans developed for Aboriginal Settlements as Development Strategies that form part of the Local Planning Strategy.
- Incorporate WAPC guidelines for the preparation of Layout Plans, Better Urban Water Management, cultural mapping and environmental assessments into the preparation of Development Strategies.

2.4.1.3 Browse LNG Precinct and Browse Worker's Accommodation Area

Objectives:

1. Recognise the State government intention to establish a commercially viable gas processing location on the west Kimberley coast.
2. Minimise and mitigate the impact of development on the terrestrial and marine environment.
3. Optimise the allocation and use of land within the precinct, and enable the sharing of infrastructure networks and corridors to establish multiple user development within the Browse LNG precinct.

4. Facilitate the development of the Browse LNG precinct through the provision of a multidisciplinary structure planning framework.
5. Limit the duplication of infrastructure within the precinct such as ports, infrastructure corridors and roads, which would be required if individual proponents were to build 'stand alone' facilities.
6. Ensure the appropriate separation and layout of land uses through appropriate internal and external buffers to prevent incompatible or conflicting land uses.
7. Provide a dedicated road from Cape Leveque Road to the precinct.
8. Limit aviation activities to those directly associated with the precinct.
9. Encourage development of the workers accommodation to incorporate sustainable development technologies and design including best practice with regard to water sensitive urban design, alternative energy sources and reuse of waste water.
10. Ensure the public have access to James Price Point.

Strategies:

1. Support the development of an Improvement Plan and an Improvement Scheme for the Browse LNG Precinct which ensures where possible: that Aboriginal heritage and cultural values are incorporated into the land use and development; that the industrial land not become general industry for general public use; that a new road be constructed to reduce traffic off Manari Road; that further discussions be held between the Shire and State Government as to the appropriate uses of the Browse LNG Precinct Port; that the amenity of the surrounding area be protected as far as possible from light and other pollution perspective; that development incorporates best practice sustainable technologies and design; and that social mitigation strategies be developed and implemented to minimise any potential negative impacts and develop opportunities associated with the development.

2. Ensure there are adequate buffers incorporated within the Browse LNG Precinct.
3. Ensure that planning for the precinct acknowledges and interprets cultural heritage values.
4. Encourage investigations and programmes that aim to offset the impact on monsoon vine thickets and other environmental values lost as a result of development of the precinct.
5. Recognise and provide for the interpretation of paleontological values, especially in regards to dinosaur footprints.
6. Consider the social, economic and infrastructure impacts of development of the Browse LNG Precinct on the Shire of Broome and the broader community particularly the townsite of Broome.

Actions:

- Identify the Browse LNG Precinct as a Development Investigation Area.
- Participate in the implementation of an Improvement Plan/ Scheme for the precinct.
- Incorporate the mitigation strategies and actions from the social impact assessment and related plans into the relevant sections of this Local Planning Strategy, and participate in its implementation.
- Establish a buffer between the James Price Point and the Browse LNG Precinct and stipulate this within the Improvement Scheme.
- Ensure that public access is retained to James Price Point at all times.
- Where relocation of dinosaur footprints is necessary, encourage the establishment of an interpretation centre/museum near Gantheaume Point.
- Encourage further research into the Monsoon Vine thickets, to be incorporated into the environmental management framework considered in 2.4.12.
- Support the establishment of relevant infrastructure and interpretation of cultural heritage.

2.4.2 Future and Existing Housing

Future and existing housing needs to be considered to accommodate the sustained population and economic growth within the Shire. The diversity, affordability, quantity and character of housing should reflect the needs and aspirations of the Broome community.

Existing and future housing within the Broome Townsite is depicted in Figure 3.

Objectives:

1. Provide for additional residential land in appropriate locations that allows for variety and choice in size, type and affordability of housing to support a range of household sizes, ages and incomes.
2. Ensure the development of environmentally and climatically responsive dwellings.
3. Provide for sufficient public and community housing across the townsite with the aim to avoid clustering such developments in a single location.
4. Provide for affordable, low cost temporary employee accommodation.
5. Support higher density residential in accessible and suitable locations, mainly within the Broome Townsite.
6. Protect residential land from incompatible uses.

Strategies:

1. Ensure there is an appropriate supply of residential land and housing stock to support the growth of the principal and secondary centres.
2. Review existing residential areas within the Shire for the possibility of increased residential densities, aged care and retirement housing.
3. Encourage opportunities for urban renewal and other opportunities that provide for affordable housing.
4. Prepare and implement design guidelines where necessary to ensure housing is better matched with Broome's unique environmental character.

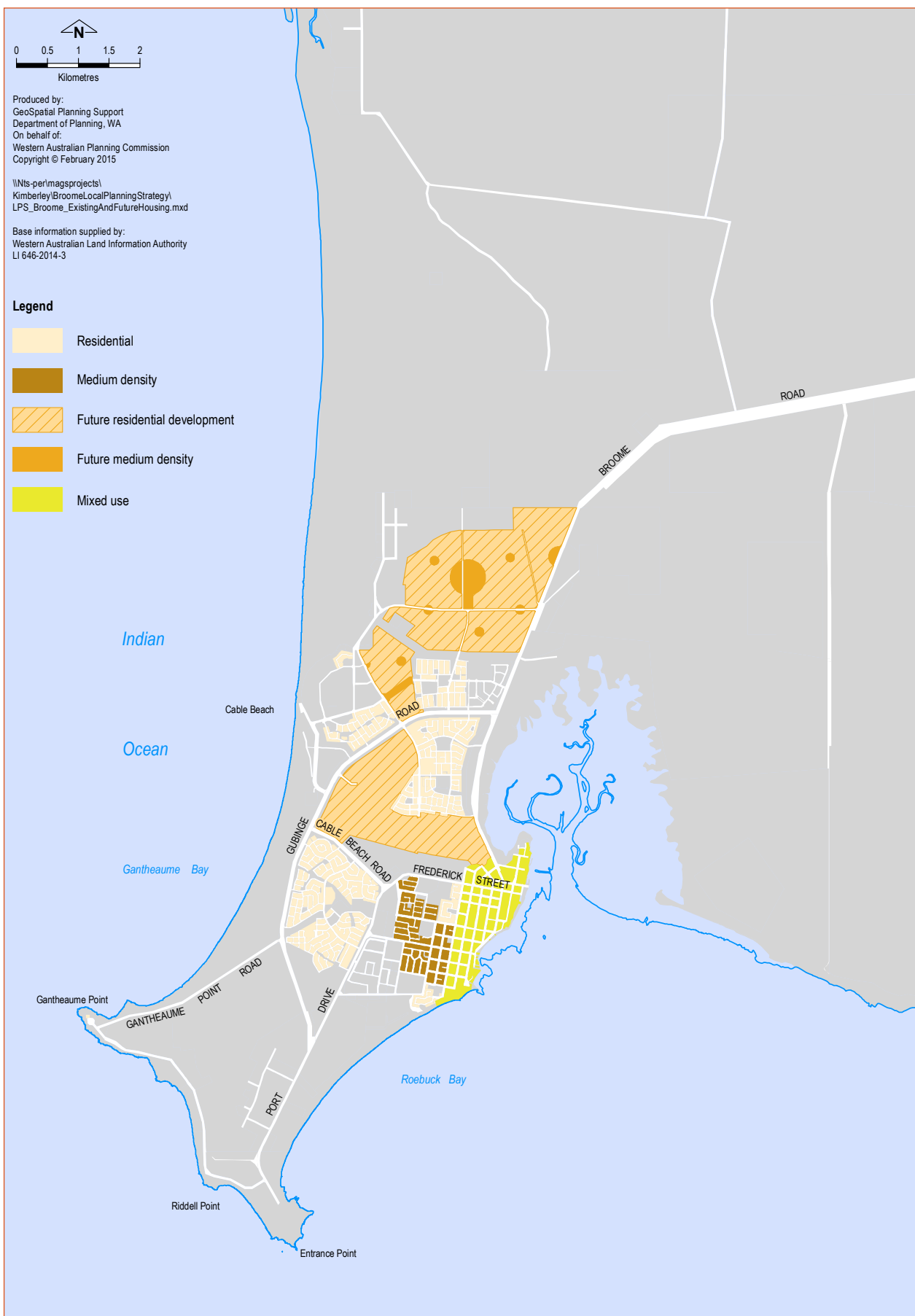


Figure 3: Existing and Future Housing Areas – Broome townsite and surrounds

5. Identify development investigation areas and future development areas for increased residential development, affordable housing and temporary and seasonal workforce accommodation.
6. Support and provide medium density in areas that are near to community services or facilities including local centres and recreation areas.

Actions:

- Set out a Residential zone within the local planning scheme which provides for residential development at a range of densities with a variety of housing to meet the needs of different household types.
- Set out a Development zone within the local planning scheme which provides for general urban development including residential, commercial and/or tourist development or rural development in accordance with a Structure Plan.
- Zone future development areas as 'Development' and identify an appropriate vision and development principles for these areas.
- Prepare design guidelines for medium density residential development for Precinct 3 – Streeter, Forrest and Matsumoto and investigate opportunities for further density increases.
- Establish local planning scheme provisions to permit medium density residential development in town centre, mixed use and local centre zones.
- Development design guidelines that incorporate and augment the provisions of Liveable Neighbourhoods in the design of new residential communities on greenfield and large infill sites, in a manner that reflects local character and conditions.
- Develop a local planning policy that provides regional variations to the R-Codes that allow for climatic conditions and Broome character, to be endorsed by the WAPC.

- Incorporate consideration of Bed and Breakfast facilities in the Tourism Strategy to avoid adverse impacts on residential neighbourhoods.
- Develop the McMahon Estate to provide for Shire employee accommodation and other residential development.
- Review the Housing Strategy to consider mitigation measures from the potential impacts of development associated with the Browse LNG Basin and Precinct so as to ensure affordable housing and continued leisure tourism.
- Establish local planning scheme provisions regarding accommodation for opportunistic workers in recognition of this workforce sector's seasonal presence in the Shire.

2.4.3 Rural Living

Rural living essentially functions as a lifestyle alternative to urban residential use. It may also include communal living on large areas of Unallocated Crown Land or Aboriginal Lands Trust land.

Anticipated future and existing rural living areas are depicted in Figures 4 and 5.

Objectives:

1. To provide lifestyle opportunities in Rural Living areas that may incorporate some rural activity or clustered development similar to communal living as an alternative to urban residential forms of development.
2. To limit the subdivision of Rural Living areas to minimise inefficient servicing expectations beyond the capacity for such areas to be self-sustaining and to adequately protect land for other economic, social, cultural or environmental purposes.
3. To recognise and provide for communal living within the rural landscape.

Strategies:

1. Ensure services for and within Rural Living areas are not an undue cost to the wider Shire community and meet contemporary environmental standards, including human health, considered best practice in sustainability.
2. Provide for a range of Rural Living options including communal living such as exists in smaller Aboriginal settlements.
3. Discourage further establishment of Rural Living areas outside areas identified as Rural Living Development Investigation Areas in this Local Planning Strategy.
4. Define areas for Rural Small Holdings between 20 - 40 hectares that allow for intensive agricultural pursuits.
5. Generally not support the creation of Rural Small Holdings lots between 5 and 19 hectares.

Actions:

- Require structure plans for new and existing rural living areas or areas where:
 - a. Community living occurs;
 - b. Individual lot sizes are 4ha or less.
- Set out a Rural Residential zone within the Scheme with lot sizes consistent with State Planning Policy 2.5 unless otherwise established in the Scheme.
- Set out a Rural Small Holdings zone within the Scheme that provides for the sustainable use of land for animal husbandry, crops, horticulture and to protect the long term productive capacity of agriculture land from incompatible land uses (including subdivision).

2.4.4 Pastoral Land

Pastoral land comprises areas, such as pastoral stations, used for primary production and/or for cultural and natural resource use activities, not including Rural Living areas (refer to 2.4.3).

Anticipated future and existing pastoral land is depicted in Figures 4 and 5.

Objectives:

1. To protect land for primary production purposes.
2. To provide for the protection of the environmental values.
3. To provide for appropriate cultural and traditional land use.
4. To minimise the potential for land use conflict.
5. To carefully manage and protect natural resources.

Strategies:

1. Support pastoral activities while accommodating more irrigation-based and other economic diversification.
2. Support, if necessary through specific zoning in the Scheme, traditional cultural and natural resource uses.
3. Support the creation and protection of State managed nature reserves or Indigenous Protected Areas over areas with significant environmental/cultural values.

Actions:

- Set out a General Agriculture zone within the Scheme that provides for a range of rural activities associated with the pastoral industry and ancillary uses which are compatible with the capability of the land and retain the rural character and amenity of the locality.
- Set out a Cultural and Natural Resource zone within the Scheme that provides for traditional land use associated with cultural values and natural resources.
- Set out an Irrigation Investigation Area that reflects the extent of the Department of Agriculture's LaGrange Project.

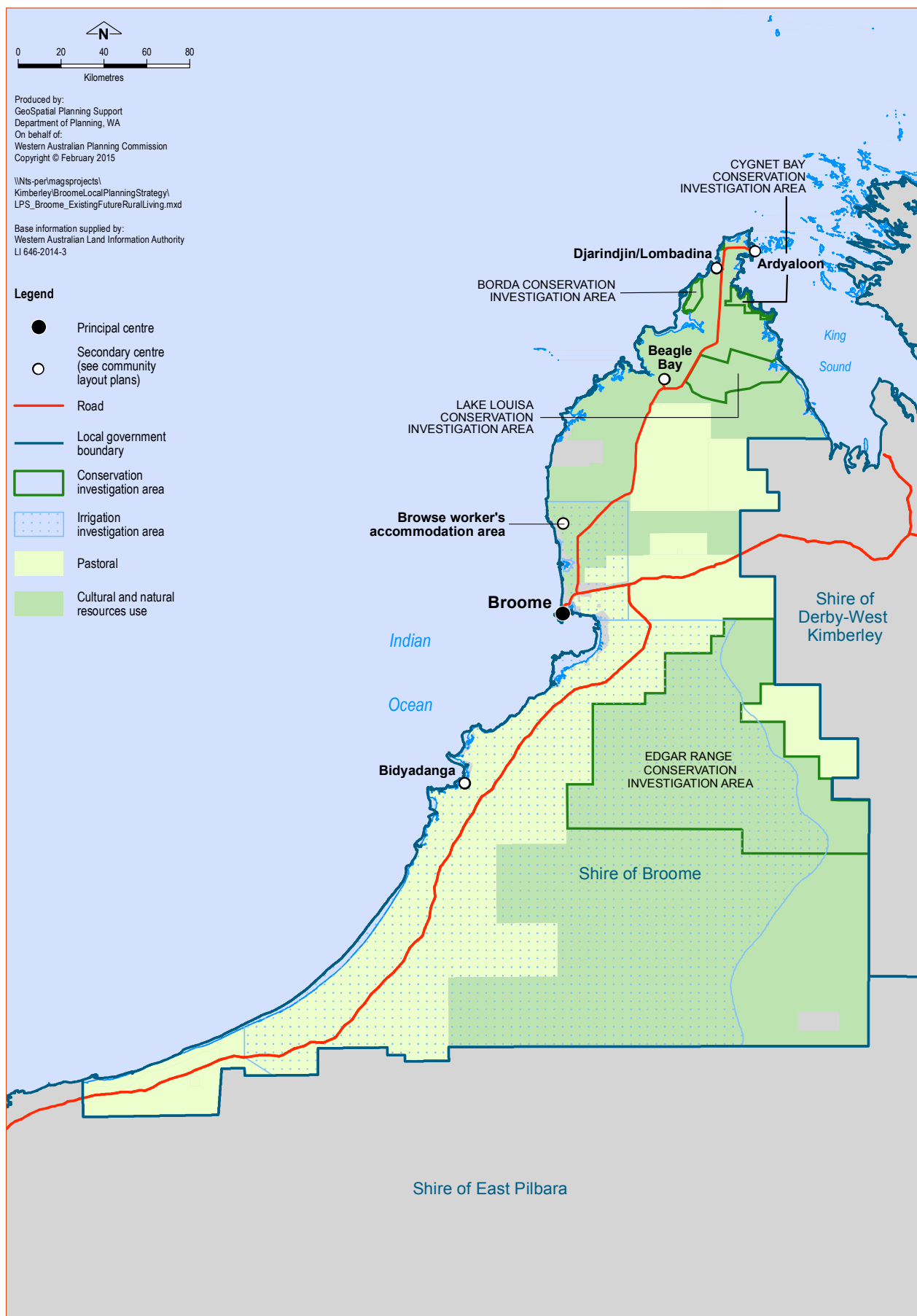


Figure 4: Existing and Future Pastoral and Rural Living Areas – Shire



Figure 5: Existing and Future Pastoral and Rural Living Areas – Broome townsite and surrounds

2.4.5 Industrial Land

Industrial land comprises areas set aside for industrial development and other employment activities that are not or less suited to other types of urban zones due to their scale or potential impacts.

Anticipated future and existing Industrial development within the Shire is depicted in Figure 6.

Objectives:

1. To ensure that land is available for a range of industrial uses to support economic growth within the Shire, which includes the development of a Browse LNG Precinct and Broome Port as a supply base for the Browse Basin.
2. To ensure that industrial land is in appropriate areas to not impact on surrounding land uses.
3. Provide opportunities where appropriate for small business activities that incorporate caretakers with light and service industry.
4. Ensure light and service industry areas support micro and small business opportunities.

Strategies:

1. Provide general industry at Broome Road to accommodate the anticipated growth in the transport and construction sectors and other industries including expected growth from the development of the Browse LNG Precinct.
2. Provide for general industry that supports the Broome Port as a supply base for the Browse Basin.
3. Provide for industries that are associated with the LNG processing at the Browse LNG Precinct.
4. Provide for light and service industry areas within the secondary centres to accommodate the secondary centres' role as service hubs for the community's needs without detracting from the primacy of Broome as the principal centre.



Actions:

- Set out a General Industry zone that provides for large storage and transport related land uses, noxious, hazardous and port related industry and other land uses which require large land parcels and/or separation from other land uses.
- Set out a Light and Service Industry zone that provides for light and service industry uses and associated uses which are compatible with residential development.
- Set out a Port zone that allows for the development of industrial uses and activities which are associated with the Port.

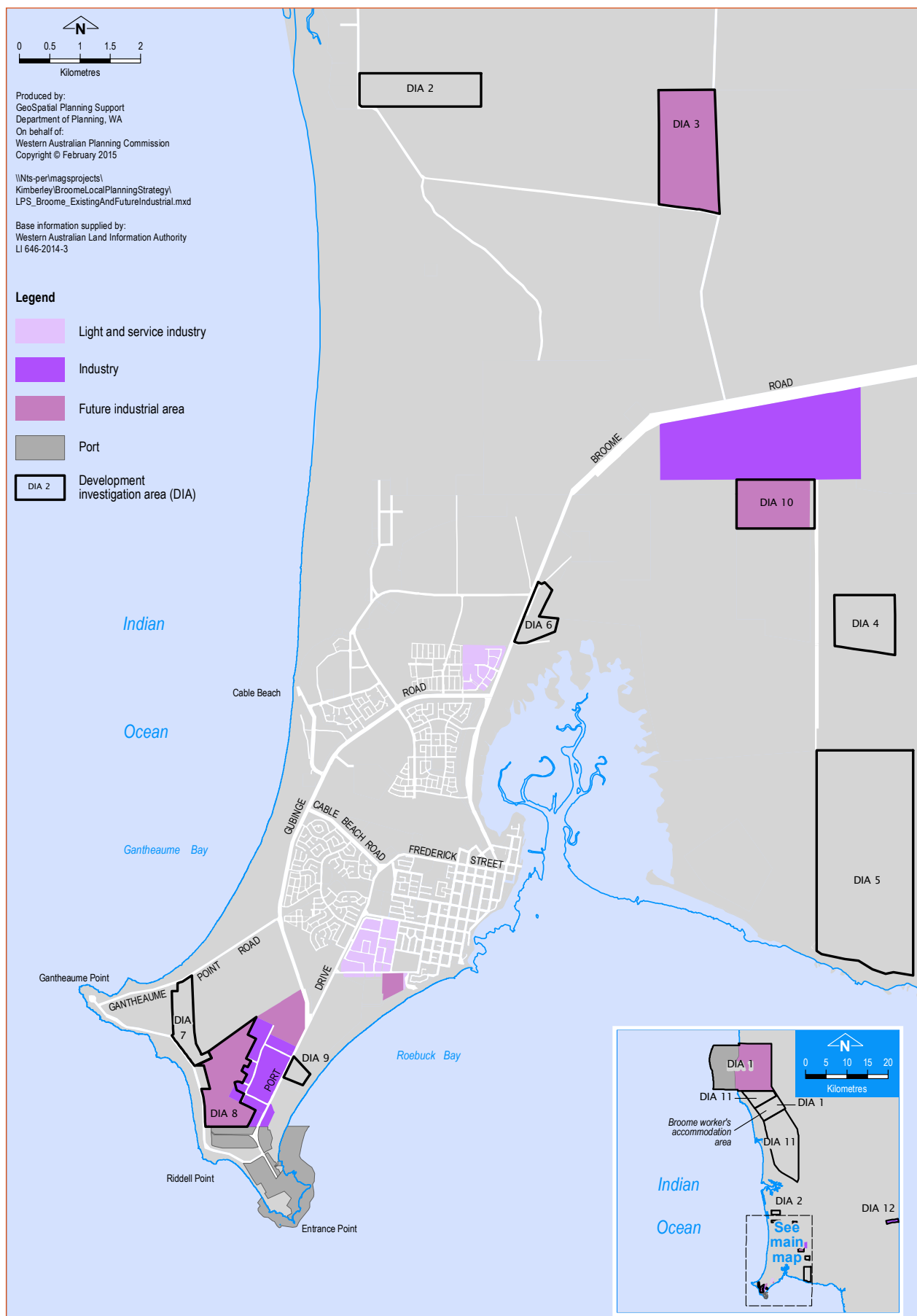


Figure 6: Existing and Future Industrial Areas – Broome townsite and surrounds

- Promote implementation of the Broome Road Industrial Masterplan by the State Government as a matter of urgency to ensure appropriately zoned land is available to support the potential development of the Browse LNG Precinct.
- Incorporate the Broome Road industrial area into a Developer Contributions Area within the local planning scheme and develop a contributions scheme in cooperation with LandCorp and Yawuru.

2.4.6 Cultural Heritage

The Shire of Broome has a rich cultural heritage encompassing many different cultural groups. In addition to a strong and celebrated Aboriginal culture many thousands of years old, Japanese, Malay, Filipino, Chinese, Timorese and Koepanger influences are evident in the daily lives of many families. The Shire's settlement history is also of interest as it encompasses the pastoral and pearling industries which were integral in the establishment of settlements by the non-indigenous population and served as a conduit for the meeting of respective cultures.

It is important to protect and manage the significant cultural heritage of the Shire which is valuable to the region's inhabitants and acknowledged both nationally and internationally.

Figure 7 shows all sites within the Broome townsite registered on the Department of Aboriginal Affairs Register of Places and Objects. Figure 8 shows all sites outside the Broome townsite registered on the Department of Aboriginal Affairs Register of Places and Objects

Objectives:

1. To identify and protect the Shire's places, precincts, and landscapes of historical cultural significance, incorporating both Aboriginal and non-Aboriginal cultural heritage and recognising the linkages between the two.
2. Ensure future development proposals consider cultural heritage values.

Strategies:

1. Increase the knowledge of the importance of heritage corridors to assist in the preservation of historical artefacts and significant landscapes and the management of unauthorised access through pastoral leases.
2. Incorporate procedural requirements into the planning process that effect the preservation of cultural heritage including the West Kimberley National Heritage listing.
3. Ensure that land use planning initiatives and management arrangements occur in partnership with traditional owners.

Actions:

- Finalise the review of the Shire's Municipal Heritage Inventory.
- Preserve corridors which are reflective of pioneering history such as the Kimberley De Grey Stock Route.
- Require proponents to undertake cultural heritage assessments such as archaeological and ethnographic surveys in areas that are the focus of urban expansion and development.
- Outline requirements for engaging Aboriginal stakeholders in the planning process including an invitation to Aboriginal custodians of cultural property to share their names and connecting stories through education.
- Recognise Indigenous Protected Areas.
- Allow for land adjacent to sites of cultural heritage significance to be reserved or rezoned in a manner that facilitates sympathetic re-use of heritage assets through planning incentives and design requirements.
- Allow development and / or alteration of heritage places for tourism purposes in specified circumstances.
- Ensure the reuse of the heritage place does not detract from the heritage significance.

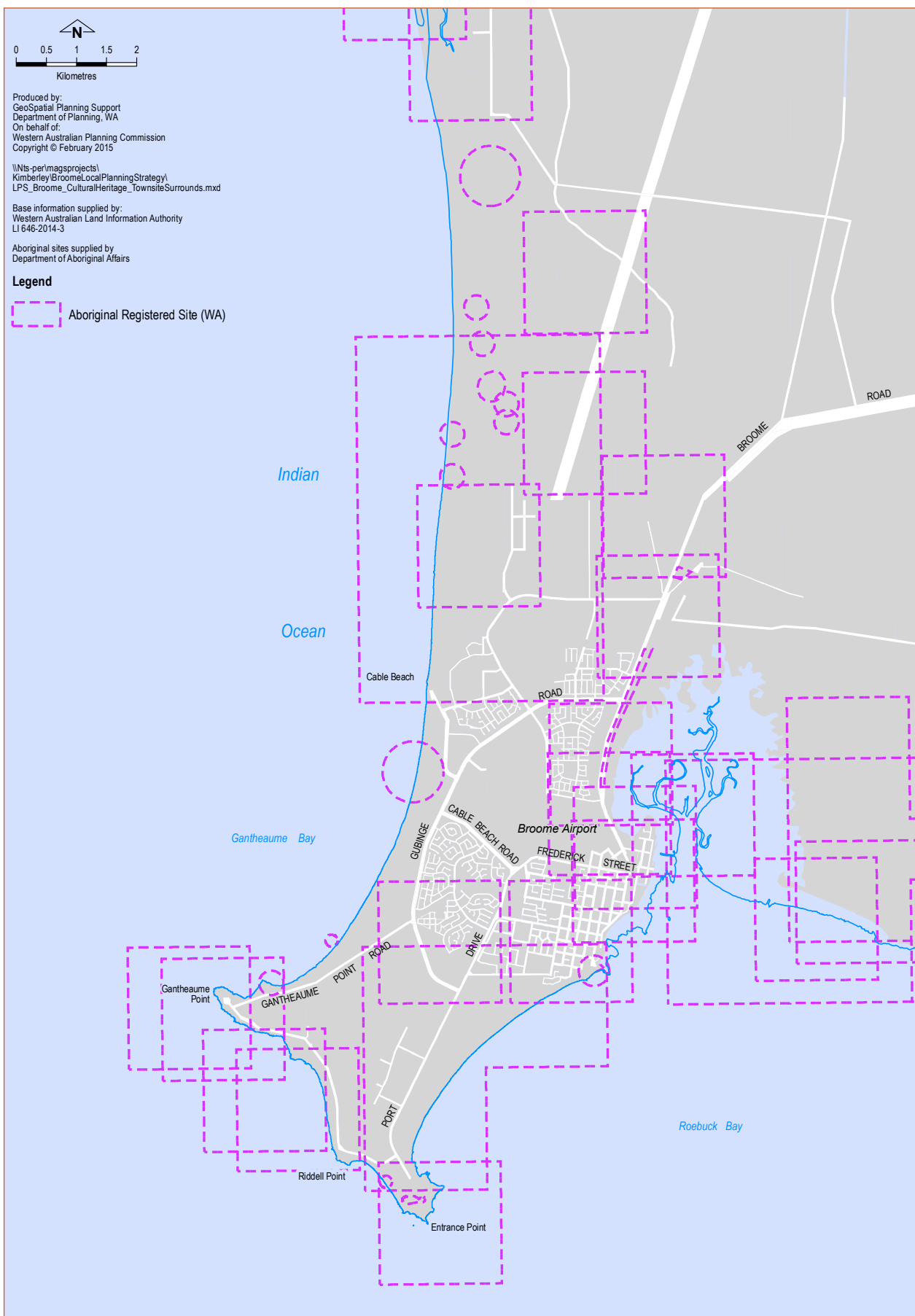


Figure 7: Cultural Heritage – Broome townsite and surrounds

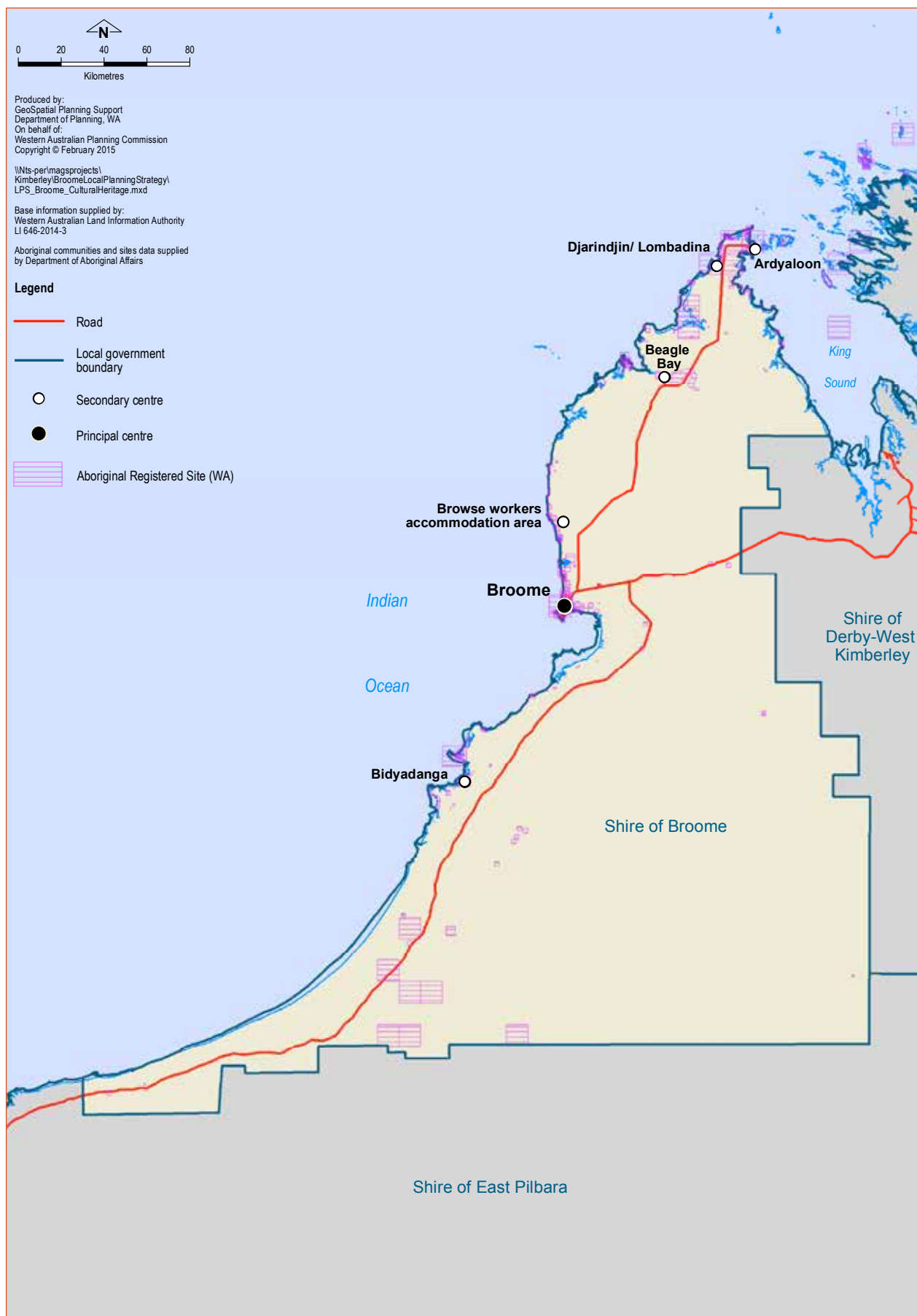


Figure 8: Cultural Heritage – Shire

- Undertake a heritage and cultural study to provide an analysis of information regarding site locations to inform the establishment of environmental and cultural corridors.
- Support partnerships between government, resource companies and Aboriginal settlements for shared ownership, responsibility and design of strategies in relation to promoting cultural heritage.
- Encourage elements of Aboriginal art, history and culture to be incorporated into the design of public open space.
- Prepare a new Local Planning Policy – Consultation Aboriginal Culture and Heritage.

2.4.7 Retail, Commercial and Activity Centres

Retail and commercial uses, with some key exceptions, are components of multi-purpose activity centres, distributed according to a centre hierarchy, in which a range of retail, commercial, community, entertainment, education, civic and employment activities will be located.

Outside the Broome townsite, road houses function as small service centres, providing fuel and convenience retailing. Service centre investigation areas have been identified on the Strategy maps within the Dampier Peninsula. These sites have been identified by each of the Traditional Owner groups as being suitable locations for facilities to be established to implement visitor management and education and to cater for the needs of visitors and residents such as a road houses, ranger stations and/ or arts centres.

Anticipated future and existing retail and commercial development within the Broome townsite is depicted in Figure 9.

Objectives:

1. To provide for 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.

Strategies:

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.
7. Support the development of activity centres in remote areas to provide convenience retail to travellers and residents.
8. Incorporate appropriate local activity centres into the Layout Plans for Secondary Centres.

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.

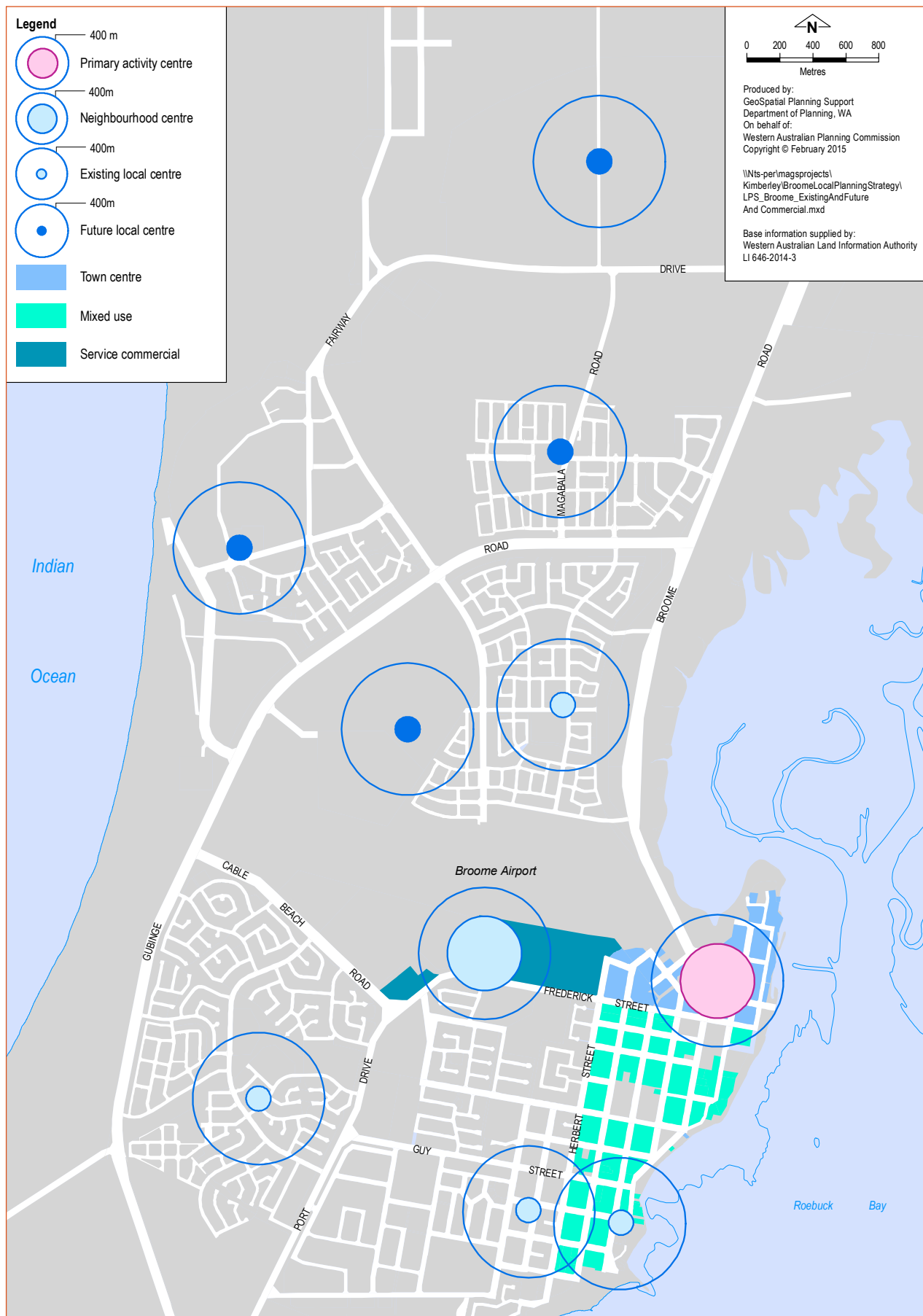


Figure 9: Existing and Future Retail and Commercial Areas – Broome townsite

- 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.
- Support the review of Layout Plans to incorporate consideration of retail and commercial needs.

2.4.8 Tourism

The Broome tourism market is currently experiencing an increased demand in business tourism with a down turn in leisure tourism. This sector is essential to the continued economic growth of the Shire and as such future planning needs to consider and manage current and anticipated issues associated with it.

Future and existing tourism nodes of the Shire are depicted in Figure 10. Figure 11 depicts the tourism activities within the Broome Townsite.

Objectives:

1. Within the principal centre, provide a range of urban tourist developments that cater for leisure and business tourism.
2. Outside the principal centre, ensure that tourism development and activities remain low impact in character to be compatible with maintaining the environmental, heritage, cultural and landscape values of the Shire of Broome.
3. To ensure that provision is made for caravan parks and camping grounds within the Shire of Broome to cater for leisure tourists.

Strategies:

- 1) Establish a hierarchy of tourism nodes to control the intensity of development at each location.
- 2) Facilitate expansion of leisure tourism within the urban areas of Broome Townsite, in particular Precinct 11 – Cable Beach Tourist. ‘Leisure Tourism’ refers to forms of development which incorporate resort style accommodation.
- 3) Support the development of business tourism within Precinct 1 – Chinatown and Precinct 2 – Old Broome. ‘Business Tourism’ refers to forms of development which are focussed on providing services to short term business visitors and may include hotel, motel, serviced apartment, bed and breakfast and similar uses.
- 4) Support the provision of remote eco-adventure and cultural tourist experiences in areas where compatibility with the cultural, environmental and landscape values can be achieved.
- 5) To ensure that appropriate land remains as State reserves vested with Shire of Broome to provide for caravan parks and camping grounds within the Shire.
- 6) Facilitate the development of the following major tourism nodes for up to 500 people:
 - Kooljaman
 - Cygnet Bay
 - Middle Lagoon
 - Willie Creek

- Eco Beach
- Port Smith
- Eighty Mile Beach

7) Facilitate the development of the following minor tourism nodes for up to 200 people:

- Gumbarmun
- Djarindjin/Lombadina
- Pender Bay
- Barred Creek
- Roebuck Plains Roadhouse
- Barn Hill
- Bidyadanga
- Sandfire Roadhouse

Actions:

- Include a Low Impact Tourist Development zone in the local planning scheme to provide for tourist development that has minimal impact on the existing amenity and landscape values of the area.
- Develop a Shire wide tourism strategy that considers accommodation, attraction, activities and access.
- Include a Tourist Development zone in the local planning scheme to provide for resort style accommodation, caravan parks, and associated tourist facilities.
- Include a Special Use zone for caravan parks to ensure the continued use and operation of land for caravan park purposes.
- Prepare a development strategy by reviewing the Cable Beach Development Plan (Shire of Broome, 2003) and develop design guidelines that provide flexibility for tourist developments within the Tourist Development zone with regards to short and long stay provisions.
- Prepare and implement a Development Strategy for the Town Beach area within Precinct 2.
- Require the preparation of local development plans for tourism nodes shown on LPS Map 1.
- Prepare a development strategy for tourism development at Barred Creek and Willie Creek.
- Develop a Shire owned Caravan Park at Cable Beach.
- Develop local planning scheme provisions that allow for economic diversification on rural land subject to pastoral leases.
- Develop a local planning policy that provides general guidance to applicants regarding the assessment criteria for different forms of tourism development.



photo courtesy – Tourism WA



Figure 10: Existing and Future Tourism Nodes



Figure 11: Tourism Precincts – Broome townsite

2.4.9 Open Space (Regional, District and Local)

Public open space is a vital component of any urban environment and performs many social, environmental and economic functions. It complements the built form, contributes to the identity of place and provides recreational opportunities, which are integral roles in building quality places to live. The passive and active attributes of public open space also contribute towards increased health and well-being of the public.

Existing and future district, neighbourhood and local parks within the Shire are depicted in Figure 12.

Objectives:

1. Provide an integrated open space and drainage network that sets out an open space hierarchy that serves the active and passive recreational needs of residents and visitors.
2. Ensure public and private open space areas contribute positively towards the amenity, cultural, environmental and landscape values of the Shire and have regard to Broome's climate and environment, particularly the provision of shade.

Strategies:

1. The Broome Recreation and Aquatic Centre (BRAC) is to remain and provide for the regional and district active recreational open space through quality playing surfaces and facilities for organised activities.
2. Provide for and encourage co-located district open space at school sites that meets community and school needs.
3. Provide central neighbourhood parks of around 3,000 sqm for every 600 – 800 lots as identified on Figure 12.
4. Provide an integrated drainage network that allows usable passive recreation and connects open space where appropriate.

5. Provide local parks that provide for children's playgrounds and resting places designed as small break-out parks along the connected green network and within 300 metres of all dwellings.
6. Provide for the movement of flora and fauna and interpretation of heritage and cultural values within the open space network through the use of environmental and cultural corridors within urban areas.
7. Provide for access and recreation activities within coastal foreshore areas.
8. Ensure that the design guidelines for Precinct 3 – Streeter, Forrest and Matsumoto incorporate opportunities to provide a greater range of recreational open space.
9. Ensure that open space provision is integral to the preparation and review of Layout Plans for secondary centres.
10. To activate and recognise the recreational potential of the foreshore reserves within the Broome townsite.
11. Provide for an integrated network of walkways and trails.

Actions:

- Provide an Open Space and drainage reserve in the Local Planning Scheme.
- Review the Open Space strategy (Open Space Review 2009) to provide for the agreed levels of service for each area of open space and to set benchmarks for future open space provision.
- Prepare and implement a development strategy for the Broome Recreation and Aquatic Centre facility.
- Integrate existing drainage reserves into the open space network.
- All structure plans to maximise pedestrian connectivity and promote safe, frequent and appropriate recreational use of the open space system by local residents based on principles in Liveable Neighbourhoods and with greater emphasis on green (multi-use) corridor concepts where appropriate.



Figure 12: Existing and Future District, Local and Neighbourhood Parks – Broome townsite



Figure 13: Existing Community Infrastructure and Facilities – Broome townsite

- Consider investigating the feasibility of developer contribution schemes for regional and district public open space.
- Provide one district playing field within each secondary centre.
- Provide a foreshore boardwalk between Streeters Jetty and Town Beach Jetty.
- Develop a coastal park management plan in conjunction with Yawuru and the Department of Environment and Conservation for in town reserves.
- Develop a Trails Master Plan for the Shire.

2.4.10 Community Infrastructure and Facilities

Appropriate community infrastructure and facilities within Broome contribute to the well-being of residents and visitors. Appropriate community infrastructure and facilities should be planned based on the locality and surrounding land uses.

Figure 13 depicts the locations of the current community infrastructure and facilities within the Broome Townsite.

Objectives:

1. To promote the efficient and effective provision of community infrastructure and facilities to meet the demands of residents and visitors through best practice asset management.
2. Encourage multiple use facilities that are fit for a range of purposes.

Strategies:

1. Ensure community facilities are developed to include a range of uses and be adaptable to future changes in use and users.
2. Prepare development contribution schemes for new greenfield residential development and significant urban renewal developments to provide and cater for the expected population needs.
3. Establish a single regional library in Broome townsite with library services incorporated into Rural Transaction Centres within the Secondary Centres.

4. Provide facilities that cater for arts/ performance.
5. Provide for a range of community facilities that can be used by the Not-for-Profit sector to meet community needs.
6. Provide land/buildings that cater for childcare and young persons' activity centres.
7. Investigate the most appropriate amenities for the locality, considering use by residents and visitors.
8. Support the development of Aboriginal community infrastructure, inclusive of mental health, aged care and short stay accommodation for health care patients.
9. Provide for boat ramp and jetty facilities to cater for community needs.

Actions:

- Provide for development contribution areas within the local planning scheme.
- Prepare a community infrastructure and facilities developer contributions schedule for each developer contributions area in accordance with the recommendations set out in the Community Infrastructure and Facilities Plan.
- Relocate the Speedway and Motocross to Development Investigation Area No. 3 to provide for a motor sport complex.
- Develop a new library.

2.4.11 Transport and Interchanges

A range of transport infrastructure and interchanges is essential to facilitate the wide range of activities and development which occurs within the Shire. Future transport infrastructure and interchanges need to be planned and located according to demand and economic activities as well as aiming to provide effective linkages between the Broome Townsite, Secondary Centres and Rural Living Areas. Figures 14 and 15 depict existing and future transport infrastructure within the Shire.

Objectives:

1. Provide a transport network that adequately services residents and visitors including temporary workers associated with the Browse Basin and worker's accommodation Precinct.
2. Relocate the international airport.
3. Upgrade the port that is a supply base to the Browse Basin developments to allow for container shipping whilst also retaining its tourism function.
4. Provide an effective road network that sets out an appropriate hierarchy to cater adequately for the movement of goods and services to support the economic and population growth of the Shire of Broome.
5. Provide for effective pedestrian and cycle network that link people with places.

Strategies:

1. Develop an intermodal transportation strategy that incorporates the Department of Transport and Main Roads strategies to cater for future growth.
2. Establish timeframes for the relocation of the Broome International Airport.
3. Ensure air access to remote settlements.
4. Support the expansion of the port to be a supply base for the development of the Browse Basin.
5. Provide adequate road infrastructure to cater for the increased traffic movement.
6. Increase accessibility to Secondary Centres and remote settlements within the Dampier Peninsula.
7. Integrate the pedestrian and cycle network into both the road and open space network to connect people with places.
8. Connect Town Beach to Chinatown with a tram in the medium term and consider extending the tram line to Cable Beach in the longer term.
9. Expand bus service to cater for all residential areas in the townsite of Broome.

10. Ensure effective road infrastructure to provide access to coastal areas north of Willie Creek including James Price Point.
11. Provide for a direct road to the Strategic Browse Liquefied Natural Gas (LNG) precinct off Cape Leveque Road.

Actions:

- To reserve land abutting Broome Road as Public Purpose for aviation and airport uses.
- To incorporate an appropriate buffer surrounding the proposed airport site into a special control area to limit establishment of uses that could potentially impact on the operations of the airport.
- To provide and maintain local airstrips at Djarindjin/ Lombadina and Bidyadanga.
- Identify a development investigation area north of the port abutting the existing General Industrial land to allow for the expansion of port related activities.
- Support Main Roads WA in constructing and sealing the remainder of Cape Leveque Road.
- Investigate the potential for two loop roads from Beagle Bay as depicted on LPS Map 1, and undertake community consultation.
- Include an 'Arterial Road' Local Scheme Reserve in LPS6 that includes Broome Road south of Gubinge Road, Frederick Street, Port Drive south of the Gubinge Road intersection, and Cable Beach Road East.
- Provide for appropriate buffers adjoining major transport routes including Gubinge and Broome Roads.
- Provide a short to medium term road linkage from Cable Beach to Spoonbill Avenue, to be determined in conjunction with Main Roads Western Australia.
- Connect Short Street to Cable Beach Road West through the Airport after relocation and extend Jigal Drive south to connect to Fredrick Street.
- Develop and maintain Manari Road as a public access road to Willie Creek, Quondong Point and James Price Point.



Figure 14: Existing and Future Transport Infrastructure – Shire



Figure 15: Existing and Future Transport Infrastructure – Broome townsite and surrounds

- Support the development of a new access road to be constructed by Main Roads between Cape Leveque Road and the 'Strategic Browse Liquefied Natural Gas (LNG) Precinct'.

2.4.12 Natural Resource and Environment Management

The Shire of Broome has a unique and pristine environment with an abundance of natural assets. It is the Broome environment, particularly its coastal landscapes, that attracts both residents and tourists alike. Maintaining the Broome environment and managing competing land uses is essential if Broome is to remain a premier tourist destination, its economy is to continue to grow and community well-being is safeguarded.

Figures 16 and 17 depict natural resource areas in the Shire. Figures 18 and 19 depict environmental areas within the Shire.

Objectives:

1. Protect, conserve and enhance natural resources and the environment within the Shire.
2. Incorporate protection of water resources and management strategies into land use planning for the protection and conservation of water management and quality
3. Incorporate adaptation strategies to ensure mitigation against coastal vulnerability and climate change.

Strategies:

- 1) Integrate environment and natural resource management into land use planning systems and decision making processes.
- 2) Incorporate north-west environmental climatic conditions as variations into the Shire's land use planning systems and decision making processes.
- 3) Protect and enhance the local biodiversity of the Shire through the implementation of a Shire wide biodiversity strategy to develop management practices, identify areas of significance and required conservation measures.

- 4) Identify appropriate buffers with the local planning scheme to minimise any impacts to sensitive land uses and significant environmental assets including air quality.
- 5) Integrate the north-west variations for Better Urban Water Management practices into the Shire's planning framework to protect water quality and advocate appropriate stormwater management practices.
- 6) Mitigate against the impacts of coastal vulnerability for the Broome townsite
- 7) Consider the cultural and Indigenous heritage values of the natural environment and incorporate those into management practices specifically in relation to the foreshore areas.
- 8) Ensure appropriate testing and management strategies are prepared for any development which could impact on acid sulphate soils.
- 9) Support conservation, protection and management of natural resources and native vegetation where possible, to enhance soil and land quality, water quality, biodiversity, fauna habitat, landscape, amenity values and ecosystem function.
- 10) Identify the strategic mineral resource extraction sites in the Shire and incorporate the protection of these resources in the Shire's land use planning systems and decision making processes.

Actions:

- Prepare a Climate Change Adaptation Action Plan which considers mitigation measures to possible risks to the Shire's environment from predicted climate change impacts.
- Develop an Environmental Management Framework to be incorporated into the Shire's planning framework.
- Prepare a Local Planning Policy or Shire Structure Plan Guidelines which integrates the north-west climatic variations for Better Urban Water Management and incorporates the Shire of Broome Stormwater Guidelines 2009 for the Shire's planning framework.



Figure 17: Natural Resource Areas – Broome townsite



Figure 19: Environmental Areas – Broome townsite and surrounds

- Prepare a coastal vulnerability study to inform management practices for coastal foreshore areas.
- Determine the appropriate foreshore reserve required to accommodate coastal processes as per State Planning Policy 2.6.
- Develop and Implement water sensitive urban design appropriate for the North West climate conditions to manage stormwater design and water quality to mitigate the impacts on natural areas and receiving water bodies.
- Progress the development and implementation of the joint management arrangements for the Broome Coastal Park In-town Reserves Management Plan.
- Support the development and implementation of groundwater allocation plans and management plans for the Broome Sandstone Aquifer.
- Develop and implement a local biodiversity strategy incorporating mechanisms and tools for its implementation into the land use planning process.
- Integrate WAPC guidelines for Better Urban Water Management and Shire of Broome – Guidelines Stormwater Drainage Systems 2009 into the preparation of Layout Plans to ensure water sensitive urban design is considered in Secondary Centres and Rural Living areas.
- Undertake a risk assessment to groundwater aquifers in remote settlements and develop strategies to manage water quality and land use practices.
- Include a special control area over the Broome PDWSA in the local planning scheme so that land use planning decisions are consistent with the protection of the groundwater resource and the requirements of the Broome Water Reserve Drinking Water Source Protection Plan (DoW, 2012).
- Include a special control area over flood prone areas in the local planning scheme to inform land use planning decisions.
- Include a special control area over RAMSAR wetland protection areas in the local planning scheme so that land use planning does not impact on existing conservation wetland areas within the Shire.
- Include areas in the Environmental Cultural Corridor as identified in the biodiversity mapping and through planning processes that have high conservation significance.
- Include special control areas over designated water catchments and drainage aquifer recharge areas in the local planning scheme to protect areas from development pressure and address water quality discharged into these sites.
- Prepare a District Water Management Strategy for the whole Shire to improve the management of the water cycle and optimise the use and reuse of all forms of water for fit-for- purpose needs for users now and into the future, consistent with Better Urban Water Management (WAPC, 2008).
- Prepare a Shire Wide Bushfire Hazard Assessment.
- Map existing Indigenous Protected Areas (IPAs) in the figures of the Local Planning Strategy.

2.4.13 Utilities

Existing and future utility infrastructure provision within the Shire needs to be considered to accommodate sustainable growth.

Existing utility infrastructure within the Shire is depicted in Figure 20.

Objectives:

1. To ensure there is capacity in utility infrastructure to provide for sustained growth and spikes in population growth.
2. To provide utility infrastructure to support the future development of the Shire.

Strategies:

1. Develop a best practice alternative waste treatment facility in line with the State Waste Strategy.
2. Provide electrical infrastructure which has the capacity to service future growth and development within the Shire.
3. Provide telecommunication infrastructure which has the capacity to service future growth and development within the Shire.
4. Provide wastewater infrastructure which has the capacity to service future growth and development within the Shire.
5. Ensure that industrial development has access to reticulated waste water.
6. Provide adequate gas infrastructure which has the capacity to service future growth and development within the Shire.
7. Develop synergies between existing and future utility infrastructure to ensure efficiency in services being provided.
8. Underground power lines in the whole of Broome Townsite.
9. Ensure Aboriginal settlements are provided with appropriate utility infrastructure to meet their needs.

Actions:

- As a matter of urgency prepare a Resource Recovery Strategy which promotes the Western Australian Waste Strategy.
- Undertake site selection studies for the future relocation of the existing waste management facility.
- Collaborate with relevant utility providers to assess the capability of existing utilities infrastructure and plan for future expansion or relocation in accordance with the Utilities Providers Code of Practice.
- Create a synergy between the future landfill facility and power station for the storage of gas supply as currently exists within the existing landfill site.



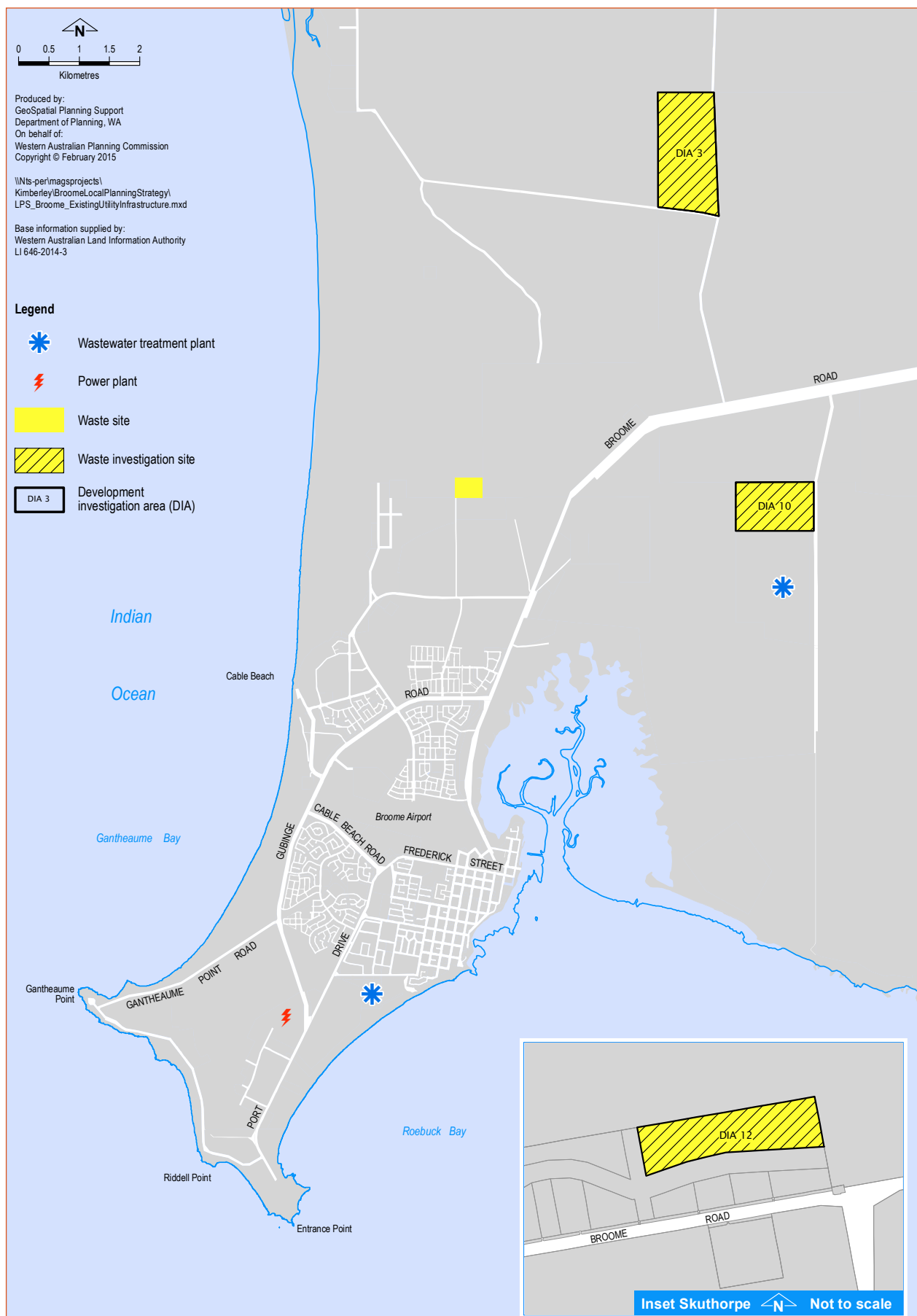


Figure 20: Existing Utility Infrastructure – Broome townsite and surrounds

3 Spatial framework

3.1 Maps

The Local Planning Strategy Maps depict the land use and functional designations described in 3.2 and 3.3.

3.2 Land Use/Function Categories

The Local Planning Strategy provides for the long-term use, development and conservation of land through zones, reserves and other designations depicted on the Local Planning Strategy Maps.

Some of the zones, reservations and other designations in the Local Planning Strategy are reflected in the accompanying Scheme. Others will need to be addressed by future Scheme amendments.

The following designations set out the long-term intended uses or functions of each of the designations on the Local Planning Strategy Maps.

3.2.1 Airport

The airport reserve provides for the future airport along Broome Road. This area is to be developed for aviation related purposes only and appropriate buffers should be incorporated into special control areas to minimise conflicting land uses.

3.2.2 Coastal Areas

The Coastal Areas represent a form of regional open space that contains areas of State, National and International Importance. Within these areas land use and development proposals should aim to protect and enhance the environment providing limited unique tourist and local recreation pursuits.



photo courtesy – Tourism WA

3.2.3 Cultural and Natural Resource Use Areas

These areas provide for structures and/or activities associated with traditional Aboriginal law and culture, and resource development.

The land is predominantly associated with unallocated crown land within the Dampier Peninsula and provides for rural living associated with outstations, smaller Aboriginal settlements, minor tourism development, and resource development. Traditional uses associated with Aboriginal culture should be exempt from the need to obtain planning approval within the zone.

3.2.4 Development and Settlement

Areas designated as Development or Settlement are expected in the future to have some form of development, but the actual detailed planning for roads, lot layout, open space, Aboriginal heritage and cultural areas, land use, etc may not yet be fully determined and a Structure Plan (Development) or Layout Plan (Settlement) will be required to be undertaken to determine further planning for the area.

Scheme provisions relating to the Development zone and the Settlement zone provide flexibility in planning for a growing town or settlement and accommodate a range of land uses through the associated Structure or Layout Plan.

3.2.5 Environmental Cultural Corridors

Environmental Cultural Corridors identified in this strategy provide for an overarching designation of areas intended as strategic corridors for the migration of species and continued traditional cultural use by Aboriginal people. Land use and development proposals in these corridors should aim to protect and enhance the environment and recognise the Aboriginal heritage and culture and therefore be minimal in nature to ensure the land allows for flora and fauna habitats to allow climate change adaptation.

Within the urban areas the Environment Cultural Corridors contribute to a unique urban form that allow climate relief, drainage areas, flora and fauna habitats and limited tourism or recreation activities.

3.2.6 Pastoral

Land designated as Pastoral generally provides for pastoral use and agricultural opportunities or large land holdings to accommodate land uses which may require isolation from closer urban development. Traditional land uses associated with Aboriginal culture and heritage within this land use category is exempt from the need for planning approval.

3.2.7 Highways and Major Roads

The Highways and Major Roads reserve (Broome Road, Old Broome Road, Cable Beach Road East, Gubinge Road, Port Drive, Frederick Street) depicts the main freight/ road train route for the town. This route is aimed to minimise disruption to the growth and function of the town. It also provides dispersal of local and tourist traffic into and throughout the town. A new designation is to be provided that follows Cape Leveque road from Broome Road towards the north up to Cape Leveque.

3.2.8 Industry

Areas designated Industry are related to storage, transport activities, port related uses, hazardous and noxious industry on large lots.

3.2.9 Light and Service Industry

Light and Service Industry is designated for smaller light/service industry activities. It allows factory units to be developed. Caretaker housing could be provided for where it is ancillary to a light or service industry use.

3.2.10 Local Centre

Areas designated as local centres identify existing and proposed neighbourhood and local centres, which provide for convenience shopping. The designation reinforces the role of these centres to serve the surrounding neighbourhood for convenience goods, as outlined in the Local Commercial Strategy. Community facilities may also develop in these centres.

3.2.11 Mixed Use

This designation provides for a mixed land use area for offices, medium density residential (R40) and tourist accommodation. Setbacks apply for all development to assist the compatibility between land uses and to provide a more open form of development between lots. Its location is central and accessible for the town and includes an existing mixed land use area.

In certain locations (between Robinson and Walcott Street north of the Broome Hospital and between Robinson and Herbert Streets north of Robert Street) a lower density of R10 is considered appropriate to preserve the historic character of the area, except where otherwise indicated on the local planning scheme maps.

To ensure that development in this designation does not take place in an ad-hoc manner, future rezoning from 'Residential' to 'Mixed Use' shall be consistent with the Shire's Local Commercial Strategy. Additional information required to support rezoning applications will include commercial needs analysis.

3.2.12 Parks, Recreation and Drainage

Parks, Recreation and Drainage reserves are essentially local open space areas for formal recreation, playgrounds, health and wellbeing and serving the local community. In line with the Open Space Strategy these areas incorporate drainage functions into the open space network to allow better connectivity of formalised active open space and permeability in the urban form.

Low-impact tourism, such as eco-tourism may be considered by Council on an individual case by case basis.

3.2.13 Port Land

The Port Land designation reflects the government owned land surrounding the Port. The development of this area is generally guided by the Broome Port Land Use Study and Development Guidelines for associated port and government activities. It is recommended that a development strategy and structure plan be developed to better guide development within this area.

3.2.14 Public Purpose

The Public Purpose reserve provides for a range of land uses which may be government land, Commonwealth, State and/or Local Government land uses, generally public activities for the community, recreation activities, public services and facilities.

3.2.15 Residential

The Residential designation provides for a variety of dwelling densities across the Scheme Area, based on the Housing Strategy. It reflects densities to accommodate the population structure and growth and to reflect the character of the various Precincts. Planning for future residential areas is predominantly based on a gross density of around 10 lots per hectare, which provides for a net density of around R20. It is important that specific design guidelines be developed in order to reflect the character of the town and in particular a density and urban form which is compatible with the climate and environmental conditions of the Kimberley.

3.2.16 Rural Living

This designation provides for a spacious 'lifestyle' lot permitting one house per lot in a non-urban environment. Lots range in size from 1 hectare to 4 hectare depending upon the location of the particular Rural Living area, and availability of water and other services. Limited rural pursuits may be permitted depending upon water availability and effect on the amenity of the area. Small scale tourist related activities, such as Bed and Breakfast accommodation and Art and Craft Centre may also be considered suitable in these areas.

3.2.17 Rural Small Holdings

This designation provides for the existing and future horticultural activities at Skuthorpe with lots between 10 and 40 hectares.

An investigation area is identified to the east of Coconut Well, as well as along Manari Road adjacent to the Browse Worker's Accommodation Area. Limited subdivision potential exists in these areas due to ground water usage and development applications should consider controls to monitor water quality and quantity.

3.2.18 Service Commercial

Service Commercial provides for showrooms associated with the sale of large and bulky goods, car sales and drive through fast food outlets. All development is to be consistent with adopted Design Guidelines.

Within the area of the Cable Beach Road/Frederick Street junction the existing development, whilst having a large bulky goods format, contains particular uses unique to the site and as such the site was originally part of a Development Plan. Future development in this area will be consistent with the 'Special Use' zone applied under LPS6.

3.2.19 Tourist Development

Land designated for Tourist Development within the townsite of Broome is intended to provide for urban tourism that allows for business and leisure tourism. Some permanent residential can be considered on these sites and should incorporate workers accommodation and should not exceed 40% of the total number of units or the site area.

Tourist development includes caravan parks and other attractions such as the crocodile farm and bird sanctuary.

Minor tourism nodes outside of Broome are identified to provide for low impact tourist development that allow for an eco-adventure and cultural tourist experience. Staff accommodation should be incorporated onsite and some convenience retail may be provided to ensure guests and day visitors have access to supplies and services. Minor tourism nodes could accommodate up to 200 overnight guests in a limited range of accommodation types.

Major tourism nodes are expected to be able to cater for up to 500 overnight guests in a range of accommodation types.

3.2.20 Town Centre

Chinatown is designated as the Town Centre, reflecting the intention that it be the main commercial centre for Broome. The Town Centre designation provides for retail, office, commercial, residential, social, recreational and community facilities. The conservation and promotion of the unique heritage, architecture, and aesthetics of the town centre is reinforced by the Chinatown Development Strategy and Design Guidelines.

3.2.21 Future Development and Development Investigation Areas

In addition to zones and reserves, it should be noted that:

- where flexibility to adapt to changing circumstances is intended, Future Development Areas (as described in Section 7.2.7 of Part 2) are shown. Areas shown as 'Future Development Area' are currently zoned 'Development' under the local planning scheme; and
- where the long-term use is subject to further investigations, Development Investigation Areas are shown.

The identification of land for 'development investigation' does not mean that the land is zoned, or will be rezoned, for the future identified use, but rather the subject land will require detailed investigation and assessment to determine its suitability for that use.

A scheme amendment will therefore be required which includes, inter alia, detailed site specific assessment and structure planning incorporating sustainable design and servicing solutions.

The following Development Investigation Areas (DIAs) are set out in the Local Planning Strategy and depicted in Figure 21.

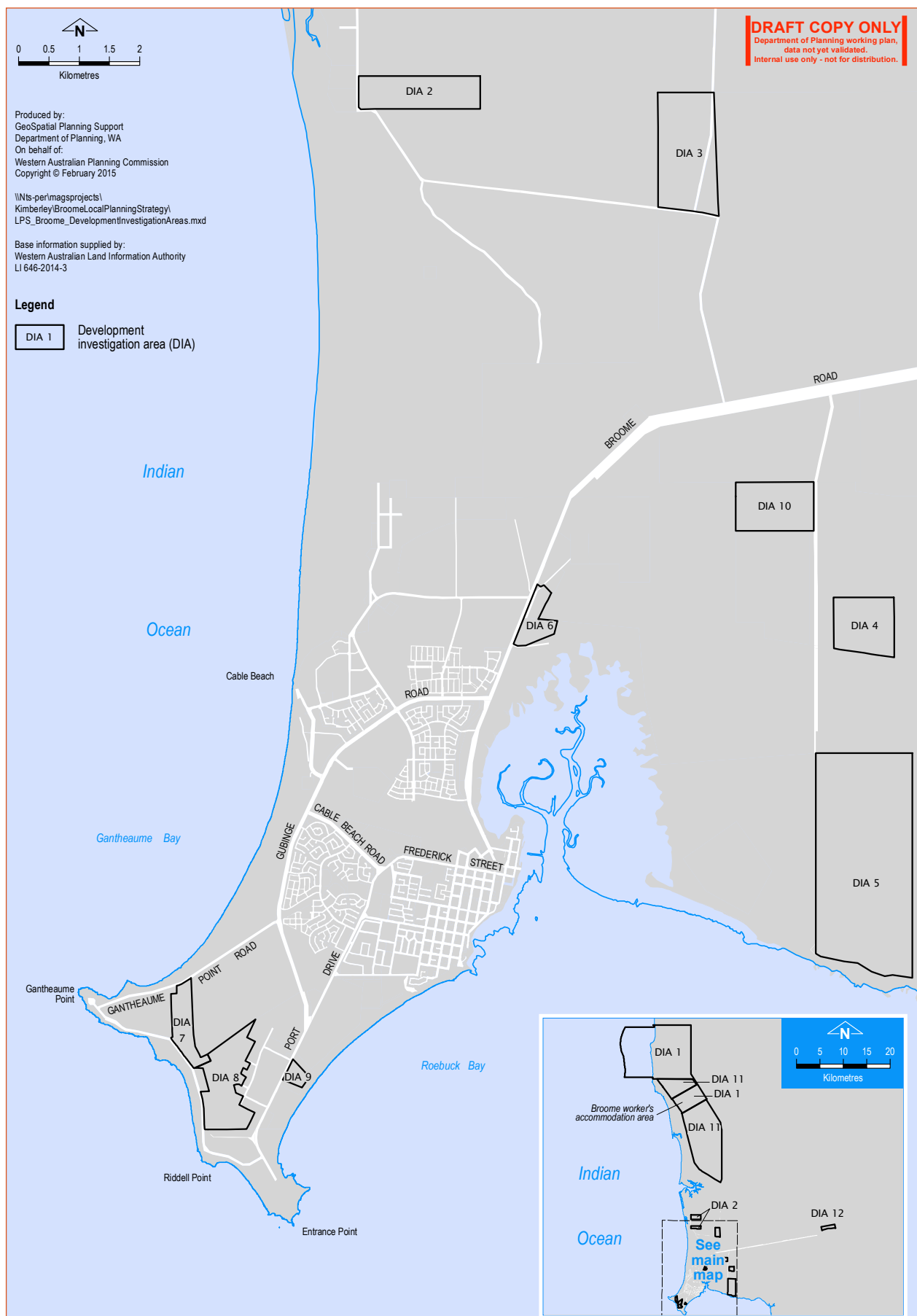


Figure 21: Development Investigation Areas

DIA 1 – Browse LNG Precinct

The Strategic Liquefied Natural Gas (LNG) Precinct proposed by the Department of State Development (DSD) near James Price Point is included in DIA 1. The proposal includes a new harbour specifically to service the LNG processing facilities and for the export of gas.

It also includes an area of 200 hectares for industrial activities which is associated with the LNG processing facilities. The industrial area is not for general industry and land uses within this area will be restricted to have a direct associated use to that of the LNG processing plant.

The precinct is also proposed to include an area for workers accommodation. The intent of the workers accommodation within the location is to minimise the impact of FIFO workers on the facilities, infrastructure and services of Broome and other areas.

The provision of transient worker accommodation within the precinct will also to an extent mitigate the demand on housing as a result of the proposal, thereby allowing the housing within Broome to provide for permanent residents intending to reside in Broome.

This proposal will require an amendment to the current planning controls. The current proposal is for an Improvement Plan to be prepared along with a related Improvement Scheme (refer to Section 4.3 in Part 2) which will supersede LPS6.

Whilst the Shire could over time address and provide the necessary infrastructure to accommodate Broome growing to a city of 30,000 or more, the development phase of the LNG Precinct would result in rapid expansion beyond the capacity of the Shire to manage in the short term. It is important that the development of this Precinct does not proceed until relevant strategies have been prepared in consultation with the Shire of Broome and the community to address and alleviate the potential impacts associated with rapid expansion.

DIA 2 – Coconut Well – Rural Living

Two areas of land to the east of Coconut Well have been identified in the Yawuru Indigenous Land Use Agreement (Yawuru ILUA) to be transferred to Yawuru as freehold. This area could provide more Rural Living within the Coconut Well Precinct, which is within reasonable proximity to the Broome Townsite.

DIA 3 – Coconut Well – Motorsport/ Waste Site

An area of the current Public Purpose reserve to the west of Cape Leveque Road and north of McGuigan Road is identified as a potential future area where a motorsport complex could be developed.

The current location of the Speedway places constraints on the future development of Broome North through EPA regulations. Should this DIA be considered suitable the area would provide the opportunity to relocate the existing speedway. The area is also considered large enough to provide a range of other possible uses including a motocross track for off road motorcycles.

The site is also being considered as a possible location for a new solid waste disposal site, to replace the existing site, which is nearing capacity. An alternative to the current waste disposal site will be required in 5 years, and the new site could be developed as a resource recovery park for the region, with the potential to convert waste into energy.

DIA 4 – Crab Creek Road – Rural Living

An area to the south east of the wastewater treatment plant, along Crab Creek Road, has been set out in the Yawuru ILUA to be transferred to Yawuru in freehold. This area provides an opportunity for Rural Living within close proximity to the future airport and the Broome Townsite.

DIA 5 – Crab Creek Road – Rural Living

A second area to the south of the wastewater treatment plant and east of Crab Creek Road has been set out in the Yawuru ILUA to be transferred to Yawuru in freehold. This area provides an opportunity for Rural Living within close proximity to the Future airport and the Broome Townsite.

DIA 6 – Broome Road – Service/Key Workers Accommodation

This DIA identifies the current speedway area for future investigation. Should the Speedway be successfully relocated to the north of town as discussed in DIA 3 the area may be an appropriate location for the development of service/key workers accommodation.

DIA 7 – Gantheaume Point Road – Tourism

The area to the east of the Turf Club is identified in the Yawuru ILUA to be transferred to Yawuru in freehold. This land provides an opportunity for tourism development.

DIA 8 – Port Drive – Industrial

The land directly to the north of the Port is identified in the Yawuru ILUA to be transferred to Yawuru in freehold. The Port Authority is currently undertaking investigations into the land with the intent to rezone the land to Industrial.

DIA 9 – Port Drive – Tourism

This Yawuru land is adjacent to Habitat Resort, and could be appropriate for tourism development.

DIA 10 – Crab Creek Road – Waste Site

This land north of the Waste Water Treatment Plant on Crab Creek Road is being considered as a possible location for a new solid waste disposal site to replace the existing site which is nearing capacity. An alternative to the current waste disposal site will be required in 5 years,



photo courtesy – Tourism WA

and the new site could be developed as a resource recovery park for the region, with the potential to convert waste into energy.

DIA 11 – Manari Road – Rural Small Holdings

The land directly adjacent to the Browse worker's accommodation area may be appropriate for rural small holding development.

DIA 12 – Skuthorpe – Waste Site

This land north of Skuthorpe on Broome Road is being considered as a possible location for a new solid waste disposal site to replace the existing site which is nearing capacity. An

alternative to the current waste disposal site will be required in five years, and the new site could be developed as a Resource Recovery Park for the region, with the potential to convert waste into energy.

3.2.22 Conservation Investigation Areas

Conservation Investigation Areas are shown as an overlay on the Strategy Maps. They identify areas which have been supported by the department of Parks and Wildlife (DPaW) for future conservation parks or reserves and may previously have been identified in CALM, Department of Environment and Conservation (DEC) and DPaW reports.

The identification of land for 'Conservation Investigation' does not mean that the land is zoned, or will be rezoned, for the future identified use, but rather the subject land will require detailed investigation and assessment to determine its sustainability for that purpose. A Scheme Amendment will therefore be required.

The following Conservation Investigation Areas are identified:

- Cygnet Bay;
- Borda;
- Leveque;
- Lake Louisa; and
- Edgar Range.

3.2.23 Irrigation Investigation Areas

Irrigation Investigation Areas are shown as an overlay on the Strategy maps. They identify areas which have been supported by the Department of Agriculture and Food WA (DAFWA) and Department of Water (DoW) as potential irrigation areas suitable for broad scale horticulture. Studies are currently underway in the La Grange Aquifer sub-area and the Waterbank area of the Dampier Peninsula to determine whether the areas are suitable for this purpose.

The form and scale of any potential horticultural development will be guided by the results of these investigations. The identification of land for 'Irrigation Investigation' does not mean that the land will be used for mono scale agriculture, however the outcomes of these investigations may ultimately support rezoning, and provide guidance for future subdivision and development.

3.2.24 RAMSAR Areas

The Convention on Wetlands (Ramsar, Iran, 1971), called the "Ramsar Convention", is an international treaty that embodies the commitments of its member countries to maintain the ecological character of their Wetlands of International Importance. In designating a wetland as a Ramsar site, countries agree to establish and oversee a management framework aimed at conserving the wetland and ensuring its wise use. Wise use under the Convention is broadly defined as maintaining the ecological character of a wetland. Wetlands can be included on the List of Wetlands of International Importance because of their ecological, botanical, zoological, limnological or hydrological importance. The Shire of Broome has multiple areas identified under this convention, such as Eighty Mile Beach, Roebuck Bay and the Mandorah Salt Marsh.

3.2.25 Marine Parks

Marine Parks and Reserves are created and managed by the Department of Parks and Wildlife under the provisions of the *Conservation and Land Management Act 1984*. The Kimberley Science and Conservation Strategy identifies the creation of five marine parks in the Kimberley. Two of these, 80 Mile Beach and Roebuck Bay are located in the Shire of Broome.

3.3 Precincts

The following section sets out recommendations for the planning and development of key Precincts within the Townsite of Broome, which are depicted in Figure 22 and on LPS Map 3.

It is anticipated that 'Development Strategies' and/or design guidelines may be prepared for each of the precincts indicated herein. The content of those development strategies and Design Guidelines will be adopted by Council as Local Planning Policies. The 'Development Strategies' will guide development within the precincts and will assist Council in making recommendations to the WAPC on subdivisions.

Design Guidelines will similarly be utilised to assist in assessing subdivision and development applications.

The list of Precincts is not exclusive and both the Precincts and related content may be amended over time in the interests of orderly planning and to reflect current issues and considerations.

This section sets out the objectives and guidelines for each precinct.

3.3.1 Precinct Statements and Design Guidelines

3.3.1.1 Precinct 1 (Chinatown)

Precinct 1 contains all land proposed to be zoned 'Town Centre' under LPS6 extending from Roebuck Bay south to Frederick Street and west to include that portion of the Airport bounded by the future Jigal Drive extension and Sandpiper Avenue.

Objective:

- 1) Establish Precinct 1 as the major retail, activity and commercial centre of the townsite.

Guidelines:

- Create diversity in the land uses being provided within the precinct to include offices, retail, community services, hotels, and maintain the cultural heritage, recreational and tourism values of the area.
- Implement the Chinatown Development Strategy and design guidelines.
- Re-zone eastern portion of FDA 4 in the LPS6 when the Airport relocates to facilitate residential development.

3.3.1.2 Precinct 2 (Old Broome)

Precinct 2 will extend from south of Frederick Street to the Roebuck Bay Caravan Park and west to Herbert Street. Precinct 2 will also include the Demco residential subdivision. This area is under a process of change and includes some land zoned 'Mixed Use' under the local planning scheme with majority zoned 'Residential'. The extension of commercial activities requires careful consideration to ensure development is undertaken in accordance with the Local Commercial Strategy.

Objective:

- 1) Establish Precinct 2 as a 'Mixed Use' area consisting of residential, tourist, and office uses in an open form of development that recognises the historic character of the area.

Guidelines:

- Prepare Development Strategies which consider the integration of retail, mixed use development and tourism and recreational values of the precinct.
- Implement the Development Strategies and design guidelines where necessary.

3.3.1.3 Precinct 3 (Streeter, Forrest and Matsumoto)

Precinct 3 consists of the post-war residential subdivisions of Broome located west of Herbert Street and south of Frederick Street to the boundary of the Light Industrial Area, including the Broome Cemetery reserves on Port Drive.

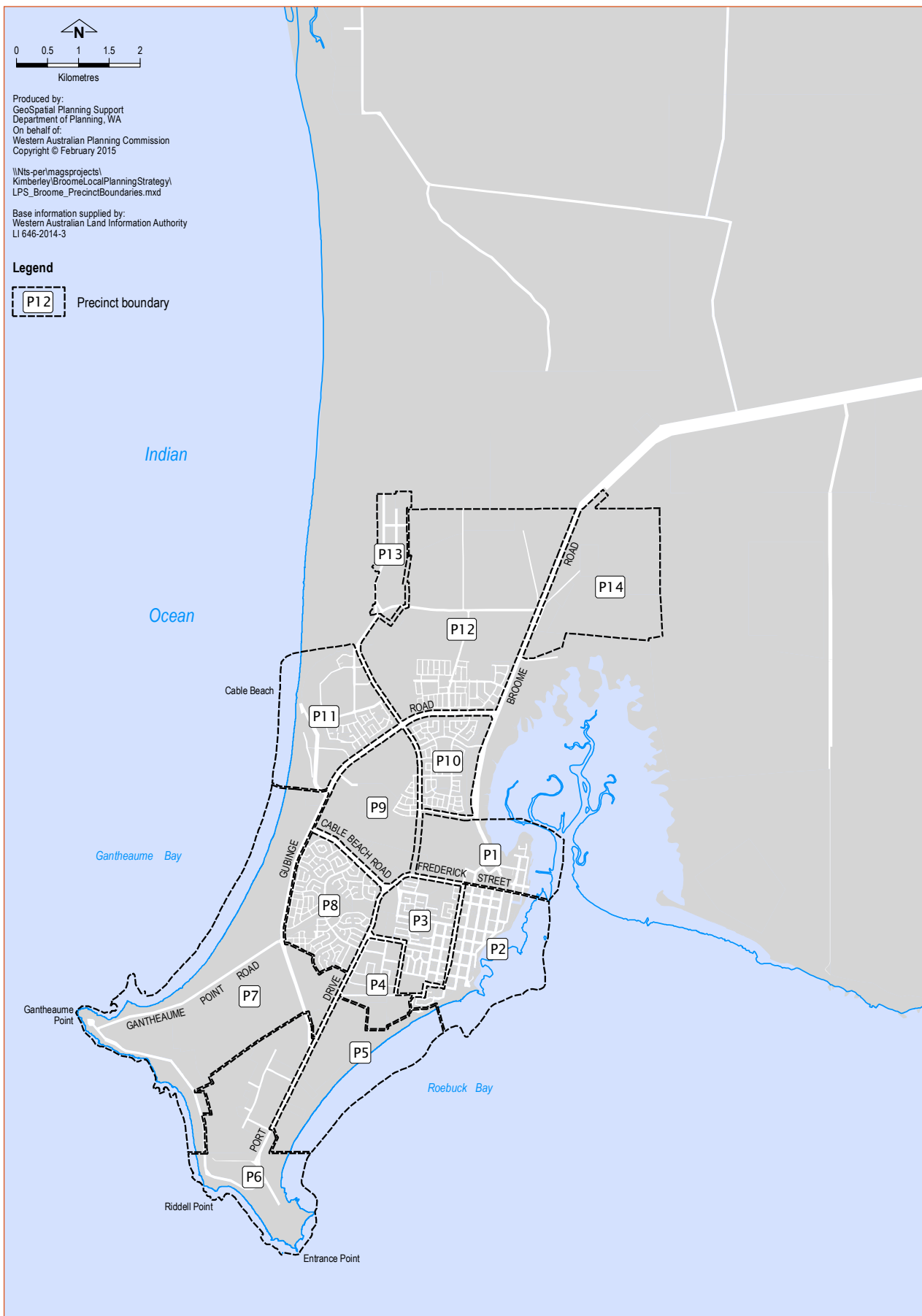


Figure 22: Precincts

Objective:

- 1) Where appropriate, allow urban renewal and infill subdivision.

Guidelines:

- Pedestrian movement currently exists in an east-west direction across the precinct and should be accommodated within any subdivision and development. The location and width of pedestrian walkways should give consideration to the amenity of the area and the impact of the walkways on surrounding landowners within the subdivision and abutting the area.
- Facilities, such as aged persons' accommodation, aged care facilities, which benefit from the close proximity to medical and hospital facilities may be accommodated in this Precinct.
- Subdivision and development within this precinct should aim to retain and enhance the open character of the area.
- Develop an urban renewal strategy in conjunction with Department of Housing and Land Owners.

3.3.1.4 Precinct 4 (Broome Light Industrial)

Precinct 4 consists of the light industrial area of Broome between Port Drive, Guy Street and Clementson Street.

Objective:

- a) Ensure the continued use of the precinct as a Light Industrial area consisting of industrial land uses compatible with residential development and providing caretakers' dwellings and small businesses.

Guidelines:

- Ensure light industrial development is compatible to the residential development within Precinct 3.
- Prepare a development strategy which addresses the integration of light industrial and residential land uses.

3.3.1.5 Precinct 5 (Roebuck Bay Recreational)

Precinct 5 follows the coast of Roebuck Bay from the Demco residential subdivision (former abattoir site) and Clementson Street in the north to the edge of the Broome Port land in the south.

Objective:

- a) Establish Precinct 5 as a recreational precinct with accompanying tourist development including golf course redevelopment.

Guidelines:

- Allow for the continued use of the Wastewater Treatment Plant.
- Develop a development strategy to ensure tourist development within the area does not impact on the recreational values of the precinct.
- The Yawuru Coastal Park Management Plan should consider appropriate links and management regimes within this precinct.
- DIA 9 is to be further investigated for tourism development.
- Implement a development strategy and design guidelines where necessary.

3.3.1.6 Precinct 6 (General and Port Industrial)

Precinct 6 comprises of the industrial area along the western side of Port Drive and the Port to the south.

Objective:

- a) Establish Precinct 6 as the General Industry and Port precinct of the Shire that provides a supply base to the Browse Basin.

Guidelines:

- a) Allow for only general industrial uses and port related industries within the precinct.
- b) Provide a port that is a supply base to the Browse Basin development and allows for container shipping, whilst retaining its tourism function.
- c) Consider and where possible avoid environmental impacts associated with drainage, flooding and erosion.
- d) A development strategy should detail the integration between the industrial and port land uses and provides for its future expansion.
- e) DIA 8 is to be further investigated for Port or General Industry uses.

3.3.1.7 Precinct 7 (Minyirr/Gantheaume)

Precinct 7 comprises the culturally and environmentally significant Minyirr/Gantheaume area, a key tourist attraction, plus the adjoining racecourse land and undeveloped land to the east of the racecourse.

Objective:

- a) Establish Precinct 7 as a tourism and recreational Precinct including interpretation of dinosaur footprints and ecotourism at the racecourse.

Guidelines:

- A development strategy for the precinct should consider eco and low impact tourism.
- DIA 7 is to be further investigated for tourism development with a potential mix of residential.
- Drainage for development and its impact upon the Drainage Aquifer area situated east of the zone and any proposed drainage outlets to the coast will need to minimise its impact upon the environment, the amenity of the area as an important local and tourist coastal location and the Aboriginal heritage and cultural aspects of the area.

- Development should reflect an open, spacious and well landscaped site and where appropriate native vegetation should be a dominant feature and be incorporated into and around the development area.
- Services such as reticulated water, electricity, sewerage and sealed roads will be a requirement of subdivision and may be a requirement of development.

3.3.1.8 Precinct 8 (Cable Beach Residential)

Precinct 8 comprises the residential subdivisions south of Cable Beach Road East, west of Port Drive and east of Gubinge Road.

Objective:

- a) To accommodate residential development which complements the Cable Beach residential neighbourhood.

Guidelines:

- Establish Precinct 8 as a low-medium density residential precinct.
- High density residential development up to R60 within this precinct should not be supported to maintain the current character of the area.
- The location and access of subdivisional roads onto Gubinge Road will be controlled and limited by Main Roads in conjunction with the Shire.
- An Environmental Cultural Corridor of a minimum depth of 50m shall be provided from the edge of the road reserve along the length of Gubinge Road to provide a visual buffer and fauna and flora reserve.
- The general principles of the 'Cable Beach' Precinct as outlined in the Housing Strategy are applicable to this zone.

3.3.1.9 Precinct 9 (Bilgungurr)

Precinct 9 comprises of the western half of the current Broome Airport, the recreational, educational and commercial uses to the south along Cable Beach Road East and Service Commercial lots north of Frederick Street as depicted on LPS Map 3.

Objective:

- a) Establish Precinct 9 as an education/ health precinct providing for student accommodation, sporting facilities and residential development and potential relocation of the hospital.

Guidelines:

- A development strategy should address the integration of the Broome Boulevard Shopping centre with future development to the north-west once the airport has relocated.
- Zone Future Development Areas 2 - 4 appropriately under the Local Planning Scheme once the airport has relocated to facilitate future development of student and tourist accommodation, sporting facilities and residential development.

3.3.1.10 Precinct 10 (Roebuck Estate)

Precinct 10 comprises of Roebuck Estate which is located north of Sandpiper Avenue, east of Jigal Drive, south of Gubinge Road and west of Broome Road.

Objective:

- a) Establish Precinct 10 as a low-medium density residential precinct.

Guidelines:

- High density residential development within the precinct should not be supported to maintain the existing character of the area.

3.3.1.11 Precinct 11 (Cable Beach Tourist)

Precinct 11 comprises the tourism accommodation area at Cable Beach, adjoining coastal land fronting Cable Beach Road West and the adjacent residential area.

Objective:

- a) Establish Precinct 11 as the major leisure tourism area of the Shire, including hotels, restaurants, bars, tourist accommodation and leisure tourism activities on and around Cable Beach.

Guidelines:

- Retail development within the precinct shall be in accordance with the Broome Local Commercial Strategy.
- Subdivision and development should have regard to the Cable Beach Development Strategy.

3.3.1.12 Precinct 12 (Broome North)

Precinct 12 comprises Broome North and the existing Blue Haze industrial estate. It is located north of Gubinge Road and is bordered by Broome Road to the east and Fairway Drive (part unconstructed) in the west.

Objective:

- a) Establish Precinct 12 as a low/medium density residential precinct and provide for the expansion of Blue Haze light and service industrial estate in the south-east.

Guidelines:

- Zone Future Development Area 1 appropriately under the Local Planning Scheme to facilitate future development of residential and light and service industrial uses.
- An Environmental Cultural Corridor of a minimum depth of 150 metres shall be provided to link the proposed A-Class reserve adjacent to the dunal system in the west to the mangroves of Roebuck Bay.

3.3.1.13 Precinct 13 (Bilingurr)

Precinct 13 is located east of Lullfitz Drive and currently consists of Rural Residential development. Lots immediately to the north of Fairway Drive are special purpose leases for the keeping of camels.

Objective:

- a) To provide for residential/rural living area which allows rural lots for lifestyle purposes and small scale home businesses. Limited rural pursuits and rural industry can also be supported, subject to the availability of water. Lot size is to be limited to a minimum of 1 hectare.
- b) To ensure that future development proceeds in an environmentally sustainable manner that maintains the rural amenity of the precinct.

Guidelines:

- The intensity of rural pursuits on each property will be constrained and limited to supply of reticulated water only. Ground water is not available. Consultation with the Department of Water may be appropriate.
- Future structure planning and/or subdivision should reflect the current land use as camel establishments in the southern portion of the precinct.
- Further structure planning and/or subdivision should consider the implications of subdivision and development, particularly the alterations of site levels, on the drainage regime for the precinct, as well as the potential for flooding in the northern portion of the precinct.
- Future structure planning and/or subdivision should have due regard for places of Aboriginal heritage significance.

3.3.1.14 Precinct 14 (Wattle Drive/ Morrell Park)

Precinct 14 comprises of Morrell Park and rural living areas and is located east of Broome Road.

Objective:

- a) Establish Precinct 14 as a rural residential precinct incorporating Morrell Park, tourism development and potential staff accommodation for temporary, opportunistic workers.

Guidelines:

- Prepare a development strategy that considers integration and interfaces of the different land uses within the precinct.
- Relocate speedway and motocross out of this precinct to minimise conflict with surrounding land uses.
- Prior to subdivision and development proceeding, the preparation of development strategies and design guidelines will be required by Council.

3.4 Layout Plans

Layout Plans are required to be prepared for land zoned Settlement within the Local Planning Scheme. Layout Plans are required to be prepared in accordance with State Planning Policy and WAPC Guidelines.

3.4.1 Ardyaloon Layout Plan – Development Strategy

The current Layout Plan for Ardyaloon has been adopted by the local community, Council and the Western Australian Planning Commission. It is recommended that a Development Strategy be developed to provide overarching guidance for the medium to long term development and infrastructure provision.

It is recommended that the Development Strategy incorporates concepts that may take advantage of any economic opportunities that may exist through associated tourism and mining activities in the area.

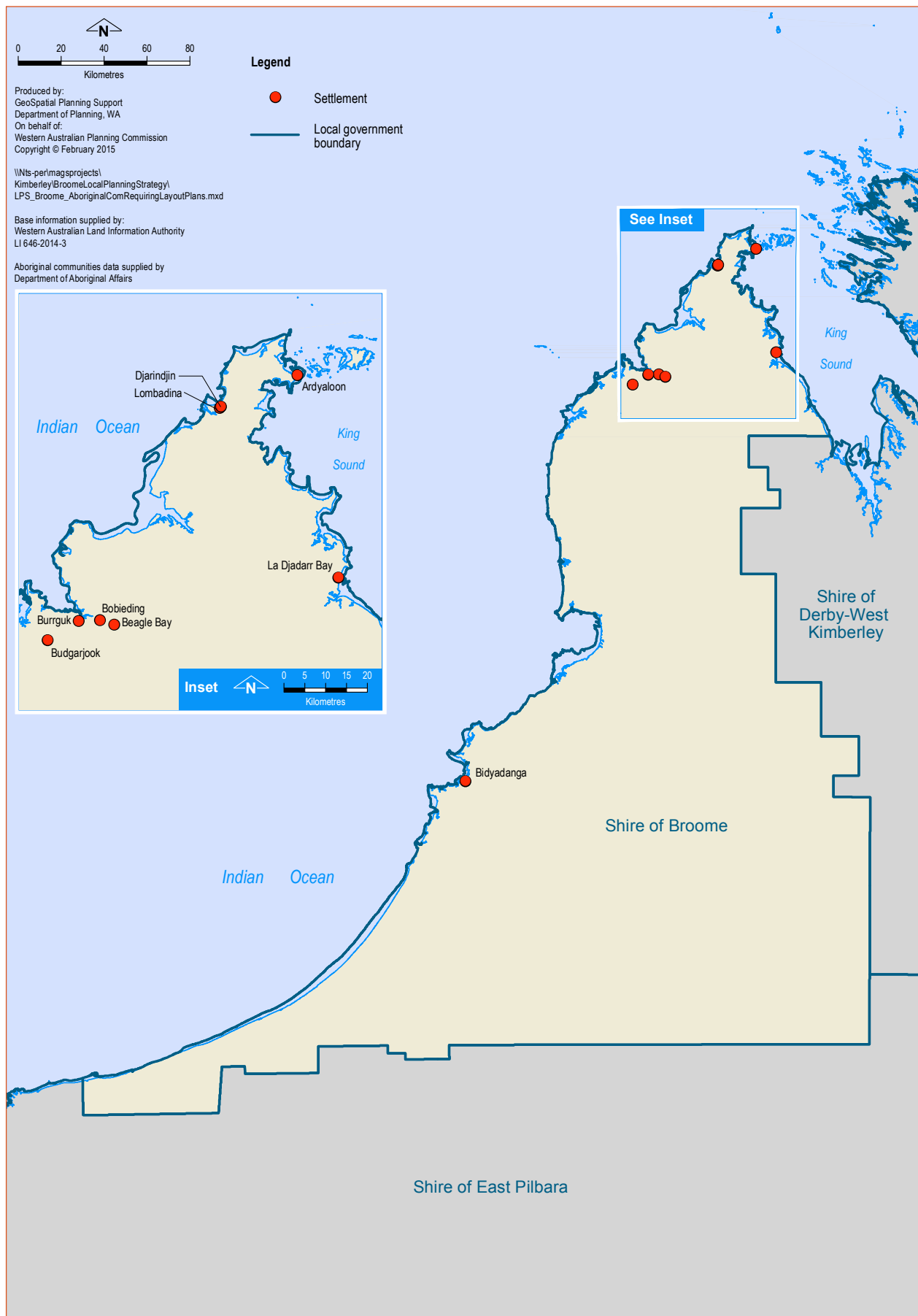


Figure 23: Aboriginal settlements requiring layout plans

3.4.2 Bidyadanga Layout Plan – Development Strategy

The current Layout Plan for Bidyadanga has not yet been adopted by the local community, Council or the Western Australian Planning Commission. It is recommended that a Development Strategy be developed to provide overarching guidance for the medium to long term development and infrastructure provision.

It is recommended that the Development Strategy incorporate concepts that may take advantage of any economic opportunities that may exist through associated tourism and pastoral activities within the area.

3.4.3 Beagle Bay, Bobieding and Billard Layout Plan – Development Strategy

The current Layout Plan for Bobieding has been adopted by the local community, Council and the Western Australian Planning Commission. The current Layout Plan for Beagle Bay has been adopted by the community only, whilst for Billard the Layout Plan has not yet been adopted by any of the required authorities.

It is recommended that these plans be reviewed as a single Development Strategy to provide overarching guidance for the medium to long term development and infrastructure provision. It is recommended that the Development Strategy incorporate concepts in relation to the servicing of smaller settlements and rural living areas surrounding this secondary centre and to take advantage of any economic opportunities that may exist through associated tourism activities within the area.

No Layout Plan for Billard is in place at the moment.

3.4.4 Djarindjin/Lombadina Layout Plan – Development Strategy

The current Layout Plans for Djarindjin and Lombadina have not yet been adopted by the local community, Council or the Western Australian Planning Commission. It is recommended that these plans be reviewed as

a Development Strategy to provide overarching guidance for the medium to long term development and infrastructure provision.

It is further recommended that the Development Strategy incorporate concepts in relation to the Djarindjin Junction to provide a government and related service centre including service provision to smaller settlements and rural living areas surrounding this secondary centre and to take advantage of any economic opportunities that may exist through associated tourism activities within the area.

3.5. Cultural Management Plans

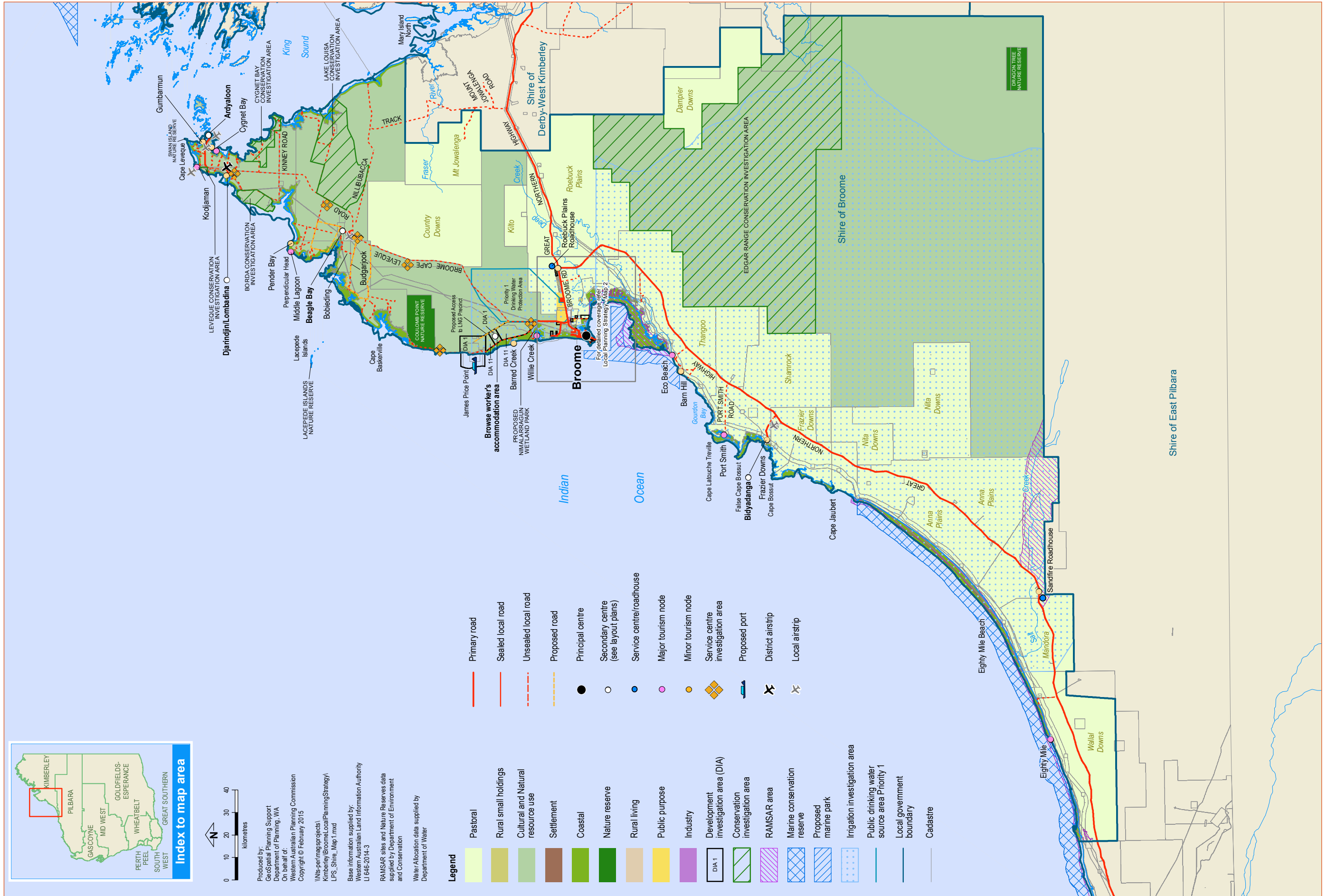
Cultural management plans that have been prepared by some Native Title groups do not form part of the local planning framework. They are however, useful reference documents when considering strategic and detailed planning in the context of Aboriginal Heritage.

Where they exist, the Shire will have regard to these documents to inform itself of issues relevant in areas where planning is being undertaken. Working with the Department of Aboriginal Affairs, the relevance of Aboriginal Heritage and Native Title determinations will be considered in future planning and development projects.

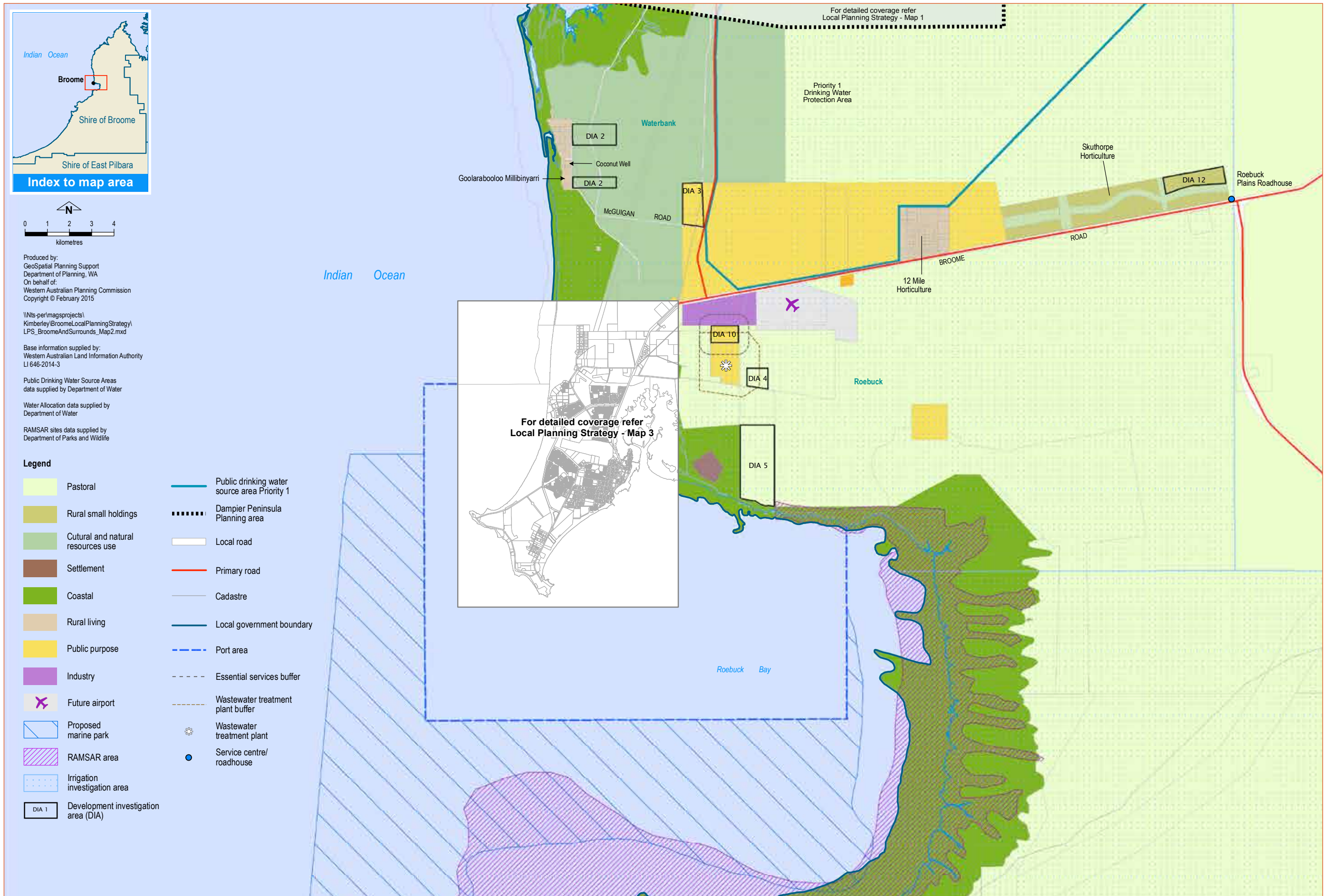
3.6 Park Management Plans

Park Management Plans that have been prepared for some coastal reserves do not form part of the local planning framework. They are however, useful reference documents when considering strategic and detailed planning for the relevant coastal reserve.

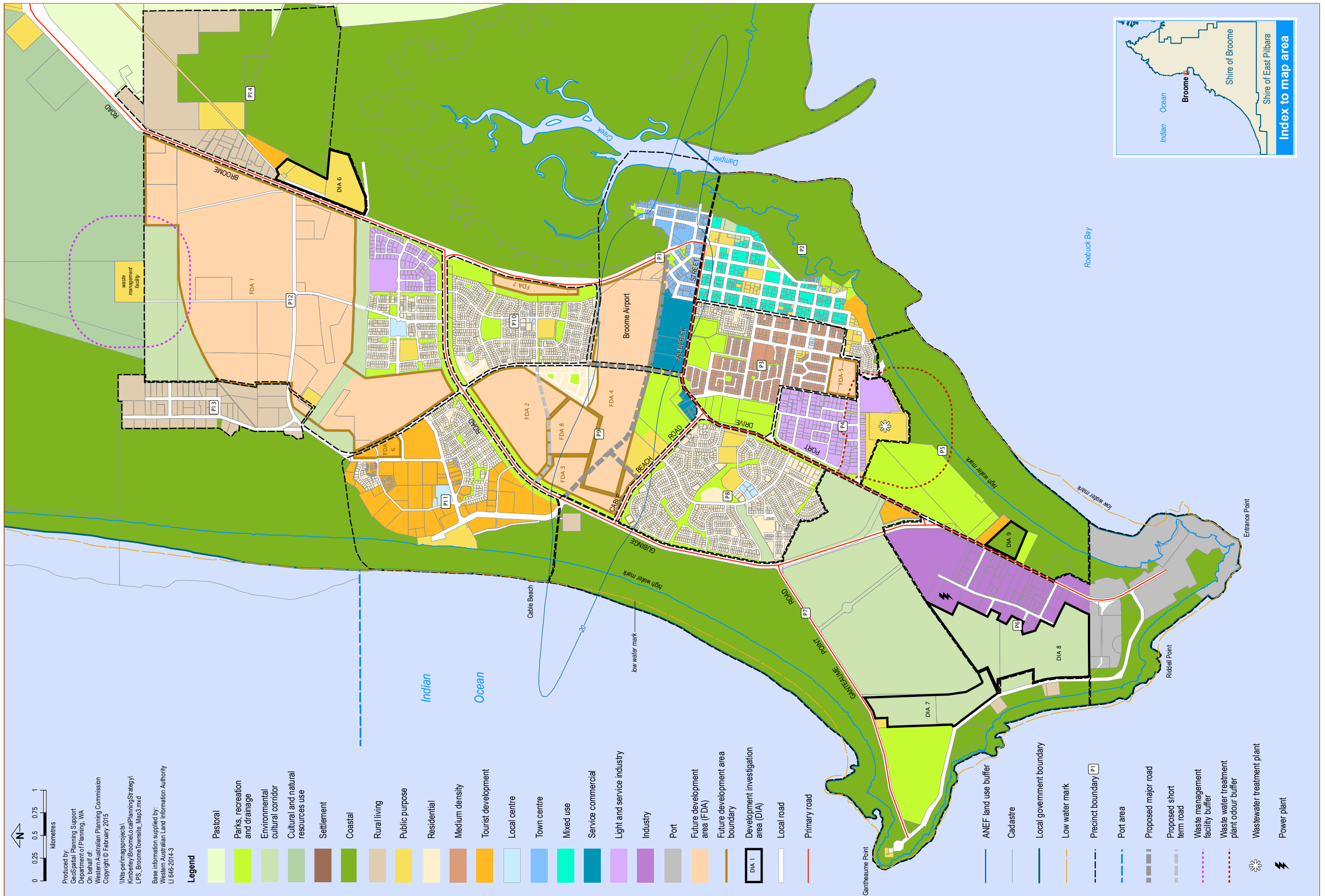
Where they exist, the Shire will have regard to these documents to inform itself of issues relevant in areas where planning is being undertaken and work with the appropriate park council and major stakeholders.



Map 1: Local Planning Strategy – Shire



Map 2: Local Planning Strategy – Broome townsite surrounds



Map 3: Local Planning Strategy – Broome townsite

4 Implementation plans

The following documents are deemed to be Implementation Plans forming an integral part of this Local Planning Strategy or, in the case of those indicated as 'proposed', will form part of the Local Planning Strategy if and when adopted following appropriate consultation and endorsement:

- planning strategies (4.1), which other than the Dampier Peninsula Planning Strategy, are sector-specific (i.e. housing, commercial, tourism and open space);
- development strategies (4.2) which cover smaller areas (Chinatown and Cable Beach), are cross-sectoral and incorporate Design Guidelines;
- Broome North District Development Plan (4.3);
- Broome Airport Local Structure Plan and Development Plans (4.4);
- Port Land Use Study (4.5);
- Municipal Heritage Inventory (4.6);
- Community Infrastructure Plan (4.7);
- Broome Style Architecture design guidance (4.8).

In addition the Shire of Broome may adopt a range of Local Planning Policies to guide further decision making under the Scheme.

4.1 Planning Strategies

4.1.1 Dampier Peninsula Planning Strategy

The Dampier Peninsula Planning Strategy outlines the land use and economic development potential of the Dampier Peninsula and was prepared in consultation with stakeholders, including traditional owners. This Local Planning Strategy has been prepared to achieve consistency with the aims and objectives of the Dampier Peninsula Planning Strategy.



photo courtesy – Tourism WA

4.2 Development Strategies

4.2.1 Chinatown Development Strategy

In 2003, the Shire of Broome completed a review of the original (1995) Chinatown Development Strategy. This Strategy was further reviewed and adopted by Council in February 2013 and reinforces Chinatown as the main town centre.

The strategy has incorporated design guidelines which are to be implemented as mandatory provisions through the Scheme. These standards include but are not limited to building

form/architectural style including a range of design elements such as roof pitches and form, window/door openings, colour, building materials, verandahs and signage.

Local planning policies including a car parking policy and plan will assist in the implementation of these design guidelines. The area is included in the 'Town Centre' zone within the Scheme.

The Strategy also outlines development concepts for the town centre which may provide redevelopment opportunities over the longer term. The implementation of these concepts will depend upon the outcomes of appropriate studies, funding availability and will include community consultation in preparing the final projects. In particular these works may relate to proposals for the transport layout, public car parking areas, landscaping, modifications to Male Oval, pedestrian walkways and revitalisation opportunities to allow Chinatown to re-focus on Roebuck Bay abutting the rear of Dampier Terrace to the east.

4.2.2 Cable Beach Development Strategy

This Strategy is currently being developed and reinforces Cable Beach as the region's main tourism centre. The Strategy will incorporate Design Guidelines which are to be implemented as mandatory provisions through the Scheme.

These standards include but are not limited to building form/ architectural style including a range of design elements such as roof pitches and form, window/door openings, colour, building materials, verandahs and signage.

Local planning policies including a car parking policy and plan will assist in the implementation of these design guidelines.

The majority of the area is included in the 'Tourist' zone within the Scheme. The predominant use within this zone should remain tourism however specific design outcomes are included in the Design Guidelines to assist with providing some flexibility in designs to allow for a mix of land uses including limited retail and residential development.

The Strategy will have due regard to the Cable Beach Development Plan (2003) and the Millington Road Development Plan (2010), the latter a Structure Plan providing for a mixed-use local centre within the Precinct. However, it is recommended that these plans be reviewed in light of the changed local planning context and considerations within the reviewed Cable Beach Development Strategy.

The Strategy also outlines development concepts for the Cable Beach area which may provide redevelopment opportunities over the longer term. The implementation of these concepts will depend upon the outcomes of appropriate studies and funding availability and will include community consultation in the preparation of the final project concepts. In particular these works may relate to proposals for the transport layout, public car parking areas, landscaping, pedestrian walkways and revitalisation opportunities to allow better utilisation of the amphitheatre and Cable Beach foreshore area.

4.3 Broome North District Development Plan

The Broome North District Development Plan provides the structure planning for the Future Development Area 1 with the undeveloped portions reflected in the Scheme as a 'Development' zone situated north of Gubinge Road, west of Broome Road and east of Lullfitz Drive. The structure plan provides for the future extension of the Broome urban area based on a 'transect' approach that incorporates residential development, local centres and the extension of the Light and Service Industrial area known as 'Blue Haze'. The structure plan includes a 150 metre wide Environmental Cultural Corridor that transverses the site linking east to west, multiple use public open spaces district parks and neighbourhood parks. The residential development is primarily 'neighbourhood living' with higher densities supported in appropriate locations. School (primary and secondary) and key utility sites are also outlined. 'Neighbourhood Connector' roads support the provision of public transport and there is an identified walking and cycling network.

It is recommended this plan be reviewed on a regular basis to ensure that the structure plan remains current and provides appropriate direction for the future development of this area.

4.4 Broome Airport Local Structure Plan and Development Plans

These plans provide the structure planning for Future Development Area 4 reflected in the Scheme as a Development zone situated north of Frederick Street and extending north to Gubinge Road. The Structure plan provides for residential development a component of which is currently being developed and nearing completion. The Development plan provides for a component of service commercial development along Frederick Street which is the subject of a current subdivision approval.

It is recommended that these plans be reviewed in due course to consider the changes that occurred in the local planning context since its inception and also to better reflect the timeframe for the relocation of the airport. The review should consider amongst other things the provision of open space, drainage and transport links between Chinatown and Cable Beach.

4.5 Port Land Use Study

The Port Land Use study identifies a range of land uses and development sites to accommodate the future growth around the Port and associated activities related to the mining industry, pastoral industry, aquaculture, pearling, fishing, charter boats, fuel storage, bulk storage, slip yards and tourist industry. Administration offices for Department of Transport, Fisheries and Customs, a restaurant and residential is also envisaged.

This Study provides broad planning for future land use and guidelines for development proposals around the Port. It is recommended that this study be reviewed in light of changes to the local planning context and that a detailed

development strategy be prepared along with a structure plan for any extension of port activities that may occur.

4.6 Municipal Heritage Inventory

The Council's Municipal Heritage Inventory, prepared in 1995 and adopted in 1996 identifies a range of historically important buildings within the Shire, but mainly the townsite.

The Inventory provides a range of Management Recommendations which Council may consider when assessing development proposals for sites identified in the Inventory. The inventory is currently being reviewed and will be incorporated into the Scheme as the Municipal Heritage list.

4.7 Community Infrastructure Plan

The community facilities infrastructure plan is currently being developed and will be based on the findings of the Creating Communities publication and further work done by James Cook University. The plan will be the basis for developer contributions within the Shire.

4.8 Broome Style Architecture Design Guidance

Design guidance should be provided through design guidelines or local planning policies to ensure that new development maintains the unique vernacular character of Broome buildings.

Features of architecture that have become characteristic of Broome and contribute to its uniqueness include Colourbond and timber materials, pitched roof, verandahs, lattice and shutters.

5 Review

It is important that the Local Planning Strategy is a dynamic strategy which is responsive to change. To this end it will be monitored and reviewed.

5.1 Minor Review

The Local Planning Strategy will be under continual review through the development and review of Development Strategies, Structure Plans and Design Guidelines.

The background information contained in the reference documents will be updated as more detailed information and more up to date data becomes available.

5.2 Major Review

The Local Planning Strategy will undergo a major review every five years in accordance with statutory requirements in conjunction with Scheme reviews.

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Shire of Broome

Local Planning Strategy

Part 2

1 Introduction

1.1 Purpose of the Strategy

This Local Planning Strategy sets out long term planning directions for the Shire of Broome over the next 10-15 years.

A local planning strategy is the framework for local planning and the strategic basis for the local planning scheme. It provides the interface between State and regional policies, strategies, and strategic development initiatives, and local planning. It may also be used by other agencies as a means by which economic, resource management, environmental and social issues may be strategically addressed.

1.2 Affected Area

The Local Planning Strategy applies to the whole of the Shire of Broome, as depicted in Part 1. This is the first time that a local planning strategy has been prepared to address the whole municipal area.

The Shire of Broome covers an area of 56,000 square kilometres and is located in the north-west Kimberley Region of Western Australia, 2,200 kilometres north of Perth. The Shire has a tropical climate with hot and humid summers and warm winters. The traditional owners of Broome Townsite, the Yawuru people, recognise six separate seasons, however in general there are two distinct seasons which influence lifestyle and visitation patterns: the 'wet' usually from December to March; and the 'dry' for the remainder of the year.

The Shire is a unique place in which to live and visit. Its environment, culture, history, and society have all contributed to a distinctive and active, multicultural, contemporary community.

The Shire has a strong and celebrated Aboriginal culture from many tribes, many thousands of years old. Many traditional owners and native title claimants live in the town of Broome and in settlements throughout the Shire. Tribal dance, language, culture, and law



photo courtesy – Tourism WA

are still actively practised in some communities. Japanese, Malay, Filipino, Chinese, Timorese, and Koepanger cultural influences from generations past still strongly influence the daily lives of many families - in their history, cuisine, relationships, skills, crafts, celebrations, spirituality, and funerals.

The Shire also has a rich settlement history associated with pearling and the pastoral industry.

The Shire landscape has an extraordinary prehistoric presence preserved by isolation, with some of the oldest recorded Aboriginal art in Australia and some of the earliest recorded European visits. The town of Broome is situated on the end of a peninsula, surrounded by

ocean, and land-locked by distance. White sandy beaches are framed on one side by blue ocean waters and on the other by red pindan soils, providing the backdrop for many recreational and tourist activities.

1.3 Arrangement of the Strategy

The Local Planning Strategy is arranged in two parts:

- Part One – Strategy

Part One sets out the vision for planning and development of the Shire of Broome, the objectives that have guided the preparation of the strategy and will provide the basis for detailed policies and planning provisions in the local planning scheme, the strategic spatial plan, and strategies and actions by which the objectives will be pursued and the strategic plan implemented; and

- Part Two – Background Information and Analysis

This document is Part Two. It provides the relevant background to the strategy, including analysis of the information and the rationale for the planning strategy.

Part Two outlines the State, regional and local planning context within which the Local Planning Strategy has been prepared, the method of its preparation, relevant Shire policies, community, economic and environmental profiles, and analysis of key issues that form the basis for the recommended strategies and actions in Part One.

1.4 Relationship to Local Planning Scheme

Local Planning Scheme No. 6 (LPS6) will apply to the whole of the Shire of Broome. It will replace Town Planning Scheme No. 4 (TPS4) as the primary set of planning controls for the townsite of Broome and immediate surrounds, and Interim Development Order No. 4, which currently applies to the balance of the Shire.

The Local Planning Strategy is the guiding document for preparation and review of the local planning scheme. For development that falls within the jurisdiction of the Shire of Broome, the scheme is the primary means by which the Shire can ensure that new development contributes towards fulfilling the aims of the Local Planning Strategy.

In situations where Council exercises its discretion in considering a planning application, the Local Planning Strategy will be an important reference to inform its deliberations.

It is important to note that the Local Planning Strategy has a longer time horizon than the scheme. This means that not everything in the strategy will be reflected in the detail of the scheme at first. For example, areas identified for a development in the long term by the strategy, may not be zoned for that purpose in the scheme until such time as the time is right for that development to take place. Timeliness is an inherent element of the principle of ‘orderly and proper planning’.

LPS6 will make its link with the Local Planning Strategy clear, and to the extent that it does so, parts of the strategy – in particular development strategies and design guidelines for various areas – will have statutory weight.

1.5 Regulatory Framework

All Western Australian local governments are required by Regulation 12A of the *Town Planning Regulations 1967* to prepare a local planning strategy that:

- sets out the long term planning directions for the local government;
- applies State and regional planning policies; and
- provides the rationale for the zones and other provisions of the planning scheme for the local government area.

1.5.1 Preparation and Adoption

The *Town Planning Regulations 1967* set out the procedures for advertisement, endorsement, and publication of notice of a Local Planning Strategy. In essence, the procedure that will be followed is:

- a) Preparation of the draft strategy, following identification and analysis of the characteristics and issues relevant to the Shire.
- b) Consideration by Council and agreement to forward the draft local planning strategy to the Western Australian Planning Commission (WAPC).
- c) Certification by the WAPC that the draft local planning strategy is consistent with regulation 12A(3)
- d) Advertisement of and consultation on the draft local planning strategy to the public and any person or public authority that the Shire considers may have a direct interest in the strategy.
- e) Consideration of any submissions and advice received and modification of the draft strategy as the Shire considers necessary.
- f) Adoption of the local planning strategy by Council and submission of a copy to the WAPC for its endorsement.
- g) Following endorsement by the WAPC, the Shire will publish notice of the local planning strategy and the endorsement of the WAPC in the newspaper.
- h) A copy of the strategy will be available for public inspection during business hours at the Shire offices and the WAPC, and is published on the WAPC website.

1.5.2 Amendment or Revocation

From time to time the strategy may be amended or reviewed if required by changes in local circumstances. The *Town Planning Regulations 1967* set out the procedures for amendment or revocation of the strategy. Revocation may be necessary if a new strategy is prepared and adopted.

1.5.3 Shire of Broome Process

In December 2005, the Broome Planning Steering Committee released a report on future directions for growth and development in the town of Broome and its surrounds. This was the culmination of a comprehensive, consultative planning process, which made a number of pertinent recommendations relating to a future local planning strategy. Subsequently the Shire commissioned the following sector-specific strategies:

- Local Housing Strategy (completed in 2009);
- Local Commercial Strategy (adopted in 2007);
- Draft Local Tourism Planning Strategy (commissioned in 2007); and
- Open Space Review (completed in 2009).

Stakeholder engagement was conducted in relation to these strategies.

The preparation of a local planning strategy for Broome commenced in 2008, when Council adopted a brief for a local planning strategy for the whole of the Shire.

In September 2010, Council adopted the Local Planning Strategy as a draft for advertising and forwarded it to the WAPC for agreement to advertise.

In July 2011 the Shire received comments back from the WAPC requesting further consideration of various matters – in particular the natural environment, tourism, and broader economic and population growth trends associated with the strategic industrial proposal near James Price Point.

Also in July 2011, after consultation with the community, the Shire adopted an overarching strategic plan, Strategic and Corporate Plan 2011-2016: Forging Ahead. Community, economic and environmental profiles were prepared in early 2012 and during May 2012, five all-day workshops were conducted with stakeholders about the profiles, the draft Local Planning Strategy and proposed new scheme.

1.6 Elements Considered by the Strategy

The Local Planning Strategy for the Shire of Broome (Part One) has been prepared to set out the long term planning directions for the Shire and to guide land use planning within the Shire over the next ten to fifteen years.

Every local government in Western Australia is required to prepare a local planning strategy, but for the Shire of Broome, such a document is especially important because of the many significant and unprecedented challenges that the Shire is now facing that have to be taken into account in planning for the community.

Work undertaken for the Shire of Broome during 2011 by Cardno and Elton Consulting identifies the most substantial drivers that will impact on the Shire over the next 10 years as being:

- Development of the Browse Basin Liquefied Natural Gas (LNG) field in the Indian Ocean north west of Broome.
- The medium to long term development of on-shore processing facilities near James Price Point, 60 kilometres north of Broome, which will likely require a maximum workforce of around 6,000 persons. It is estimated that a permanent workforce of between 400 and 600 will be accommodated in the region;
- Transfer of the responsibility for service provision in Aboriginal settlements to local government following the signing of the Bilateral Agreement on Indigenous Affairs in June 2006 between the Government of Western Australia and the Australian Government; and
- Yawuru Native Title Agreement – which has released significant land for development; including up to 5,000 residential lots.

Although the Browse Basin LNG development and the transfer of service provision for Aboriginal settlements are being driven by the State Government, they require the Shire of Broome to react to, plan for and address the resulting impacts.



photo courtesy – LandCorp

The Local Planning Strategy has to respond to the spatial implications of these circumstances for the whole of the local government area. In addition, the recommended strategies in Part One are derived from analysis of research and background information that is summarised in the following pages.

Key sources of this information are outlined below.

1.6.1 Broome Planning Steering Committee Report 2005

The December 2005 Broome Planning Steering Committee (BPSC) report on future directions for growth and development in the town of Broome and its surrounds was based on a consultative planning process as described

in the report itself. The BPSC included representatives from the Shire of Broome, the Rubibi Combined Native Title Applicant Group, WAPC/Department for Planning and Infrastructure, the Kimberley Development Commission, LandCorp and the Local Member of State Parliament.

Although the report has to be considered in light of the more recent events such as the proposed Browse LNG project and the Yawuru Indigenous Land Use Agreements of 2010, both of which have significant implications for Broome, it is still very relevant for future planning. The report recommended that the Shire prepare a Local Planning Strategy within a short time frame.

1.6.2 Environmental, Community and Economic Profiles 2012

In 2012, the following additional background reports were commissioned by the Shire of Broome to inform preparation of the Local Planning Strategy:

- Environmental Profile 2012 (Essential Environmental)
- Community Profile 2012 (AEC Group)
- Economic Profile 2012 (AEC Group).

Along with the WAPC publication WA Tomorrow, these documents provide baseline information that forms the basis of predicted growth rates used in preparation of the Local Planning Strategy. The profiles will be updated over time as new information becomes available. Profile updates will not trigger a review of the Local Planning Strategy, but if considered substantial enough they will be presented to Council to note.

1.6.3 Dampier Peninsula Planning Strategy 2015

The Draft Dampier Peninsula Planning Strategy (DPPS) has been produced by the WAPC and the Department of Planning in response to the absence of a statutory planning framework for this significant part of the Kimberley, situated largely within the Shire of Broome and partially within the Shire of Derby / West Kimberley.

1.7 Native Title

Within the Shire of Broome there are numerous native title holders and claimant groups. To date, determinations have been made in relation to the Yawuru (Rubibi), Bardi Jawi, Karajarri, and Nyangumarta-Karajarri people. There are a number of undetermined claims within the Shire.

Generally, the *Native Title Act 1993* (NTA) contains future act provisions which must be complied with before development in Crown land areas can typically occur. The NTA's future act provisions may apply in areas both where native title has been determined and where native title has not yet been determined but where there is a registered claim on foot. The valid creation of freehold titles by the State Government extinguishes native title. The NTA does not apply in such areas. It is incumbent on prospective developers to obtain their own advice in that regard.

Irrespective of whether the NTA's future act provisions apply, development must still comply with the State's *Aboriginal Heritage Act 1972*. To avoid unlawfully impacting Aboriginal sites, prospective developers should refer to the State's Aboriginal Heritage Due Diligence Guidelines which are available on the Department of Aboriginal Affairs' website.

2 Statutory context

2.1 Requirement for a Local Planning Strategy

The requirement to prepare a Local Planning Strategy, in place of the Scheme Report, which formerly accompanied proposed new Town Planning Schemes, was included in the *Town Planning Regulations 1967* in 1999. The same amendment to the Regulations introduced the requirement for new schemes to be based on the Model Scheme Text. Regulation 12A(3) of the *Town Planning Regulations 1967* requires a Local Planning Strategy to:

- set out the long-term planning directions for the local government;
- apply State and regional planning policies; and
- provide the rationale for the zones and other provisions of the Scheme.

It is intended that the Local Planning Strategy will be read in conjunction with Local Planning Scheme No. 6 (LPS6) and vice versa. The Local Planning Strategy is to guide the operation of Scheme. It is a requirement of the Scheme that, except to the extent of any inconsistency between the two, determinations under the Scheme are to be consistent with the Local Planning Strategy.

Whilst the Local Planning Strategy provides the broad planning principles, objectives and strategies for the Shire, several implementation plans provide more direction for specific areas, precincts and sectors of land use or development. These implementation plans will be incorporated by reference into the Local Planning Strategy.



photo courtesy – P Driscoll

2.2 Review of Shire of Broome Town Planning Scheme No. 4

The Shire of Broome Town Planning Scheme No. 4 (TPS4) commenced operation on 21 December 1999 and covers the Broome Townsite and immediate surrounds. Since then, over 58 amendments to TPS4 had been approved or initiated. TPS4 no longer serves the needs of the town satisfactorily, and requires replacement with a more contemporary and responsive scheme.

Beyond Broome Townsite, land use and development TPS4 have been controlled through Interim Development Orders (IDOs) since September 1997. The current IDO is

IDO4, which was gazetted in June 2012. However IDOs are no longer a preferred way of controlling development and IDO4 will be superseded by the new local planning scheme.

In December 2000, the Shire of Broome Council resolved to prepare Local Planning Scheme No. 5 (LPS5) to apply to those parts of the Shire not covered by TPS4. However in June 2012 this resolution was rescinded and the Council instead resolved to prepare a Scheme for the whole Shire, to be known as Local Planning Scheme No. 6 (LPS6).

A Shire-wide local planning scheme is required to enable application of Shire local planning policies and other planning mechanisms and to facilitate coordinated planning responses to Shire-wide issues and impacts.

The *Planning and Development Act 2005* and associated regulations require local planning schemes and local planning strategies to be reviewed every five years. Given the age of TPS4, this Local Planning Strategy and LPS6 have been prepared concurrently for the whole Shire, and will replace TPS4 and IDO4.

3 State planning context

3.1 State Planning Strategy 2050

The WAPC adopted the *State Planning Strategy 2050* (SPS) in 2014 to provide a strategic guidance for land use planning in Western Australia. It contemplates a future in which high standards of living, improved public health and an excellent quality of life are enjoyed by present and future generations of Western Australians.

The SPS puts forth a series of strategic goals and directions which will help achieve the overarching vision of ‘sustained prosperity.’

The SPS 2014 identifies six key principles

- Community – enabling diverse, affordable, accessible and safe communities
- Economy – facilitating trade, investment, innovation, employment and community betterment
- Environment – conserving the State’s natural assets through sustainable development
- Infrastructure – ensuring infrastructure supports development
- Regional development – building the competitive and collaborative advantages of the regions
- Governance – building community confidence in development processes and practices.

3.1.1 Strategies and Actions Relevant to the Shire of Broome

The strategy considers WA in the context of three sectors. The northern sector includes the Pilbara and the Kimberley. The strategy acknowledges that the northern sector is rapidly gaining importance in national and global trade, investment and commerce, driven by increasing resource demand and that this will be enhanced by further economic opportunities, particularly



tourism and agriculture. Mining, oil and gas enterprises will continue to support local supply chains.

Particular strategies of the SPS for the Kimberley included:

- achieving harmony between conservation of the unique environment and opportunities for economic development
- importance of Broome as a regional centre to continue to develop a local construction industry and higher education facilities that lead to enhanced employment opportunities.
- to attract and retain people in the region, through employment opportunities, and with access to a reasonable level of social services, including health and education.

- Development of resources, agriculture and tourism industries;
- Protection and management of cultural heritage and wilderness areas; and
- Development of the Broome regional airport for tourism and to support the growth of the resource industry.

This local planning strategy is generally consistent with the principles identified in the SPS 2014.

3.2 State Planning Policies

State Planning Policies are prepared and adopted by the WAPC under statutory procedures set out in the *Planning and Development Act 2005*.

The WAPC and local governments must have 'due regard' to the provisions of State Planning Policies when preparing or amending local planning schemes and when making decisions on planning matters. The State Administrative Tribunal is also required to take account of State Planning Policies when determining appeals.

The State Planning Policies are set out in a hierarchy as defined in State Planning Policy No. 1: State Planning Framework Policy (SPP 1). Collectively, they provide the framework for planning policy in Western Australia.

The WAPC assesses local government planning schemes against the SPP 1 to ensure consistency with State and regional policies. Therefore it is essential that the local planning strategy and planning scheme have regard to the following key elements of particular relevance to the Shire of Broome.

This section identifies those State Planning Policies most directly relevant to planning within the Shire of Broome, and highlights the key areas of each policy that will require implementation at the local planning level. The most directly relevant policies are:

- SPP 2 – Environment and Natural Resource Policy
 - 2.4 Basic Raw Materials
 - 2.5 Land Use Planning in Rural Areas
 - 2.6 State Coastal Planning Policy
 - 2.7 Public Drinking Water Source
 - 2.9 Water Resources
- SPP 3 – Urban Growth and Settlement
 - 3.1 Residential Design Codes
 - 3.2 Aboriginal Settlements
 - 3.4 Natural Hazards and Disasters
 - 3.5 Historic Heritage Conservation
 - 3.6 Development Contributions for Infrastructure
- SPP 4 – Economy and Employment
 - 4.1 State Industrial Buffer (Amended) (draft)
- State Planning Policy 5 – Transport and Infrastructure
 - 5.2 Telecommunications Infrastructure
 - 5.4 Road and Rail Transport Noise and Freight Considerations in Land Use Planning

3.2.1 State Planning Policy 1 – State Planning Framework Policy

This policy brings together State and regional policies and plans applying to land use and development in Western Australia into a State Planning Framework. The policy is currently under review to better align it with the revised State Planning Strategy 2014 (refer to 3.1). The current policy expands upon the key principles of the previous (and superseded) State Planning Strategy 1997.

Environment

LPS6 and associated local planning policies should address the protection of environmental assets and the use and management of resources by:

- promoting the conservation of ecological systems and biodiversity in proposed developments;
- considering the impact on conservation and management of natural resources, including air quality, energy, waterways and water quality, land, agriculture and minerals;
- promoting protection of areas and sites with significant historic, architectural, aesthetic, scientific and cultural values from inappropriate land use and development.

Community

LPS6 and associated local planning policies should contribute towards more sustainable communities by:

- ensuring that adequate housing choice and diversity to suit the needs of different households, incomes, and lifestyles can be provided;
- ensuring that adequate land is available to accommodate a range of accessible community resources, places of employment, open space, education, health, cultural and community services;
- integrating land use and transport planning within settlements to reduce the need for transport;
- encouraging safe environments, high standards of urban design and a sense of neighbourhood and community identity;
- promoting commercial areas as the focus for shopping, employment and community activities at the local, district and regional levels; and
- providing effective systems of community consultation at appropriate stages in the planning and development process.

Economy

Local planning should provide for economic development by:

- providing suitable zoned and serviced land for industry, business and other employment and wealth generating activities;
- protecting agricultural land resources from inappropriate uses;
- avoiding land use conflicts by separating incompatible uses;
- promoting local employment opportunities;
- providing sites for tourism accommodation and facilities;
- ensuring that plans and policies are clear and certain, decisions are made in accordance with plans and policies, and decisions are made expeditiously.

Infrastructure

Local planning needs to support physical and community infrastructure provision by both public and private agencies. This should be coordinated and provided in a way that is efficient, equitable, accessible and timely. This means:

- planning for land use and development in a manner that allows for the logical and efficient provision and maintenance of infrastructure;
- setting aside of land for the construction of future transport routes and essential services;
- protecting key infrastructure, including ports, airports, roads, railways and service corridors, from inappropriate land use and development;
- promoting the efficient use of existing urban infrastructure and human services and preventing development in areas which are not well serviced, where services and facilities are difficult to provide economically and which creates unnecessary demands for infrastructure and human services; and
- encouraging consultation with providers of infrastructure to ensure close integration of land use and development with the provision of infrastructure services.

Regional Development

By covering the entire Shire, this local planning strategy and LPS6 will allow for consideration of settlements in areas beyond Broome Townsite and assist them to achieve the opportunities comparable with more populous parts of the State.

Mineral and agricultural resources and new industrial facilities will also be addressed so that they can be developed in harmony with conservation of the natural environment and be sustainably managed.

3.2.2 State Planning Policy 2 – Environment and Natural Resources Policy

The policy contains a wide range of broad, sector-issue policy measures, of which the following are particularly applicable to local planning in the Shire of Broome.

General Measures

Include strategies, scheme provisions and/or policies that:

- Actively seek opportunities for improved environmental outcomes and avoid development that may result in unacceptable environmental damage;
- Take account of the availability and condition of natural resources;
- Identify and protect significant natural, indigenous and cultural features and resources;
- Consider the potential for economic, environmental and social (including cultural) effects of development on natural resources;
- Take account of the potential for on-site and off-site impacts of land use on the environment, natural resources and natural systems;
- Support conservation, protection and management of native remnant vegetation where possible;
- Take into account the potential for impacts from changes in climate and weather.

Water Resources

Planning strategies, policies and LPS6 should:

- Incorporate mechanisms to protect, manage, conserve and enhance:
 - wetlands of importance, Ramsar wetlands and wetlands identified in any relevant Environmental Protection Policy;
 - waterways;
 - public drinking water source areas; and
 - other water sources which sustain catchments and identified environmental values.
- Take account of the availability of water resources to ensure maintenance of water quality and quantity for existing and future environmental and human uses.
- Encourage water sensitive design approaches that better manage stormwater quality and quantity, reduce the impact of stormwater flows, and control or remove pollutants and nutrients, and provide for both recreational opportunities and conservation functions through multiple use drainage systems;
- Ensure the provision of adequate setbacks between development and foreshores to maintain or improve the ecological and physical function of water bodies;
- Identify floodways, land subject to inundation, and land affected by 1 in 100 year flood events; and
- Avoid inappropriately located land uses and development that would intensify the potential for flooding.

Air Quality

Include strategies, scheme provisions and/or policies that:

- Promote urban development patterns, densities and form that support reduced travel demand, increased availability and access to public transport and that encourage walking and cycling.
- Have regard to the potential for conflict between sensitive land uses and activities with air emission impacts.

Soil and Land Quality

Include strategies, scheme provisions and/or policies that:

- Have regard to the capability of land to accommodate different land uses and developments;
- Facilitate rehabilitation or remediation for appropriate future use of land that is degraded or contaminated, or has the potential to become so.
- Ensure that land uses with the potential to contaminate land are not permitted unless it can be demonstrated that the proposed activities will not result in land contamination or adverse effects on future land use.
- Promote management of any existing and potential areas affected by salinity, acid sulfate soils or other severe land degradation problems to reduce impacts on land, buildings and infrastructure.

Biodiversity

Planning strategies, schemes and decision-making should:

- incorporate mechanisms to protect areas of high biodiversity and/or conservation value;
- Seek to avoid or minimise any direct or indirect adverse impacts on areas of high biodiversity or conservation value as a result of changes in land use or development.
- Establish a conservation reserve system for flora, fauna habitat, landscapes, waterways, estuaries and wetlands.
- Safeguard and enhance linkages between terrestrial and aquatic habitats.
- Ensure the protection of high biodiversity conservation values.
- Support the use of management plans to protect areas of high biodiversity conservation value.

Agricultural Land and Rangelands

Planning strategies, schemes and decision-making should:

- Protect and enhance areas of agricultural significance.
- Consider the natural resource capability of rangelands and agricultural lands.
- Diversify compatible land use activities based on principles of sustainability and the capability and capacity of the land to support these uses.
- Minerals, Petroleum and Basic Raw Material Resources – Include strategies, scheme provisions and/or policies that:
 - Identify and protect important and economic mineral resources to enable mineral exploration and mining;
 - Identify and protect important basic raw material resources and provide for their extraction;
- Support sequencing of uses where appropriate to maximise options and resultant benefits to community and the environment.
- Support, where possible, improved efficiencies in the production and consumption of mineral and basic raw material resources to ensure their availability for future environmental and human uses.

Landscape

Include strategies, scheme provisions and/or policies that:

- Identify, safeguard and/or encourage the restoration landscapes with high geological, geomorphological or ecological values, as well as those of aesthetic, cultural or historic value to the community;
- Incorporate appropriate planning and building design and siting criteria to ensure that new development is consistent and sensitive to the character and quality of the landscape;

- Consider the need for a landscape, cultural or visual impact assessment for land use or development proposals that may have a significant impact on sensitive landscapes.

Greenhouse Gas Emissions and Energy Efficiency

Include strategies, scheme provisions and/or policies that:

- Promote energy efficient development and urban design.
- Support the retention of existing vegetation and re-vegetation.
- Support the use of alternative energy generation where appropriate.
- Support the adoption of adaptation measures that may be required to respond to climate change.

3.2.3 State Planning Policy 2.4 – Basic Raw Materials

The policy is designed to facilitate extraction of basic raw materials to avoid sensitive development close to basic raw material resources which could inhibit extraction of the resource.

In the policy, ‘basic raw materials’ means sand, clay, hard rock, limestone, gravel and other construction and road building materials.

The policy indicates that extractive industry should not be prohibited in a general rural zone unless there is adequate justification.

The policy also indicates a presumption against the introduction of sensitive uses (including rural residential development) within one kilometre of basic raw material extraction areas which would prejudice or be adversely affected by the basic raw materials extraction.

On this basis it will be necessary to identify the potential sources of basic raw materials within the Shire of Broome.

3.2.4 State Planning Policy 2.5 – Land Use Planning in Rural Areas

This policy applies to rural land across the State. It is noted that this policy is currently under review and proposes to specifically include animal premises (poultry farms, abattoirs, piggeries, stock yards etc), currently dealt with under SPP 4.3 – Poultry Farms, and also provide guidance for basic raw materials, as the current SPP 2.4 only applies to four local governments outside of Perth and Peel.

Its objectives can be summarised as follows:

- to protect rural land from incompatible uses;
- to promote regional development through provision of ongoing economic opportunities on rural land;
- to promote sustainable settlement in, and adjacent to, existing urban areas;
- to protect and improve environmental and landscape assets; and
- to minimise land use conflicts.

The policy sets out the wide range of matters to be addressed in a Local Planning Strategy. Some of these are:

- identifying and protecting key natural resources, including through the establishment of environmental corridors;
- providing a clear strategy for settlement growth, including rural living precincts;
- identifying priority agricultural land; and
- proposed land use change from rural to all other uses.

The policy provides clear definitions for the various Rural Living zones where Rural Living is, in summary,

“A land use that is residential in nature and generally in the order of one to 40 hectares. It is usually for hobby farming, lifestyle activities or incidental income, and includes special residential, rural living, rural retreat, rural

residential, special rural, rural smallholdings and landscape protection zones. Rural living is not considered a rural or agricultural land use:

- Rural Smallholdings: A sub-set of rural living. Land providing housing and lifestyle opportunities, including opportunities for income generation, on lots ranging from 4 to 40 hectares or above.
- Rural Residential: A sub-set of rural living. Lot sizes range from 1 to 4 hectares and reticulated potable water supply is required.

3.2.5 State Planning Policy 2.6 – State Coastal Planning Policy

The purpose of this Policy is to provide guidance for decision making within the coastal zone. This includes the establishment of foreshore reserves, managing development and land use change, and protecting, conserving and enhancing coastal values. The policy was gazetted in July 2013.

In essence, the policy aims to:

- Ensure that development and the location of coastal facilities takes into account coastal processes, landform stability, coastal hazards, climate changes and biophysical criteria
- Ensure the identification of appropriate areas for the sustainable use of the coast for housing, tourism, recreation, ocean access, maritime industry, commercial and other activities;
- Provide for public coastal foreshore reserves and access to them on the coast; and
- Protect, conserve and enhance coastal zone values, particularly in areas of landscape, biodiversity and ecosystem integrity, indigenous and cultural significance.

The policy is based on the 'precautionary principle' whereby a lack of full scientific certainty is not to be used as a reason to postpone measures to prevent environmental

degradation. The onus is on any proponent to demonstrate that a development does not pose any likelihood of serious or irreversible environmental harm.

For the Shire of Broome it means that planning instruments such as this strategy and the local planning scheme must be consistent with the objectives and policy measures in SPP 2.6, and must also comply with the Coastal Planning Guidelines.

The policy is extensive, and amongst other things requires that infrastructure and development be sited and designed to complement the coastal environment, which may have implications for setbacks and heights of buildings and other significant structures.

Urban development is encouraged to be concentrated in and around existing settlements, with continuous linear urban development along the coast discouraged.

The policy affects how water including stormwater and wastewater can be managed in relation to the coast. There is a general presumption against the use of coastal foreshore reserves for the management of wastewater or to accommodate any portion of infrastructure or site works used for wastewater management.

Adequate coastal risk assessment, management and adaptation is required. To do this will require examination of the nature of the coast and an assessment of its vulnerability to coastal processes and climate change. The policy recognises that there is regional diversity in coastal types and requires that coastal hazard risk management and adaptation is appropriately planned for, encouraging innovative approaches to managing coastal hazard risk.

3.2.6 State Planning Policy 2.7 – Public Drinking Water Source Policy

This objective of this policy is to ensure that land use and development within Public Drinking Water Source Areas is compatible with protection and long-term management of water resources for public water supply.

The policy specifies that Public Drinking Water Source Areas should be identified in local planning strategies.

As a general principle, the policy indicates that land uses and developments in all priority source protection areas which have the potential to detrimentally impact on the quality or quantity of public drinking water supplies should not be permitted, unless it is demonstrated that such impacts can be successfully managed.

3.2.7 State Planning Policy 2.9 – Water Resources

This policy provides guidance for the consideration of water resources in land use planning processes.

Water resource issues are required to be a key consideration in the development of a local planning strategy, which should be accompanied by an environmental management plan (refer to 6.3).

The policy specifies measures that should be adopted in planning documents and decision making on all planning proposals, including the following:

- prevention or amelioration of potential impacts on water resources including:
 - nutrient loads
 - acidity and leaching of acid sulfate soils
 - removal of endemic vegetation important for long-term management of the water resource
 - erosion, sedimentation or turbidity
- environmental water requirements
- pollution and contamination
- salinity above natural levels;
- promotion of improved outcomes (eg. environmental repair and rehabilitation of water source, improved water quality, restoration of natural flow regimes);
- identification, mapping and prioritisation of all above and below ground water resources;
- consideration of potential impacts of the water source on proposed development, such as flooding and disease vector or nuisance insects;
- recognition of any existing plans or strategies relating to water resources in the area;
- protection of current and future public drinking water sources from inappropriate development and subdivision;
- assessment of water quantity and quality requirements for proposed and existing development and the environment, with development not being supported if no viable water resource can be accessed to serve it;
- retention of the natural alignment of waterways except where adjustments are necessary that do not compromise natural environmental values;
- application of appropriate buffers for wetlands, waterways and estuaries to maintain or enhance environmental attributes, functions and values;
- consideration of water cycle management and water sensitive urban design principles;
- promotion of water conservation;
- promotion of local native vegetation in developments to minimise water use and maximise filtration;
- reuse and recycling of water and consideration of alternative water sources where appropriate; and
- use of Special Control Areas in protection and management of water resources.

3.2.8 State Planning Policy 3 – Urban Growth and Settlement

This policy contains a range of measures addressing different urban growth and settlement issues.

It supports the creation of sustainable communities with the following key requirements which will influence how the local planning strategy and scheme determine the distribution and hierarchy of settlements and urban expansion, and transport:

- a strong, diversified and sustainable economic base with assured access to jobs and employment;
- appropriately located, sufficient and suitable serviced land for housing, employment, commercial, recreational and other purposes, coordinated with efficient and economic provision of transport, essential infrastructure and human services;
- variety and choice in size, type and affordability of housing, responsive to community diversity and demand;
- affordable land for housing and affordable housing products in greenfield and brownfield locations;
- efficient use of land in existing urban areas through use of vacant/underutilised land/buildings and higher densities where appropriate, cost-effective use of land, buildings, services, neighbourhoods and infrastructure, and promoting and encouraging energy-efficiency in urban development;
- directing urban expansion into designated growth areas well serviced by employment and public transport;
- supporting higher residential densities in the most accessible locations and adjacent to high amenity areas;
- clustering retail, employment, recreational and other activities which attract large numbers of people in existing and proposed activity centres at major public transport nodes;

- locating new urban development to be accessible by foot, bicycle or public transport rather than requiring access by car;
- good urban design to create/enhance community identity, sense of place, liveability and social interaction in new and existing neighbourhoods;
- designing the urban environment to reduce opportunities for, and fear of, crime; and
- considering the environment by protecting, restoring and enhancing biodiversity and minimising development impacts on land, water, energy, minerals, basic raw materials, agriculture and other natural resources.

3.2.9 State Planning Policy 3.1 – Residential Design Codes

The Residential Design Codes (R-Codes) provide a basis for the control of residential development throughout the State. Local government applies the R-Codes to residential development by reference to them through the local planning scheme.

The R-Codes address ten design elements:

1. Housing Density
2. Streetscape
3. Boundary Setbacks
4. Open Space
5. Access And Car Parking
6. Site Works
7. Building Height
8. Privacy
9. Design for Climate
10. Incidental Development

The R-Codes allow for a local government to adopt local planning policies addressing any of the design elements in recognition of a regional circumstance. In the case of Broome, climatic conditions are an obvious influence that could justify a variation from the R-Codes as written. Prior to adopting any local planning policy varying the R-Codes, the Council would

be required to provide a full justification of the proposal to the WAPC and obtain its approval to proceed, as required under clause 7.3.1 of the codes.

3.2.10 State Planning Policy 3.4 – Natural Hazards and Disasters

This policy is based on the premise that the most effective strategy for reducing the long-term impact of natural hazards is to integrate hazard mitigation into the land use planning process. Natural hazards include flood, severe storms and cyclones, storm surge, tsunami, bush fires, landslides and earthquakes. Several of these are of particular relevance within the Shire of Broome.

The policy's objectives are to:

- include planning for natural disasters as a fundamental element in the preparation of all statutory and non-statutory planning documents; and
- through use of these planning instruments, to minimise the adverse impacts of natural disasters on communities, the economy and the environment.

Natural elements and factors that may create or influence hazards include:

- climate
- geology
- soils
- vegetation cover
- slopes
- landforms
- hydrology
- built environment
- community awareness
- history of hazards in the region; and
- potential for long term changes to risk (eg. climate change, land use change).

Of particular relevance to planning in the Shire of Broome are policy provisions relating to flood, severe storms and cyclones, bushfire, and earthquakes.

Flood

Proposed development on a floodplain is considered acceptable with regard to major flooding as long as it does not produce an adverse impact on surrounding development and it has an adequate level of flood protection.

Land uses in flood prone areas should exclude development that would obstruct floodways. Floodplain mapping should be based on the 1 in 100 year flood, with land use and development controls applying to the floodplain for such an event. All habitable, commercial and industrial buildings should have floor levels above the level of such a flood.

Severe Storms and Cyclones

The policy confirms the requirements in the Building Code of Australia regarding structures being required to be able to withstand cyclonic winds and rain.

Bush Fires

The policy incorporates by reference the provisions and requirements of Planning for Bushfire Protection (WAPC and Fire and Emergency Services Authority, 2001) and WAPC Development Control Policy No. 3.7 (Fire Planning) – both of which have since been rescinded and replaced by the Planning for Bush Fire Protection Guidelines (2010).

Earthquakes

The policy indicates that the best available existing information on earthquakes should be used, and requirements of the Building Code of Australia for developments in earthquake prone areas should be followed as necessary.

3.2.11 State Planning Policy 3.2 – Aboriginal Settlements

This policy was originally gazetted in 2000 and revised in May 2011. Its objectives are:

- To provide for the recognition of Aboriginal settlements through local planning schemes and strategies.
- To collaboratively plan for the orderly and coordinated development of Aboriginal settlements.

The Policy defines an Aboriginal settlement as:

‘a discrete place that is not contiguous with a gazetted town, is inhabited or intended to be inhabited wholly or principally by persons of Aboriginal descent, as defined under the *Aboriginal Affairs Planning Authority Act 1972*, and which has no less than 5 domestic dwellings and/or is supported by essential services that are provided by one or more State agency(s)’.

It is noted that the Government of Western Australia and the Australian Government signed a Bilateral Agreement on Indigenous Affairs in June 2006 which aims to improve the circumstances for Aboriginal Western Australians. The Agreement includes a commitment for local governments to take responsibility for local government services in Aboriginal settlements.

This policy has implications for the Shire of Broome, which has approximately 83 Aboriginal settlements, 75 of which are remote settlements with 100 or less people and less than 20 dwellings. The majority (63) are settlements of less than 30 people. (Refer to the report *Municipal Services for Remote Indigenous Communities within the Shire of Broome* prepared for the Shire in September 2011 by Cardno).

Layout Plans

The policy requires that Aboriginal settlements have an endorsed Layout Plan. Layout Plans are to be prepared in accordance with the policy and associated guidelines and are to comprise:

- mapping;
- background report; and
- provisions.

Layout Plans are intended to reflect the growth aspirations of the resident community and Traditional Owners based on sound planning principles including consideration of known cultural, environmental, economic, tenure and infrastructure constraints, opportunities and requirements. A drinking water source protection plan is to be incorporated into the Layout Plan.

Layout Plans are required for the following ten settlements within the Shire of Broome, which are illustrated in Map 2b:

1. Ardyaloon
2. Djarindjin
3. Lombadina
4. Beagle Bay
5. Bidyadanga
6. Burrduk
7. Goolarabooloo Millinbinyarri
8. Bobieding
9. La Djardarr Bay; and
10. Budgarjook

Of these settlements Layout Plans have already been prepared by the Department of Planning, adopted by Council and endorsed by the WAPC for the following:

1. Ardyaloon
2. Burrduk
3. Goolarabooloo Millinbinyarri
4. Bobieding

5. Bidyadanga
6. Beagle Bay
7. Djarindjin/Djarindjin Junction

In addition, Layout Plans have been prepared by the Department of Planning for the following settlements, but these plans have not been endorsed by the local community, Council or the WAPC.

1. Lombadina

Consultation

The preparation of Layout Plans requires consultation with the resident community, Traditional Owners, local government and relevant key agencies and stakeholders.

Endorsement

The policy states that the WAPC may endorse a Layout Plan if:

- the Layout Plan is consistent with the provisions of the policy;
- the relevant resident community has endorsed the Layout Plan;
- the relevant local government has endorsed the Layout Plan, or the WAPC is satisfied that preparation of the Layout Plan has included appropriate consultation with the local government and that best endeavours were made to secure the endorsement of the local government; and
- the relevant Traditional Owners have endorsed the Layout Plan, or the WAPC is satisfied that preparation of the Layout Plan has included appropriate consultation with the Traditional Owners and that best endeavours were made to secure the endorsement of the traditional owners.

Local government is to classify land as 'Settlement' zone in a local planning scheme where:

- a Layout Plan has been endorsed under this policy;



- a clear and appropriate area for a 'Settlement' zone is defined and delineated in the endorsed layout plan; and
- A local planning scheme that includes a 'Settlement' zone is to include provisions that require development to be in accordance with the endorsed Layout Plan.

3.2.12 State Planning Policy 3.5 – Historic Heritage Conservation

This policy, gazetted in May 2007, sets out principles of planning for conservation and protection of the State's historic heritage. The policy does not apply to Aboriginal heritage (except where Aboriginal heritage places or areas are entered in the State Register, a local Heritage List or are located within a

designated area) or to natural heritage (except where natural heritage forms part of a place of historic cultural heritage significance), as these are protected by other legislation. Aboriginal heritage is subject to its own legislation.

The objectives of the policy are to:

- conserve places and areas of historic heritage significance;
- ensure that development does not adversely affect the significance of heritage places and areas;
- ensure that heritage significance at both the state and local levels is given due weight in planning decision-making; and
- provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.

The policy explains that municipal inventories, required under the *Heritage of Western Australia Act*, do not have statutory force and effect in terms of planning controls but inclusion of places in a Heritage List under a Scheme with Model Scheme Text provisions provides that statutory force. A Heritage List may include all or some of the places on a municipal inventory.

Development control principles

The Policy sets out eleven development control principles which should be applied in considering planning applications relating to a place or area on the State Heritage Register, a Heritage List or a Heritage Area designated under a local government planning scheme.

3.2.13 State Planning Policy 3.6 – Development Contributions for Infrastructure

This policy sets out the principles and considerations that apply to development contributions for the provision of infrastructure in new and established areas.

Background

The policy sets out the standard development contributions for infrastructure applied by the WAPC on the subdivision, strata subdivision, or development of land. It provides a consistent, accountable and transparent system for local governments to plan and charge for development contributions over and above the standard provisions through the preparation of development contribution plans.

Infrastructure and facilities that may be subject to developer contributions include roads, public transport, water supply, sewerage, electricity, gas, telecommunications, drainage, open space, schools, health, community and recreational facilities.

Objectives

The objectives of the policy are to:

- promote the efficient and effective provision of public infrastructure and facilities to meet the demands arising from new growth and development;
- ensure that development contributions are necessary to the development to be permitted and charged equitably among those benefiting from the infrastructure and facilities to be provided;
- ensure consistency and transparency in the system for apportioning, collecting and spending development contributions; and
- ensure the social wellbeing of communities arising from or affected by development.

Scope of development contributions

Standard development contribution requirements relate to:

- land contributions (public open space, foreshore reserves, primary school sites and land for roads and road widening in some circumstances);
- infrastructure works – both on-site works and off-site works and upgrading as required for roads, water, sewerage, drainage works, electricity supply infrastructure and other public utilities; and
- monetary contributions.

Local governments can also seek contributions for the capital costs (not ongoing operation or maintenance costs) of community infrastructure. The policy defines community infrastructure as ‘the structure and facilities which help communities and neighbourhoods to function effectively, including:

- sporting and recreational facilities;
- community centres;
- child care and after school centres;
- libraries and cultural facilities; and
- such other services and facilities for which development contributions may reasonably be requested, having regard to the objectives, scope and provisions of this policy.’

Development contributions can be sought for:

- a new item of infrastructure;
- land for infrastructure;
- an upgrade in the standard provision of an existing item of infrastructure;
- an extension to existing infrastructure;
- the total replacement of infrastructure once it has reached the end of its economic life; and
- other costs reasonably associated with the preparation, implementation and administration of a development contribution plan.

It is critical that the ‘need and nexus’ between the proposed development and the infrastructure subject to developer contributions can be demonstrated before developer contributions can be required.

New development and associated population within the Shire of Broome will put significant pressure on existing utilities and community infrastructure. The Shire proposes to introduce developer contribution requirements in accordance with this policy.

3.2.14 State Planning Policy 4.1 – State Industrial Buffer Policy (Amended) (draft)

In 1997, the State Industrial Buffer Policy was gazetted. In July 2009, a draft amended State Industrial Policy was released by the WAPC and is being applied in place of the earlier policy. The draft policy applies to planning decision-making, and proposals which seek to provide for:

- new industrial areas and uses, and essential infrastructure;
- sensitive land uses in proximity to existing industrial areas and essential infrastructure; and
- the expansion or change in the operations of an existing industry and essential infrastructure.

The policy objectives are to:

- avoid conflict between industry and/or essential infrastructure and sensitive land uses;
- protect industry and/or essential infrastructure from encroachment by those land uses that would be sensitive to impacts and adversely impact efficient operations;
- provide for the development of industry and/or essential infrastructure in a way that maximises amenity, minimises environmental and health impacts and takes account of risk to nearby sensitive land uses; and
- promotes compatible uses in areas affected by off-site impacts of industry and/or essential infrastructure.

A range of policy measures relating to land use conflict, the definition of buffer areas, and technical analysis includes:

- demonstrating if and how emissions will be contained on-site;
- requiring new industries to be located so as to provide and maintain an appropriate buffer between the proposed industrial uses and sensitive land uses;
- encouraging relocation of existing industries that cannot acquire appropriate buffer areas to mitigate off-site impacts;
- avoiding siting of sensitive land uses within a buffer area, and requiring thorough investigation of any proposed sensitive land uses within buffer areas to avoid future health or amenity conflict or future constraint on the industries protected by the buffer;
- requiring new local planning scheme controls to be consistent with the EPA Guidance Statement No. 3 Guidance for the Assessment of Environmental Factors No. 3: Separation Distances Between Industrial and Sensitive Land Uses (June 2005);
- requiring detailed technical analysis if a proponent seeks to reduce a specified buffer.

Local planning strategies and structure plans are required to identify buffer areas around major existing or proposed industrial areas and infrastructure, or any uses that have the potential for unacceptable off-site amenity and health impact or risk. Local planning strategies must also identify the location and land requirements of key infrastructure and utilities necessary to service proposed and existing development.

The draft policy requires that consideration be given to the following when preparing local planning strategies, local planning schemes and scheme amendments:

- managing and minimising the potential for land use conflict between industry and/or essential infrastructure and sensitive land uses;

- timely and accurate identification of industry and essential infrastructure which require buffers;
- including planning provisions to minimise impact on adjoining sensitive land uses, such as requiring buffer areas or separation distances and physical measures;
- review zonings and permissible uses adjoining industrial zones or existing industry to ensure the land is developed in a compatible manner;
- providing mechanisms to ensure advice is provided to future landowners and residents informing them of the potential for off-site impact on amenity from nearby industrial uses or essential infrastructure.
- ensuring that proposals are not supported which in the opinion of the Commission:
 - restrict the operation of important activities in industrial zones;
 - restrict substantial and deleterious off-site impact on the amenity, health, safety and security of the industrial area;
 - inhibit the location of industries and activities with less offsite impact and risk towards the periphery of the industrial zone; or
 - limit the ability of the protected industry or infrastructure to achieve the ultimate planned capacity and operating efficiency.

Local government local planning schemes are the preferred basis for identifying and managing buffers and the policy provides guidance for considering planning proposals in a buffer area.

3.2.15 State Planning Policy 5.2 – Telecommunications Infrastructure

This Policy applies to zoning, subdivision and development of land throughout the State in respect of telecommunications facilities that are not exempted by the *Telecommunications Act 1997* (Cmwith).

Notwithstanding the importance of telecommunications infrastructure, the Policy also notes the importance of planning policies to ensure that telecommunications facilities are designed and installed in a manner that protects the visual character and amenity of local areas.

Assessment of whether or not a proposed telecommunications facility is low-impact is based on the zoning of land.

The Policy addresses the following in detail:

- guiding principles for the location, siting and design of telecommunications infrastructure;
- matters to be considered when determining planning applications; and
- information required to be provided when submitting a planning application.

Local governments may include any relevant provision of the Policy in a local planning scheme or planning policy.

3.2.16 State Planning Policy 5.4 – Road and Rail Transport Noise and Freight Considerations in Land Use Planning

This policy seeks to minimise the adverse impact of transport noise, without placing unreasonable restrictions on noise-sensitive residential development, or adding unduly to the cost of transport infrastructure. It aims to provide a standardised and consistent framework for the consideration and management of the impacts of transport noise and freight operations when dealing with:

- future major transport corridors or freight handling facilities;
- new major road or rail infrastructure projects, including major redevelopments, in the vicinity of existing or future noise-sensitive land uses; and
- the location of freight handling facilities.

The policy does this primarily by:

- identifying the situations in which it would be appropriate to assess proposals for transport noise impacts;
- establishing noise criteria to be used in the assessment of these proposals; and
- identifying measures that can be adopted to reduce road and rail transport noise in these instances.

It is important to note that the policy is not retrospective. That is, it does not apply:

- to noise from existing railways or major roads in the vicinity of an existing noise-sensitive land use; or
- to proposals involving an increase in traffic along an existing railway or major road in the absence of a major redevelopment.

Sensitive land uses include residential development. Any areas where sensitive land uses are proposed in proximity to an existing or proposed freight route or freight handling area will have to be considered in the light of this policy, as will any proposals to build new or expand existing major roads or freight handling facilities.

3.3 Operational Policies

The WAPC has many Development Control policies affecting land use planning, development and subdivision. While many of these are relevant to the Shire of Broome in the day to day exercise of its planning functions, a few have specific relevance to the preparation of the Local Planning Strategy and a local planning scheme and it is these that are discussed here.

3.3.1 WAPC DC 2.3 – Public Open Space in Residential Areas

This policy sets out the requirements for creation of public open space in the subdivision of land for residential purposes. The normal requirement is that for residential subdivision,

where practicable 10% of the gross subdivisible area be given up free of cost and ceded to the Crown as public open space.

The WAPC will not normally require an open space contribution for subdivisions creating five lots or less where:

- such a contribution is not required by a provision of a local planning scheme or approved structure plan; and
- the applicant demonstrates that land has already been given up for open space in an earlier subdivision; or
- the proposal is in a locality where the WAPC, on the advice of the local government after assessing the locality, concludes there is sufficient open space in the locality.

This implies that the Shire will need to identify situations where a public open space provision (land or cash-in-lieu) would be required for a small subdivision. This is more likely to be required in established areas.

At the request of a local government and if specified criteria are met, the WAPC may reduce the proportion of public open space required below 10%, where an area of land equivalent to the reduction is made available free of cost to the local government as a community facilities site.

In such a situation, the Shire would have to justify the need for the site and give details of the intended use, timing and operation of, and parking for, the development on the site.

The policy also addresses foreshore reserves, regional open space, public utility uses, development of open space and cash-in lieu of open space.

3.3.2 WAPC DC 3.4 – Subdivision of Rural Land

This policy sets out the principles used to determine applications to subdivide rural land. Subdivision of rural and agricultural land for closer settlement (rural residential and rural small holdings) and more intensive agricultural

uses is required to be properly planned for through preparation of regional and local planning strategies and provided for in local planning schemes prior to subdivision.

In considering applications, WAPC will consider rural subdivision in the following exceptional circumstances;

- a) To realign lot boundaries where there is no increase in lot numbers;
- b) To protect and actively conserve places of cultural and natural heritage;
- c) To allow for the efficient provision of utilities and infrastructure and /or for access to natural resources; and
- d) To allow for the continued occupation of existing homesteads when they are no longer used as part of a farming operation.

3.3.3 Liveable Neighbourhoods

Liveable Neighbourhoods is an operational policy for the design and assessment of structure plans (regional, district and local) and subdivision for new urban (predominantly residential) areas in metropolitan areas and country centres, on greenfield and large urban infill sites. Originally introduced in 1998, the policy was updated in January 2009. The policy is currently under review. The policy is largely performance-based.

Liveable Neighbourhoods provides comprehensive guidance on eight specific design elements:

- community design
- movement network
- lot layout
- public parkland
- urban water management
- utilities
- activity centres and employment
- schools.

Aims of Liveable Neighbourhoods:

- to provide for an urban structure of walkable neighbourhoods clustering to form towns of compatible mixed uses in order to reduce car dependence for access to employment, retail and community facilities;
- to ensure that walkable neighbourhoods and access to services and facilities are designed for all users, including those with disabilities;
- to foster a sense of community and strong local identity and sense of place in neighbourhoods and towns;
- to provide for access generally by way of an interconnected network of streets which facilitate safe, efficient and pleasant walking, cycling and driving;
- to ensure active street-land use interfaces, with building frontages to streets to improve personal safety through increased surveillance and activity;
- to facilitate new development which supports the efficiency of public transport systems where available, and provides safe, direct access to the system for residents;
- to facilitate mixed-use urban development which provides for a wide range of living, employment and leisure opportunities, capable of adapting over time as the community changes and which reflects appropriate community standards of health, safety and amenity;
- to provide a variety of lot sizes and housing types to cater for the diverse housing needs of the community at a density that can ultimately support the provision of local services;
- to ensure the avoidance of key environmental areas and the incorporation of significant cultural and environmental features of a site into the design of an area;
- to provide for a more integrated approach to the design of open space and urban water management;

- to ensure cost-effective and resource-efficient development to promote affordable housing; and
- to maximise land efficiency wherever possible.

3.3.4 Better Urban Water Management

Better Urban Water Management (October 2008), published by the Commission, provides guidance on the implementation of State Planning Policy 2.9 Water Resources.

The document provides a framework for how water resources should be considered at each stage of the planning process by identifying the various actions and investigations required to support the particular planning decision being made. The document indicates that the approach outlined in Better Urban Water Management should be applied to both new greenfield and urban renewal projects where residential, commercial, industrial and rural residential uses and development are proposed, including in rural townsite areas.

Local Planning Strategies

Better Urban Water Management indicates that a Local Planning Strategy should identify objectives for water resource management, together with other environmental, social and economic issues in the local government area, and propose strategies to achieve these objectives.

The document anticipates that the required information would be obtained from other sources, such as Regional or District Water Management Strategies, regional water plans or from state government departments.

The document specifies that, as minimum requirements, a local planning strategy should:

- apply the requirements of state and regional planning policy, including SPP 2.9 Water Resources;

- propose local and regional catchment management objectives and preliminary design objectives for all elements of the total water cycle (general design criteria are provided in section 1.3 of the document);
- map the surface and groundwater catchments and sub-catchments, including significant water resources such as waterways and wetlands, and identify critical water resource management issues, including water quality;
- undertake a desktop analysis of past land use with the potential for contamination, including high levels of nutrients and develop a strategy to address at an appropriate time;
- discuss water sources for drinking and other water needs, including future settlement needs, identifying any existing or future proclaimed water source catchments and major infrastructure needs (eg. wastewater treatment plants);
- depict the location of future conservation reserves, multi-use open space corridors, urban bushland belts and greenways, waterway corridors and wetlands to be protected; and
- propose a strategy to ensure that surface and groundwater quality and quantity information is available at an appropriate time to inform future land use planning decisions.

The document indicates that, where supported by a Regional or District Water Management Strategy, a Local Planning Strategy may address water resource management in more detail, indicating current conditions, identifying risk areas and making recommendations for future action.

Local Water Management Strategies

The document indicates that Local Scheme Amendments and/or Local Structure Plans should be accompanied by a Local Water Management Strategy (with Scheme provisions requiring such a strategy to accompany structure plans).

It also recommends that a Local Water Management Strategy be advertised for public comment, including referral to specialist agencies, as part of either of these processes. Structure plans associated with proposed new residential, commercial or industrial areas should, in addition to the usual requirements for such structure plans, include detailed information relating to potable and non-potable water use and surface water and groundwater management, outlined in a Local Water Management Strategy appended to the local structure plan. The Local Water Management Strategy should be consistent with any Regional or District Water Management Strategy.

The responsibility for a Local Water Management Strategy rests with either the local government or with the landowner/developer, depending on which is the initiator (i.e. proponent) of the associated planning action.

Local Scheme Amendments

The document indicates that Local Scheme Amendments should be accompanied by a Local Water Management Strategy, but that where such a strategy is not provided, the following information is necessary to support a Local Scheme Amendment rezoning land for an urban use:

- objectives for total water cycle management to be met through identified mechanisms, including future roles and responsibilities for demonstration of achievement;
- identification of water dependent ecosystems, final determination and mapping of buffers, and demonstrations that changes to the water quality and hydrological regime of water dependent ecosystems to be protected, have been avoided or minimised;
- detailed pre- and post-development total water balance, including consideration of imported scheme water, wastewater, stormwater and groundwater and how these interact with the environment, including the ocean;

- likely sources and infrastructure requirements for water supply and infrastructure for wastewater and stormwater management;
- discussion of existing groundwater quality and quantity based on a refinement of the regional/district level information (it is anticipated that preliminary site investigative work is undertaken including geotechnical investigation and groundwater sampling);
- a more detailed assessment of past land use in high-risk areas, including soil types and nutrient pathways;
- description of existing stormwater management infrastructure and natural systems (including wetlands) and its impact on groundwater levels;
- identification of the capacity of the receiving infrastructure and downstream environment to adapt to the post-development water balance, ensuring pre-development conditions are maintained or improved in water-dependent environments to be protected;
- broad assessment of any requirement for landform modification (fill) based on the above points, including an approach that avoids impacts on water-dependent environments to be protected;
- description of how the development will meet the criteria in the arterial drainage plan (or Department of Water drainage and water management plan), supported by additional information indicating land requirements for flood management and how stormwater quality will be addressed; and
- issues to be addressed through local structure planning, subdivision and development.

The document also recommends that consideration be given to specific zone provisions to achieve stated outcomes of the Local Water Management Strategy.

These may include requirements for new houses to be water efficient, have domestic rainwater tanks plumbed into water supply or to incorporate lot-level grey water systems.

The document notes that consideration will need to be given to these sorts of provisions early in the process, to ensure that they are supported by the relevant water service provider and the Department of Health.

Subdivision applications

Better Urban Water Management indicates that large subdivisions should be supported by an Urban Water Management Plan, as should small subdivisions in priority catchments or where there are significant risks to water resources. Also, where an approved Local Water Management Strategy does not exist, an Urban Water Management Plan will be required to be lodged with the subdivision application.

An Urban Water Management Plan is the responsibility of the landowner/developer. Subdivision where an Urban Water Management Plan is not required should still be consistent with the principles of State Planning Policy 2.9.

3.3.5 Acid Sulfate Soils Planning Guidelines

The document Acid Sulfate Soils Planning Guidelines (January 2009), published by the Western Australian Planning Commission, replaces the Commission's Planning Bulletin No. 64 on Acid Sulfate Soils. Identifying existing and potential areas affected by acid sulfate soils is a requirement of State Planning Policy No. 2 Environment and Natural Resources Policy while preventing or ameliorating the leaching of acid sulfate soils is a requirement of State Planning Policy No. 2.9 Water Resources (see section 3.2.7 above).

The guidelines are to be used on any areas with a High to Moderate risk of acid sulfate soils as delineated on DEC or Landgate data. An underlying assumption in the guidelines is that acid sulfate soils are technically manageable in the majority of cases, but it must be recognised that the technical management of acid sulfate soils comes at an economic cost.

General principles

There are four general principles underlying the guidelines:

- Acid sulfate soils should be considered in all planning decisions to avoid potential adverse affects on the natural and built environment.
- Disturbance of acid sulfate soils should be avoided wherever practicable.

Where the disturbance of acid sulfate soils is unavoidable, subdivision and development should be undertaken in a manner that:

- mitigates the potential adverse effects on the natural and built environment using the most appropriate mitigation strategies and management techniques; and
- achieves acceptable soil and water quality outcomes.

The rehabilitation of previously disturbed acid sulfate soils and existing acid drainage should be encouraged.

3.3.6 Planning for Bush Fire Protection Guidelines

In May 2010, the Planning for Bush Fire Protection Guidelines (Edition 2) were released. These guidelines, prepared by the WAPC, Fire and Emergency Services Authority of WA (FESA) and the Department of Planning, supersede the 2001 document, Planning for Bush Fire Protection. The new guidelines also supersede the WAPC Development Control Policy DC 3.7 Fire Planning, which was rescinded upon the release of the guidelines. The guidelines are, at the time of writing, interim guidelines subject to further review. The guidelines are intended to be used as a tool to ensure fire protection is integrated in the early stages of land development and apply to all levels of planning decisions and proposals which result in the intensification of land use, including strategic and structure planning, through to subdivision and development.

4 Regional planning context

4.1 Kimberley Regional Planning and Infrastructure Framework

The WAPC has established Regional Planning Committees across Western Australia with a diverse membership including representation from State and local government, industry, Aboriginal groups and the wider community. The first task of these committees was the preparation of Planning and Infrastructure Frameworks for each region.

These are a response to concerns expressed by regional communities, industry and all levels of government about the need for a stronger decision-making context across the regions, particularly the need for greater coordination of economic activity, infrastructure provision and land use.

The frameworks aim to encourage and facilitate population growth and economic development over the next 25 years. It is recognised that this growth will need to be managed to reduce impacts on the region's natural resources and environment while also respecting the connection to country by Traditional Owners and the rights and interests afforded under the *Native Title Act 1993*.

The Kimberley Regional Planning and Infrastructure Framework (KRPIF) recognises the need to capitalise on the region's comparative advantages and promote diversification of the economy.

These strategies are essential for encouraging and facilitating population and economic growth across the region to 2040.

The guiding principles that have been identified for the Kimberley are:

- developing modern, well-designed, progressive, and vibrant urban places that provide improved levels of amenity and wellbeing;



photo courtesy – T Lebus Garstone

- fostering a prosperous and diverse economy, based on the region's comparative advantages, which provides employment opportunities;
- providing a high standard of infrastructure, including interconnected transport, utility infrastructure and community services (health and education);
- safeguarding and enhancing significant natural landscape assets and cultural heritage values;
- encouraging sustainable well-designed development that is responsive to the region's natural environment, including its climate; and
- developing governance structures to ensure the efficient and timely implementation of the KRPIF.

Native Title

The KRPIF identifies the need to undertake detailed analyses of the interaction between Native Title legislation and the *Planning and Development Act 2005*. It is anticipated that the number of Native Title determinations will increase and there is likely to be a significant emerging interest from Traditional Owners in undertaking strategic land use planning, especially in areas where there are demands for urban expansion, infrastructure provision and economic development.

Cultural Heritage

There are many places of cultural significance that are not identified and not protected by legislation and policies that aim to protect cultural and natural heritage at Commonwealth and State Government level. 'Cultural mapping' is seen as a technique that can be used to record culturally important sites and activities. The concept is being explored in more detail with other government agencies and organisations to ascertain the potential benefits for future land use planning.

Natural Environment

There are many areas of the Kimberley that are protected from development under legislation; however the same environmental values are likely to be significant in growing the economy through eco-tourism. Also, reforms being considered for some pastoral leases will facilitate improved rangeland management though diversification into conservation leases and/or eco-tourism. The KRPIF recognises and incorporates, where relevant, the recommendations and initiatives of the Kimberley Science and Conservation Strategy (DEC, 2011), which is geared towards growth in the eco-tourism industry.

The KRPIF recognises that land use and development impact on the environment and identifies opportunities for avoiding or minimising these impacts.

Settlement

Aspirational growth scenarios for the Kimberley will be driven by progressive expansion and diversification of the region's economy and will need to be accompanied by detailed strategies to retain population in the region, including:

- development of employment opportunities;
- provision of high quality education and health services;
- implementation of 'enabling' infrastructure to allow people to capitalise on the region's comparative advantages; and
- creation of quality urban environments that can support increased population.

The KRPIF has determined a settlement hierarchy to provide direction for future development, based on:

- current population and expectations about future growth;
- current and future economic opportunities; and
- current and future capacity requirements of infrastructure.

Broome has been identified as a 'regional city'. In addition, larger Aboriginal settlements have been included into a 'Towns' category. If current trends continue there is a likelihood that there will be considerable growth in these towns, and normalisation of servicing and infrastructure provision will become more critical across all levels of Government.

Economic development

The KRPIF notes that the Kimberley economy relies on a limited number of economic sectors and that these may not be sufficient to substantiate new job creation to support population and economic growth. Diversifying the existing economic base will need consideration, and it is considered that this

is most likely to be achieved by identifying and capitalising on the region's competitive advantages, such as:

- mineral reserves (e.g. iron ore, nickel, diamonds);
- major off-shore oil and gas reserves;
- availability of natural resources to facilitate economic opportunities (e.g. water);
- significant amounts of land that can accommodate and facilitate new production opportunities;
- proximity to markets in Asia;
- opportunities to utilise renewable energy potential;
- natural beauty of the region's ranges and coastline;
- Aboriginal culture and heritage; and
- mild dry winter climate.

Utility infrastructure

The configuration and level of services is essentially population and industry driven. Emerging economic opportunities will impact on the capacity of utility services across the Kimberley. State Government service providers, and local government need to ensure utility infrastructure networks have the capacity to meet current demand and are able to expand to address future requirements.

Community infrastructure

Retention of existing population levels and attraction of new people into the Kimberley requires the ongoing provision of quality education, health, recreation and other community infrastructure comparable to that available in larger regional centres and city centres.

Transport infrastructure

Further development of the tourism sector, commencement of resource projects and growth in agriculture and horticulture all have the potential to significantly increase traffic on the region's road networks. Growth of the region's urban places will also place significant pressure on local transport networks and this will require detailed network planning.

The continued reliability of the Great Northern Highway as a main sealed freight route will be very important. Providing road networks to continue to service the needs of the region's communities and industries and support the anticipated growth in the tourism industry will be of critical importance. Facilitating access for the tourism industry via road will require additional investment over and above the upgrade requirements for major roads. Retention and preservation of some of the tourism routes as four wheel drive only will also play an important part of the attraction.

4.2 Dampier Peninsula Planning Strategy 2015

The Dampier Peninsula Planning Strategy (DPPS) has been produced by the WAPC and Department of Planning in response to the absence of a statutory planning framework for this significant part of the Kimberley, situated largely within the Shire of Broome and partially within the Shire of Derby/West Kimberley.

The DPPS aims to:

- Reflect the long-term land use, infrastructure provision, access and development aspirations of Traditional Owners, Dampier Peninsula residents and other land holders;
- Inform the broader communities of the Shire of Broome and Shire of Derby/West Kimberley;
- Satisfy the requirements of local, State and Commonwealth agencies; and
- Provide a sustainable framework for guiding decisions about beneficial economic, social and environmental outcomes.

The strategy provides important background and guidance for the local planning strategy as it includes:

- A vision developed by Traditional Owners and the community of the Dampier Peninsula;
- Guiding principles for future land use and development on the Dampier Peninsula;
- A strategy for future land use and development;
- An implementation plan; and
- A guide for possible land tenure changes which emerge from land use and management recommendations in the DPPS.

The Dampier Peninsula Planning Area includes portions of the Shire of Broome and Shire of Derby – West Kimberley and extends seaward beyond local government boundaries into coastal waters. It affects a portion of the Shire of Broome north of Willie Creek.

The DPPS establishes a settlement and tourism hierarchy, sets aside areas for the conservation of sensitive coastal, heritage and environmental areas as well as the continuation of traditional resource use. The plan also provides for the location of the strategic industry to accommodate the proposed Browse LNG Precinct and associated access corridor infrastructure. Although the proposed Browse LNG Precinct near James Price Point will eventually be subject to an Improvement Scheme, which is a separate planning scheme from that administered by the Shire of Broome, this local planning strategy nevertheless identifies the Shire's objectives, strategies and actions for the precinct.

The Shire has liaised with the Department of Planning, to ensure that the key elements pertaining to local planning are reflected in this local planning strategy. This has been undertaken to ensure that a comprehensive local planning strategy is developed which is reflective of regional planning objectives for the Dampier Peninsula region.

4.3 Browse LNG Precinct Improvement Plan and Improvement Scheme

Under the *Planning and Development Act 2005* the WAPC may develop an Improvement Plan for an area. Where an Improvement Plan is developed and adopted in accordance with the Act the WAPC may deal with the land in a number of ways including planning, replanning, designing, consolidating, re-subdividing, clearing, developing, reconstructing or rehabilitating the land.

The WAPC proposes an Improvement Plan and a related Improvement Scheme over the Browse LNG Precinct.

Processing facilities proposed in the Improvement Plan will be subject to a State Agreement and therefore will not be subjected to any planning approval requirements. As such, the Improvement Scheme will only relate to the other elements of the proposed Improvement Plan which includes the relevant infrastructure, 200 hectares of industrial land and workers accommodation development.

The proposed Improvement Scheme made under the Improvement Plan will be informed by objectives, proposed to be as follows:

- To establish a commercially viable gas processing location on the west Kimberley coast;
- To minimise and mitigate its impacts on the terrestrial and marine environment;
- To optimise the allocation and use of land within the Precinct, and enable the sharing of infrastructure networks and corridors to enable multiple user development within the Browse LNG Precinct.
- To facilitate the development of a Browse LNG Precinct through the provision of a multidisciplinary structure planning framework;
- To limit the duplication of infrastructure within the Precinct such as ports, infrastructure corridors and roads, which would be required if individual proponents were to build 'stand-alone' facilities; and

- To ensure the appropriate separation and layout of land uses through appropriate internal and external buffers to prevent incompatible or conflicting land uses.

At a Special Meeting on 28 June 2012, the Council of the Shire of Broome resolved to support the preparation of an Improvement Scheme but included in its recommendations that the objectives be modified to provide better guidance as to the intent of the precinct and to ensure:

- that Aboriginal heritage and cultural values are incorporated into the land use and development;
- that the industrial land not become general industry for any general public use;
- that a new road be constructed to reduce traffic off Manari Road;
- that the Broome port remains a supply base port and that the port and the precinct only provides for directly associated transport;
- that the amenity of the surrounding area be protected as far as possible from light and other pollution perspective;
- that development incorporates best practice sustainable technologies and design; and
- that the social impact mitigation strategies be developed and implemented to minimise the negative impacts and develop the opportunities associated with the development.

4.4 La Grange Irrigation Investigation Project

The Department of Agriculture is investigating the La Grange sub-region with a view to defining the most appropriate water and land resource development options and strategies to support additional irrigated agriculture.

A vision for the La Grange sub region will be created that considers all aspects and potential land uses and the connectivity with surrounding regions. Appropriate locations for mosaic agriculture will be identified by engagement with stakeholders to determine the most suitable locations and design.

A key driver behind the project is the need for and ability to apply holistic planning to agricultural development in these regions. Once locations are identified and negotiated, precincts will be created by excision of smaller portions of Pastoral land into more appropriate tenures.

The project will address a wide range of approvals and legislative requirements including Native Title future act provisions.

Opportunities for third party investment will provide the capital required to develop the land, which are currently very limited under Pastoral tenure and/or Pastoral Permits.

The project is intended to deliver the following outcomes:

- Forming a vision for the agriculture, horticulture and the pastoral industries in the sub-region to allow for pastoral diversification.
- Negotiating, identifying and undertaking pre-feasibility assessment of potential sites for irrigated agriculture in La Grange.
- Investigate innovative production systems for agriculture, underpinned by market and supply chain intelligence; providing confidence for investment.
- Enhance the economic opportunities for landholders, Traditional Owners and agribusiness; retain the benefits locally, simultaneously providing opportunities for investment.
- Demonstrate responsible development of natural resources; creating regional development and job opportunities.

4.5 Kimberley Science and Conservation Strategy

The Kimberley Science and Conservation Strategy (KSCS) was prepared by the Department of Environment and Conservation and endorsed in 2011. It recognises the unique and significant natural and cultural values of the region and delivers a coordinated suite of large-scale practical initiatives to conserve the Kimberley's unique character, create training and employment opportunities for Aboriginal people, and promote social and economic development in the region.

The top five outcomes of the KSCS include:

- The establishment of Kimberley Wilderness Parks, which will be the State's largest interconnected system of marine and terrestrial parks covering more than 3.5 million hectares.
- A new landscape approach to conservation to manage fire, introduced animals and weeds.
- Training and employment for Aboriginal rangers.
- Investing in knowledge and making information accessible.
- A major boost to nature based tourism.

The State Government has committed an initial \$63 million over five years to implement the recommendations of the KSCS. It is envisaged that complementary investment will be sought from Commonwealth government, industry and community groups. Partnerships with other groups, including non-government organisations, research organisations and other stakeholders will also be sought to assist in achieving the recommendations of the Strategy.

5 Local planning context

5.1 Shire of Broome Strategic Plan

As required by the *Local Government Act 1995*, the Shire of Broome has prepared a strategic and corporate plan, entitled *The Plan for the Future – Forging Ahead*. This plan covers the period 2011-2016.

The Council of the Shire of Broome took community feedback into consideration when formulating the strategic plan and its guiding vision, which is for the Shire to have:

‘A thriving and friendly community that recognises our history and embraces cultural diversity and economic opportunity, whilst nurturing our unique cultural and built environment.’

The four strategic priorities set out in the strategic plan are:

1. People
2. Place
3. Prosperity
4. Organisation

For each of these priority areas, the Council has identified goals, strategies, outcomes and actions planned for the period 2011 - 2016.

The details of these can be found in the document itself, however it is noted that this local planning strategy is very much informed by the issues discussed elsewhere in this document, such as:

- Resource sector development and social impacts
- Housing affordability
- Environmental and coastal management
- Liveability in Broome
- Tourism
- Economic development



photo courtesy – Tourism WA

- Delivery of municipal services to remote communities
- Native Title processes
- Waste management
- Eventual relocation of Broome International Airport

5.2 Thirty Year Vision

The Shire of Broome is in the process of preparing a vision for the municipal area that spans thirty years. The vision is intended to help the Shire respond to the many significant challenges it faces, and would incorporate associated high level projects and strategies whilst maintaining the character and culture of Broome. Broome itself has been mooted as

a future regional capital city for the Kimberley, and the Shire wants a vision to help it make the transition from town to city.

It is expected that this vision document will be widely circulated and used by industry, government and the community.

Councillors and senior staff commenced the process with a strategic weekend in May 2012, during which they explored drivers of change, created some city scenarios, and considered the experiences of other small towns that have transformed into regional cities.

The Thirty Year Vision is to be developed with input from the community, and will be a more aspirational document that will articulate and illustrate what these aspirational concepts could make the city of Broome look like in thirty years' time.

5.3 Draft Tourism Strategy

The draft Tourism Strategy for the Shire of Broome provides a non-statutory strategic direction for the provision of tourism land. It identifies a number of opportunities and constraints relating to the development of tourism.

The draft strategy aims to develop a strategic land use framework to provide immediate and long-term direction for tourism development. It seeks to identify opportunities to improve and enhance important tourist nodes, and to ensure that land for tourism development is adequately serviced by necessary physical, social and economic infrastructure.

Preparation of the strategy in 2007 involved consultation with a range of stakeholders including tourism operators, local businesses, Broome Airport, Shire officers and elected members, the Department of Planning, Tourism WA, and the Broome Planning Advisory Committee.

The strategy identified the following principles to be addressed in order to achieve a sustainable tourism industry:

- Preserve what is 'uniquely Broome'
- Expand the number of tourist attractions and meet accommodation needs
- Extend the tourism season and reduce the seasonality of tourism in Broome;
- Identify that there is (in 2007) and over supply of self-contained accommodation;
- Identify land to accommodate the projected under supply of all other tourism types in the medium and long term;
- Ensure key tourism sites are not lost to residential development;
- Plan links between the Chinatown and Cable Beach tourism nodes;
- Provide suitable public transport in Broome; and
- Integrate tourism policy into the planning framework.

The strategy has not been finalised and does not yet say much that is specific about tourism development outside of Broome Townsite. The strategy will need to be finalised in due course.

5.4 Housing Strategy

The Local Housing Strategy 2009 focuses on the areas of housing supply that the Shire of Broome has the power to influence while highlighting areas where other stakeholders can play a leading role.

At the time the strategy was prepared, all stakeholders agreed that land and housing problems exist, but there were gaps in the data on population and housing in Broome. Therefore the strategy will be updated in light of more accurate and meaningful growth predictions so that the Shire and relevant authorities can plan and take appropriate remedial actions.

Based on the data available at the time, and on anecdotal knowledge the major issues affecting housing were identified as:

- Land Availability and Demand for Housing and Residential Land Releases

Constraints on land release had limited the release of land. The current gap between housing supply and demand was considered highly likely to continue and widen over the ensuing 3 - 4 years, however Broome North has since been established.

- Housing Affordability

Broome has one of the highest median house prices outside inner metropolitan Perth (refer to 6.1.4).

- High Land and Building Costs

This is a trend occurring across the whole of Western Australia, but is experienced most acutely in the boom towns of the Pilbara and the Kimberley.

- Housing Mix

At the time the Local Housing Strategy was prepared, the majority of housing being built in Broome consisted of 3 bedrooms/ 1 bathroom design. This did not match demand and estimated future needs. It was noted that family structures are changing as an increasing number of one or two person households look for more compact housing units.

Additionally, Broome has a comparatively high percentage of group households, partially due to the attractiveness of the area to visitors and opportunistic workers. Since 2009, there has been more attention given to providing alternative housing types, however the legacy of past practice is that Broome still has a relative mismatch between household type and dwelling type.

- Building Approvals and Commencements

The available data suggests dwelling occupancy rates may be rising as the provision of housing is not keeping up with population growth.

- Seasonal Workforce Accommodation

There is a shortage of appropriate accommodation and high rents are affecting the ability of businesses to attract and retain staff. This can be expected to become an even more acute problem as development of the Browse Basin and the proposed Worker's Accommodation Precinct proceed.

In addition to these issues, the strategy also identified other matters that require a solution if the housing shortage is to be addressed:

- Public Housing

There is a long wait list for public housing and Department of Housing has difficulty in funding the acquisition and construction of new dwellings. In addition, the residential density codings in TPS4 work against the provision of much-needed smaller dwellings.

- Tourism

As tourism plays a key role in the Broome economy, it is important there be an appropriate balance in the quantity and quality of land allocated to residential housing, and to tourism development.

- Heritage

Provided appropriate guidelines are put in place to protect agreed cultural heritage values, there may be scope for introducing more housing into selected parts of Old Broome.

- Broome Climate

The Broome climate has a significant effect on housing design, sustainability and on the attractiveness of new housing, especially medium density development.

- State Government planning policies and the Residential Design Codes

These should be used to reinforce sustainable solutions to land and housing problems. Regional variations to the Residential Design Code need to be developed to ensure design solutions are appropriate for Broome's unique climate and character.

- Physical Infrastructure

Upgrading and extensions need to be planned and constructed at a sufficient rate to match the town's growth. More efficient management of local water resources is crucial.

5.5 Local Commercial Strategy 2007

In 2007, the Shire of Broome adopted a review of its Local Commercial Strategy. The Strategy applies to Broome townsite, and is current to 2021. The objective of the strategy is to ensure that current and future residents of Broome have access to spatially and equitable and sustainable commercial and retail services.

The review involved examination of commercial activity in the town, and identification of sustainable floorspace levels. It then identified commercial requirements in the context of strategically distributing that floorspace across town.

The strategy notes that the regional nature of Broome does not demand a complex commercial hierarchy. Broome residents travel consistently to the two main shopping centres (Broome Boulevard and Chinatown) for weekly shopping; presently these centres serve essentially the same function. Despite this, Chinatown has the more complex mix of uses and has a high tourist focus.

There are also a number of smaller shopping centres which serve a useful purpose as convenience destinations.

The hierarchy or structure of commercial centres is accordingly divided between these main centre types, being:

- Chinatown/Town centre.
- Broome Boulevard.
- Local (village) centres.

This three-tiered hierarchy, with the main commercial centres of Chinatown and Broome Boulevard complemented by the distribution of a series of local village centres offers a

combination of convenience grocery, personal goods and services – regardless of each centre's configuration.

Chinatown/Town Centre

Strategies proposed for Chinatown were:

- Future development of Chinatown should be encouraged and promoted within existing Town centre boundaries where possible.
- Identify and delineate the current core of Chinatown and provide for infill development to fill gaps and facilitate greater integration between centre components.

Broome Boulevard Shopping Centre

Strategies for Broome Boulevard Shopping Centre proposed in the Commercial Strategy were:

- Allow growth of the centre in a planned manner and commensurate with consumer demand and consideration of the sustainability of planned and existing centres.
- Facilitate future configuration of the centre to consider integration with potential development north and east of the current site.

Existing Centres

Seaview

There is unlikely to be significant change to Seaview as it has been reconfigured to better reflect the extent and needs of its target market. Further investigation is necessary to determine whether there is an opportunity for the centre to be strengthened with additional tourist related services.

Fong's Store

This is predominantly a local convenience store also servicing the day-to-day needs of residents. The strategy identified that its catchment overlaps with that of the Seaview centre, and considered that opportunities might exist in future to redevelop the centre to include residential uses.

BP Reid Road

This centre in Cable Beach South was seen as having potential to include residential or community uses.

BP Guy Street

No further retail development was considered appropriate for this centre, which serves the needs of students, employees and visitors to the light industrial area.

Roebuck Local Centre

At the time the strategy was prepared, this centre was new and operating with a limited catchment on an internal road network that reduced its exposure to passing trade.

- There is the potential to redevelop the site to accommodate Seaview style supermarket and commercial mix as demand for local retail needs grows as the catchment develops.
- There is also the potential to relocate the site to a location further west of the estate to be more central and achieve greater exposure to planned residential development Roebuck West.

The principles of the 2007 Strategy remain valid however the details may require revision, such as the inclusion of new local centres proposed in Broome North.

5.6 Broome North District Development Plan

The Broome North District Development Plan (BNDDP) was prepared to describe the broad land uses, location of major service infrastructure, main movement systems and major conservation and recreation areas to guide the preparation of local development plans within Broome North.

Residential density throughout the area is expressed as a range for each of the relevant zones depicted. The extent of zones is indicative and not intended to describe the

spatial boundaries of each zone, which will be applied by local development plans required by the BNDDP.

The design of lots and local streets depicted will be subject to further refinement and modification at the more detailed levels of planning, as will the location and design of public open space, in accordance with the requirements of Liveable Neighbourhoods (refer 3.3.3)

5.7 Municipal Heritage Inventory

The Municipal Heritage Inventory (MHI) was prepared as required by the *Heritage of Western Australia Act* and has been adopted into TPS4 as the heritage list. It is intended that the list will also be adopted in LPS6 as that scheme's heritage list, thereby giving statutory weight to requirements to consider conservation of the listed places in any proposed redevelopment that impacts upon them.

Table 1 lists the places that are presently on the MHI. The MHI was in the process of review at the time of preparing this Strategy, for more details refer to the MHI.

5.8 Community Strategy

The Shire is preparing a community strategy that considers the community facilities and services that will be required by the Broome community, taking into account projected growth in the permanent and temporary resident and visitor populations.

The strategy considers current levels of provision and service, and identifies future needs and measures by which the community's recreational and cultural needs can be met, through a combination of programmes, partnerships and capital works such as improvements to existing facilities.

Table 1: Municipal Heritage Inventory List

| Place name | Address |
|---|--|
| Broome Town | |
| Uniting Church | 11 Anne Street |
| Kimberley Health Centre | 12 Anne Street (NE cnr Walcott Street) |
| Uniting Church Manse | 13 Anne Street |
| Maurice Lyon's Residence | 17 Anne Street (SE cnr Walcott Street) |
| Male residence | 19 Anne Street (SW cnr Walcott Street) |
| St John of God Convent (former) | 9 Barker Street (SW cnr Weld Street) |
| Office (former dwelling) | 17 Barker street |
| Chinatown Conservation Area (CCA) | |
| Sun Picture Garden | 8 Carnarvon Street |
| Shekki Shed Gallery | 10 Carnarvon Street |
| Lyons Tate Office | 10 Carnarvon Street |
| Blooms cafe restaurant | 12 Carnarvon Street |
| Tack's Store (fmr) Terri's Travel | 12 Carnarvon Street |
| Commemoratives | Carnarvon Street (median strip) |
| Police Lockup (former) | 22 Carnarvon Street |
| Kinney's Store | 25 Carnarvon Street |
| Offices | 41 Carnarvon Street (cnr Frederick Street) |
| Original town water supply (SITE) | 45 Carnarvon Street |
| Capt Gregory's (fmr) Monsoon Gallery | 48 Carnarvon Street |
| Morgan's camp | 622 Chapple Street |
| Meatworks (site) | Clementson Street |
| Male boat sheds and jetty | 1 Chapple Street (cnr Gray St) |
| Streeter's Jetty | 1 Dampier Terrace |
| Roebuck Bay Hotel | 28-32 Dampier Terrace |
| Old Pearlers' house | 44 Dampier Terrace |
| Broome Cemetery (2) | d'Antoine Street |
| Pearler worker dwelling | 22 Frederick Street |
| Pearler worker dwelling | 24 Frederick Street |
| Broome Courthouse | 8 Hamersley Street (SW cnr Frederick St) |
| McDaniel Residence (former) | 22 Weld Street (cnr Barker Street) |
| Our Lady Queen of Peace Catholic Cathedral | 34 Weld Street |
| Broome Civic Precinct | 27 Weld Street |
| Music room at School | 38 Weld Street |
| Roebuck Bay foreshore | Roebuck Bay |
| Buccaneer Rock | Roebuck Bay |
| Cable remains | Cable Beach |
| Cable Beach Club (Bali Hai Caravan park SITE) | Cable Beach Road |
| Gantheaume Point lighthouse and ruins | Gantheaume Point Road |
| Racecourse and southern end of Cable Beach | Gantheaume Point Road |
| Broome jetty | 401 Port Drive |
| Quarantine station houses | Port Drive |

Table 1: Municipal Heritage Inventory List (cont.)

| Place name | Address |
|--|---|
| Broome Shire region | |
| Kennedy's Holiday Cottage | Willie Creek |
| Afghan wells | Willie Creek |
| Sacred Heart Mission Church | Beagle Bay |
| Pender ruins | Pender Bay |
| Cape Leveque Lighthouse | Cape Leveque |
| Anglican Church of Annunciation | 21 Hamersley Street (NE cnr Haas St) |
| Matso's Restaurant | 29 Hamersley Street (junction Carnarvon St) |
| Bedford Park | Hamersley Street (cnr Weld Street) |
| Dampier Memorial | Bedford Park Hamersley Street |
| Paspaley Pearls Storage | 30 Hamersley Street (SW cnr Louis Street) |
| De Castilla Residence | 38 Hamersley Street |
| Broome Bowling Club | 78 Herbert Street (SW cnr Louis Street) |
| McAlpine B&B | 18 Louis Street |
| Malay camp (SITE) | McPherson Street (west end) |
| Shiba Lane (SITE) | Napier Terrace |
| Kimberley Bookshop | 3 Napier Terrace |
| Former cafe | 5 Napier Terrace |
| Japanese hospital (SITE) | Napier Terrace (SW cnr Coghlan Street) |
| Broome Cemetery (3): Japanese, Chinese & Muslim sections | 1 Port Drive |
| Seaview Shopping Centre | 49 Robinson Street |
| Broome Museum Precinct | 67 Robinson Street Mangrove Point |
| Sail Makers' Shed | 71 Robinson Street Mangrove Point |
| Original jetty (SITE) | 85 Robinson Street Mangrove Point |
| Broome Pioneer Cemetery (1) | 87 Robinson Street Mangrove Point |
| Town Beach (SITE) | 91 Robinson Street Mangrove Point |
| Flying Boat remains | off Robinson Street Mangrove Point |
| Hanoë's Cottage (fmr) Short St Gallery | 38 Short Street |
| Former post office | 2 Stewart Street (facing Hamersley Street) |
| Pearlmaster's dwelling (former) | 24 Stewart Street |
| Captain Archer's House (former) | 29 Stewart Street (cnr Walcott Street) |
| Bardwell residence (former) | 38 Walcott Street |
| Tolmer's Residence (former) | 41 Walcott Street |
| Hospital dwelling (former) | 46 Walcott Street (cnr Louis) |
| Pa Norman's House (former) | 47 Walcott Street |
| Captain Goldie's house (former) | 63 Walcott Street |
| Relay Station | Cape Leveque |
| Lombadina Mission | Dampier Peninsula |
| Wallal Downs Station | Pardoo |
| Roebuck Plains Station (SITE) | Roebuck Plains |
| Billabong (Lake Eda) | Roebuck Plains |
| La Grange Community (nissan huts) | La Grange |

6 Local profile

6.1 Community Profile

Figures released by the Australian Bureau of Statistic in July 2012 indicate that at the 2011 Census, the Shire of Broome was home to a permanent population of approximately 16,031. This is slightly less than previous estimates, but is likely to have missed many people living in remote areas. Almost a third (31.9%) of Broome's population is indigenous. However, the indigenous population in Broome could be larger because the indigenous population often live outside the major settlement in small, remote and regional areas and therefore are not reported.

The AEC Group prepared a community profile for the Shire of Broome, which examined current and historic population and population projections; demographic profile; housing type, tenure and affordability; and community infrastructure. The report, Broome Community Profile Shire of Broome - Final (Updated) July 2012, forms an appendix to this report but key findings are summarised here.

With a population of approximately 12,766, Broome Townsite is the principal centre providing services to the region. The next largest settlements in the Shire are Bidyadanga (population 595), Ardyaloon (332), Djarindjin/Lombadina (245), and Beagle Bay (285).

6.1.1 Permanent Resident Population Growth

In its document Western Australia Tomorrow, Population Report No.7, 2006 to 2026, published in February 2012, the Department of Planning has developed three growth scenarios for the permanent resident population of Broome.

The AEC Group developed four population projections for Broome in order to prepare the foundation for future service levels, including low and high growth scenarios.



photo courtesy – LandCorp

The scenarios differ based on the size of LNG operations associated with development of the Browse LNG Precinct and levels of growth in the tourism industry.

Scenario 1, the low scenario, uses WA Tomorrow projections of permanent population, without the inclusion of the total service population.

Based on Scenario 1, the population is expected to grow at a modest rate between 2010 and 2031. By 2031, it is expected that the Shire of Broome's permanent population will have grown to 24,441, an average annual increase of 2.1% (see Figure 24).

The medium and high scenarios (Scenarios 2-4) incorporate the total service population and consider the temporary and permanent population associated with the potential LNG Precinct as well as the level of tourism visitation.

Scenario 2 uses WA Tomorrow medium population projections and projected future visitors (tourists). Scenario 3 uses WA Tomorrow medium population projections and assumes LNG operations based on 35 Mtpa, running up to 10 LNG trains, and projected future visitors (tourists). The high scenario, Scenario 4, uses WA Tomorrow high population projections, assumes a maximum production level of 50 Mtpa of LNG and a doubling of the anticipated future leisure tourism visitation.

6.1.2 Service Population

The AEC group projections annualise visitors and expected fly-in/fly-out workers in Scenarios 2-4 to consider the Total Service Population (TSP) made up of the following:

- Permanent Residents
- Leisure Visitors
- Business Tourists
- Transient Workers (Gas/Resources – Annualised).

The AEC group projections take into account the information available from the Department of State Development Strategic Assessment Report and the Social Impact Assessment

prepared by Woodside to reflect the possible impacts of temporary workers on the total service population for the area.

The four scenarios are therefore considered as possible growth outcomes in this local planning strategy and are illustrated in Table 2 and Figures 24-27.

Broome services a much larger population than just its estimated residents. The 2011 Census identified a population approximately 35% larger, including tourists and transient workers. The total service population, including permanent residents, tourists and transient workers should influence future planning for the Shire. Visitors and workers utilise much of the same infrastructure as permanent residents, so service levels need to consider this larger population.

The seasonality of tourism industry also means that there are significant fluctuations between the number of visitors in Broome during the peak season and the low season. This fluctuation translates to an additional 2,000-3,000 visitors in Broome every day during the peak season, which increases pressure on existing infrastructure.

The development of the Browse LNG Precinct near James Price Point could have a dramatic impact on the future population of Broome. By 2031, Broome could have a service population of between 32,412 and 34,893, including all permanent residents, visitors and

Table 2: Average Annual Growth, All Scenarios

| Scenario | 2011 Population | 2031 Population | Average Annual Change | Absolute Growth |
|------------|-----------------|-----------------|-----------------------|-----------------|
| Scenario 1 | 16,031 | 24,441 | 2.1% | 8,410 |
| Scenario 2 | 19,232 | 30,251 | 2.3% | 11,019 |
| Scenario 3 | 19,232 | 32,412 | 2.6% | 13,181 |
| Scenario 4 | 19,232 | 34,893 | 3.0% | 15,661 |

Note: Scenario 1 only considers permanent resident population and does not include visitors or fly in fly out workers. Whilst there is a delay in the development of the Browse LNG precinct the relevant scenario projections may still be relevant in future scenario planning. Source: DoP (2012), DSD (2009), TRA (2011), AEC Group

transient workers (although during peak times the Broome visitor population may be up to 75% higher than annualised estimates). It should be noted that in Scenarios 3, the total service population reaches 30,000 in 2015 and in Scenario 4, the population is expected to reach 35,000 by 2023.

Planning for a total population of 30,000 - 40,000 in and near the town will allow Broome to accommodate rapid growth that reaches the levels predicted by any of the scenarios. Planning for only low levels of population growth would run the significant risk of being unable to cope with the higher and more rapid rates of growth that are possible.

Over the short-term, the combination of the potential Browse LNG development and an increase in tourism could have a number of impacts on infrastructure, housing and local services, particularly the need to house temporary construction workers. These movements in total service population are important for future planning.

Figure 24: Population Projections, Broome, Scenario 1

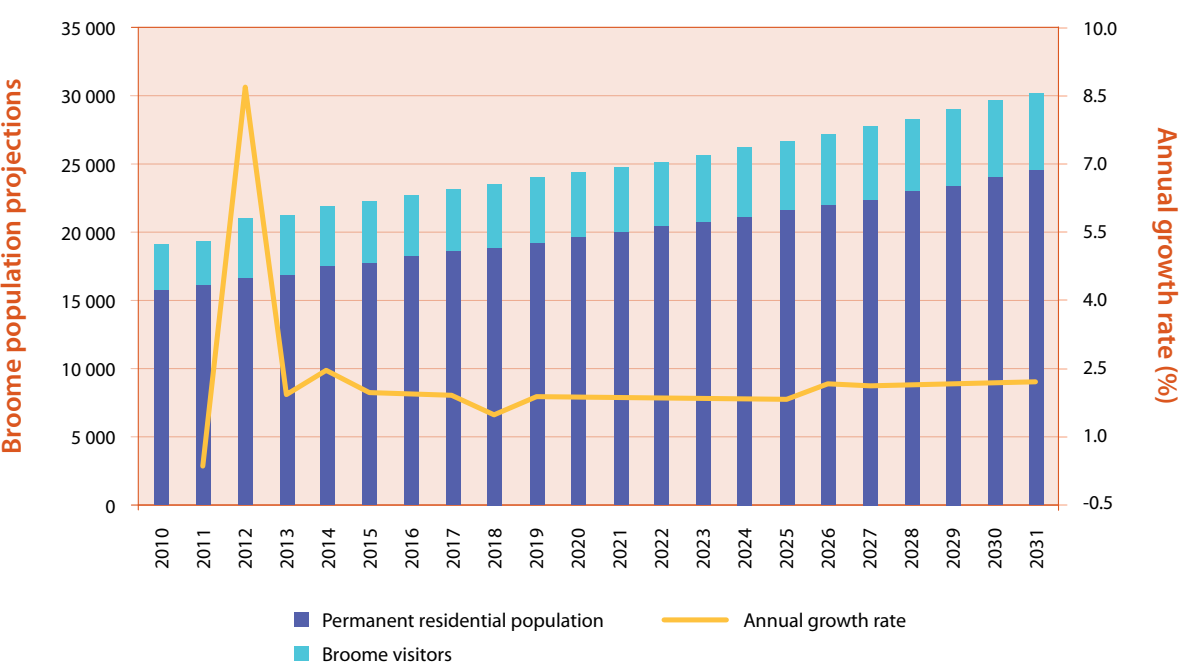


Figure 25: Population Projections, Broome, Scenario 2

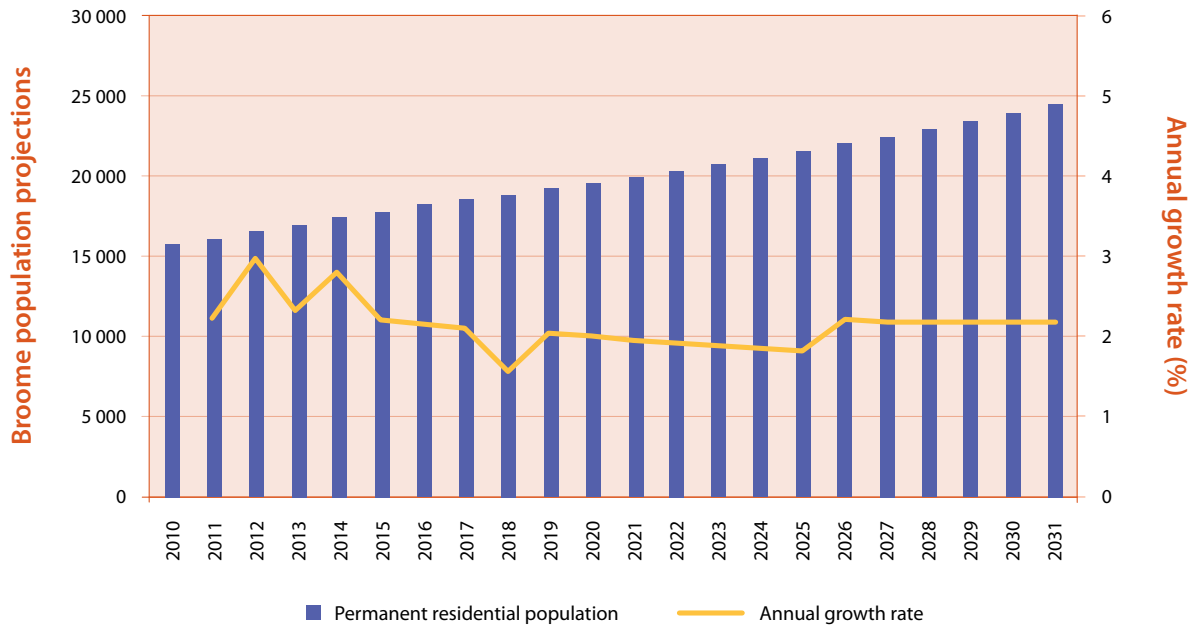


Figure 26: Population Projections, Broome, Scenario 3

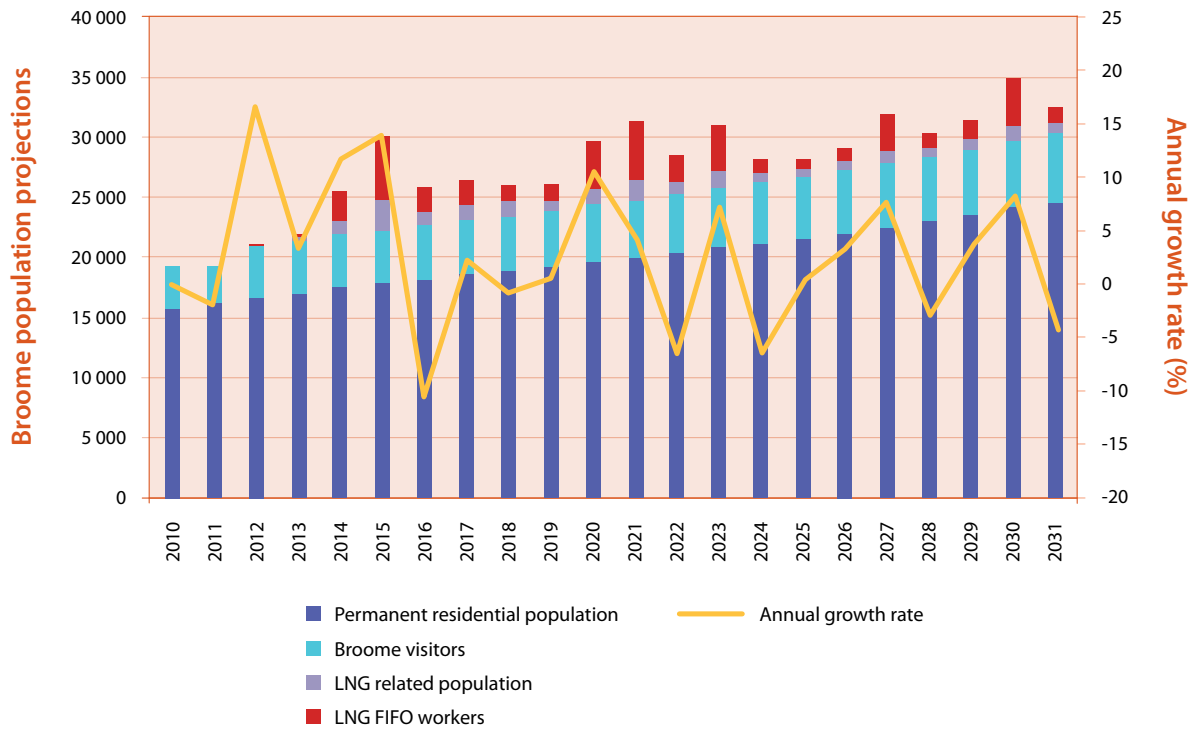
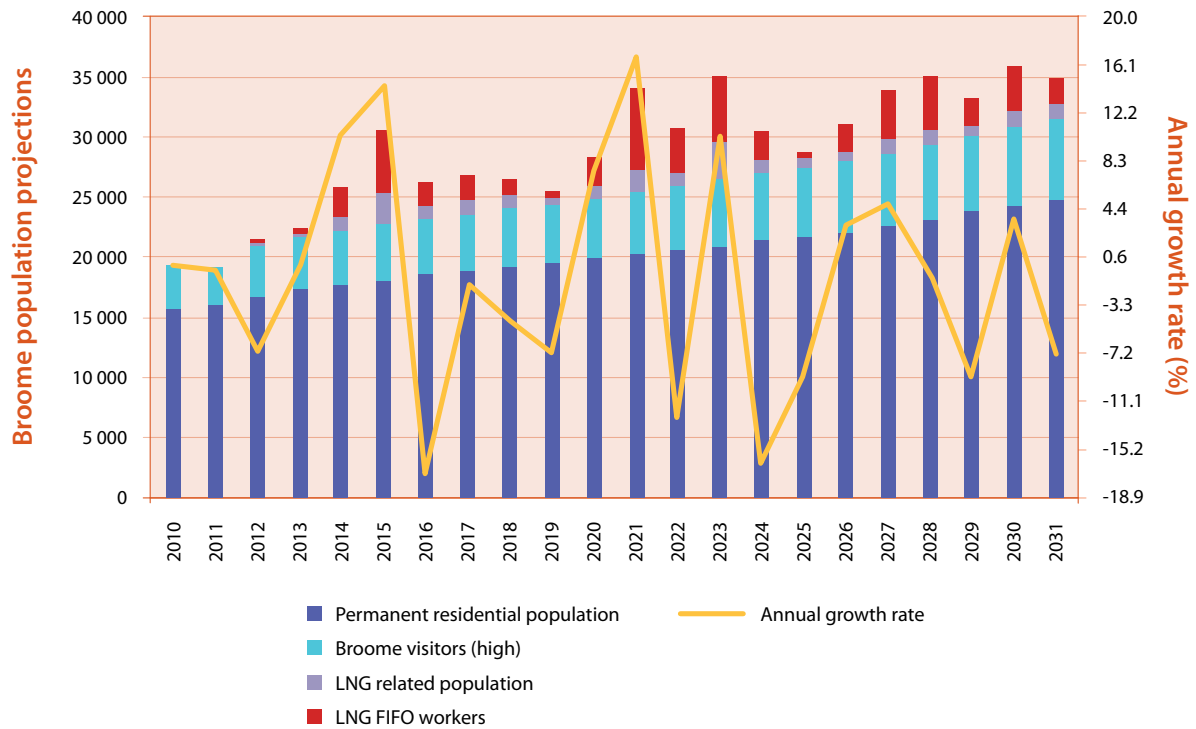


Figure 27: Population Projections, Broome, Scenario 4



6.1.3 Demographic Profile

The AEC analysis of the age, sex, labour force participation, education levels and income of the Broome population at the 2011 Census indicates that Broome has a relatively young population dominated by working age people, which is unique in contrast to many regional Australian communities, where an aging population puts pressure on the local workforce and reduces spending in local catchments.

Broome has a relatively large middle aged demographic, indicating the presence of young families, which provides for a future workforce and can also increase local spending.

The workforce demonstrates skills characteristics more in line with those of primary and secondary industries. There is also a significant indigenous population in Broome (as well as in the broader Kimberley region).

While Broome has some affluent neighbourhoods, there are pockets of significant socio-economic disadvantage. These areas are likely to include high levels of unemployment as well as low levels of education, income, skills and access to services.

6.1.4 Housing

In the 2011 Census, both the Shire of Broome and the Kimberley region had a vastly higher proportion of the 'other dwellings' dwelling structure type (which includes caravans, cabins and houseboats, improvised homes, tents and sleepers out and houses and flats attached to a shop) than the State average.

They also had a low proportion of separate houses relative to the State average. These results are largely reflective of the prominence of tourists and transient workers and the presence of Aboriginal settlements living within the region.

Table 3: Housing Tenure, Broome (2011)

| Scenario | 2011 Population | 2031 Population | Average Annual Change |
|-----------------------|-----------------|-----------------|-----------------------|
| Fully Owned | 16.7% | 15.3% | 30.2% |
| Owned with a mortgage | 22.3% | 17.5% | 38.7% |
| Rented | 59.7% | 65.7% | 29.9% |
| Other Tenure Type | 1.4% | 1.5% | 1.1% |
| Total | 4,587 | 9,243 | 794,159 |

The composition of households in the Shire largely follows the Western Australian average. The most significant difference is within the proportion of group households in Broome, which is higher than the average across the State. This is reflective of visitors and transient workers in Broome.

The average household size in the Shire (Census 2011) is 2.9 persons per household, which is larger than both the Australian average and the State average. Housing density has a significant impact on the requirement for dwellings.

The Shire contains a very high proportion of rented dwellings relative to the State average, and a lower proportion of dwellings that are fully owned or in the process of being purchased (refer to Table 3). The high proportion of rented properties in Broome may be a reflection of high property prices in the area.

Housing within Broome is significantly less affordable compared to the rest of Western Australia, which also suffers issues of housing affordability.

The Social Health Atlas of Australia (PHIDU 2011) defines mortgage stress as the households in the bottom 40% of income distribution which spends more than 30% of their weekly income on mortgage repayments. Using this definition and median incomes, housing prices and current lending rates, approximately 6.6% of households with a mortgage in Broome were classified as experiencing mortgage stress in 2006. It is noted that between June 2011 and June 2012

median house prices in Broome have increased by 30%, which could exert pressure on housing affordability. Given the nature of the issue, it would not be surprising to find a similarly high proportion of residents dealing with rental stress. Compared to the remaining areas of Western Australia, Broome has significantly higher levels of mortgage stress, brought about by the substantially higher median price of housing within the region.

6.1.5 Community Infrastructure

Based on established community infrastructure benchmarks AEC prepared a detailed assessment for Broome's community based infrastructure utilising the Broome Community Facilities Assessment, the 2011 population of 16,031, and the associated infrastructure requirements for increases in population. Refer to Table 4.

It can be observed that Broome has an undersupply of some infrastructure for its existing permanent resident population. Tourists and transient workers place additional demands on this infrastructure, though not all visitors and transient workers use all types of community infrastructure.

Ensuring there is sufficient quantity and quality of community infrastructure is important to cater for the community's recreational needs.

Current Provision

The townsite of Broome has a total area of 150 hectares reserved for active recreation which equates to 0.4% of the total area included in TPS4. A further 8,830 hectares (21.9%) is included in Coastal Park and 797 hectares (2%) in Environmental Cultural Corridors. Stormwater management is incorporated into Public Purpose Reserves for drainage.

The Broome Multipurpose Arts and Community Venue provides for a range of activities including performing arts, conference facilities, community gatherings and functions. This facility will complement other private facilities such as the Broome Convention Centre.

Broome Recreation and Aquatic Centre (BRAC) is the District recreational facility within the Shire of Broome. BRAC provides both a regional and local function in catering for all major sporting events within the Shire. Other sport facilities include Haynes Oval for football and cricket training at night and Male Oval for cricket matches during the day. Touch rugby and football are played at BRAC along with other court related sports such as tennis, basketball and netball. BRAC also has a 25 metre swimming pool that is the only formal facility for swimming within the Shire.

Ardyaloon, Beagle Bay, Bidyadanga and Djarindjin each have an oval, whilst Lombadina and Beagle Bay each have a basketball court. These facilities provide a slightly wider than local function by servicing the town and surrounding smaller settlements.

As an example, the people of Bobieding are likely to use the facilities at the larger settlement of Beagle Bay, as there is no oval at Bobieding.

Areas incorporated into the Coastal Area and Environmental Cultural Corridors provide important passive recreation and open space networks that allow for movement of fauna and flora through the townsite.

Future Provision

Table 4 indicates the number of each type of facility that will be required to serve future levels of population. To assist with reading the table, the following should be noted:

- Town Beach and Cable Beach both serve as District Parks. In the future, Male Oval, Gantheaume Point, and Youth Park in Broome North could also provide this function.
- BRAC currently serves as the District Sporting Complex. As the centre is further developed and as population grows, BRAC could become the Regional Sporting Complex, negating the need for further District complexes for some time.
- Haynes Oval and Male Oval currently serve as Sub-District Ovals.
- BRAC presently accommodates the public swimming pool. In future, consideration could be given to installing stinger nets at Town Beach, providing an alternative year-round swimming facility.
- The current golf course may ultimately be redeveloped, with an alternative course established.
- The standard and safety of existing facilities is not as good as it could be. A well developed, safe boating facility is proposed near the Port, which will alleviate pressure on existing facilities. The impacts of tourism on demand needs to be considered in the design and management of boating facilities, as already in peak tourism months the demand can double to six.
- The current library does fulfil a District level role, however it will require expansion to cater for growing needs. It is recommended that concepts be developed for redevelopment of the current library, or alternatively to construct new library in Chinatown to assist in reactivation of that precinct.
- Lotteries House and the Visitors Centre are the two current community facilities.
- Currently, youth centre services are provided by the Youth Drop-In Centre and Broome Out-of-School Care.

- The Broome Civic Centre provides regional performing arts and cultural facilities.
- Museums need to be considered in the context of the related cultural or natural heritage that is being interpreted.
- The regional performing arts centre will negate the need for additional neighbourhood scale performing arts facilities.

6.2 Economic Profile

The AEC Group prepared an economic profile for the Shire of Broome, which provides a summary of the current economy, key issues and opportunities, and strategies and recommendations for future planning. The current economic status of the Shire is summarised from the report in this section.

6.2.1 Structure of the Broome Economy

AEC found that the structure of the Shire's economy is focused around tourism and support to the broader resource sector in the Kimberley region, including the offshore Browse Basin projects. The key sectors driving growth are construction and transport, which reflect the area's economic structure but present issues in terms of sustainability, as construction is a temporary activity and transport is reliant on other sectors (namely tourism and resources in the case of Broome).

Employment in Shire reflects the economic structure but also demonstrates the role that Broome plays as a regional city, providing a range of health, administrative, education and other residential services for the broader region.

The current investigation by Woodside into the establishment of an LNG Precinct near James Price Point will have a large impact on the economy of Broome during the construction phase. Additionally, the broader growth across the Kimberley in resource development could also play a more important role in Broome, if the area was able to solidify its position as the resource service centre for the region.

The Broome economy lacks diversity and has a strong reliance on only a couple of industries (tourism and resources). To provide a more sustainable future, economic diversification into areas that provide real value to the economy is needed.

The draft Kimberley Regional Planning and Infrastructure Framework (KRPIF – refer to 4.1) identifies potential economic diversification opportunities as including:

- promoting a wider mix of activities on the pastoral leases to create economic opportunities for pastoralists and employment opportunities for the population;
- providing opportunities in the tourism sector that focus on offering a wide range of experiences that tap into the region's unique characteristics;
- identification and establishment of new opportunities in the agricultural sector, primarily aligned with intensification of current activities; and
- promotion and establishment of new industry sectors, especially the exploration industry and defence, to locate in the Kimberley.

6.2.2 Key Economic Sectors

6.2.2.1 Tourism

Tourism is a key sector for Broome and has traditionally provided a foundation to the economy.

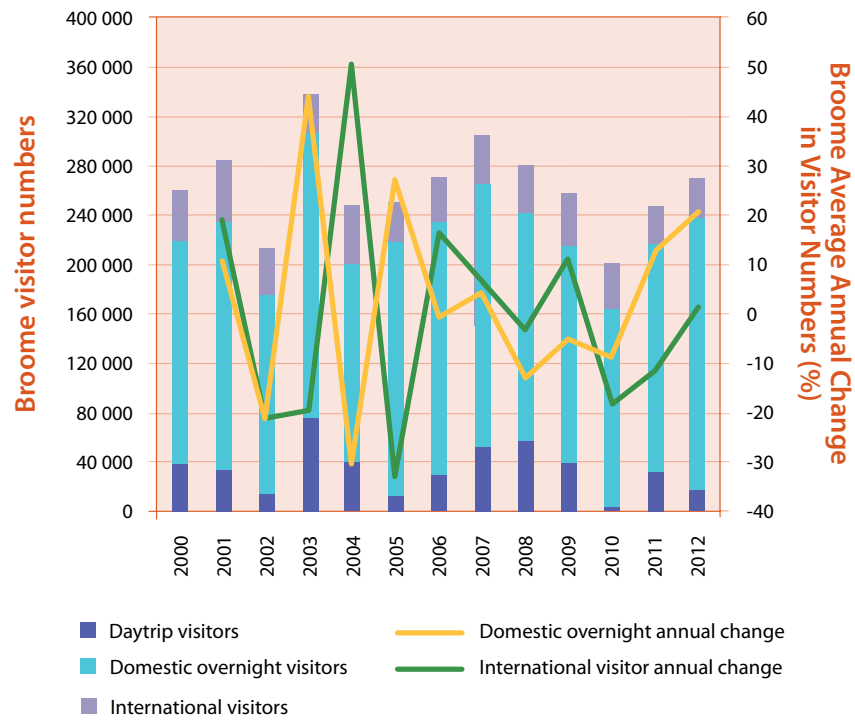
The Shire currently hosts a total of almost 280,000 visitors every year. The total injection into the Broome economy during 2010/11 was estimated at about \$167 million. The main source of this expenditure was from domestic overnight visitors, whose expenditure accounted for the majority of visitor spending (refer to Figure 28).

Table 4: WA Benchmarks for Community Infrastructure, Permanent Residents

| Amenity | Provision ratio | Current provision | Current demand | Future demand | | | | |
|---|---------------------------|-------------------|----------------|---------------|--------|--------|--------|--------|
| | | | | 20,000 | 25,000 | 30,000 | 40,000 | 45,000 |
| Broome Town | | | | | | | | |
| Local Park (See Figure 12 in Part 1) | 1:1,000 (350 houses) | 13 | 13 | 20 | 25 | 30 | 40 | 45 |
| Neighbourhood Park (See Figure 12 in Part 1) | 1:2,000 (700 houses) | 3 | 6 | 10 | 12 | 15 | 20 | 22 |
| District Park | 1:5,000 (3,800 houses) | 2 | 2 | 4 | 5 | 6 | 8 | 9 |
| Active Open Space | | | | | | | | |
| Regional Sporting Complex | 1:25,000 | 0 | 0 | 0 | 1 | 1 | 1 | 1 |
| District Sporting Complex | 1:15,000 | 1 | 1 | 1 | 1 | 0 | 0 | 1 |
| Sub-District Indoor Recreation Centre | 1:15,000 | 1 | 1 | 1 | 1 | 0 | 0 | 1 |
| Sub-District Ovals | 1:5,000 | 2 | 1 | 2 | 2 | 3 | 4 | 5 |
| Swimming Centre | 1:15,000 | 1 | 1 | 1 | 1 | 2 | 2 | 2 |
| Tennis Court | 1:1,000 | 8 | 8 | 10 | 12 | 15 | 20 | 22 |
| Hard Courts (Basketball/ Netball) | 1:2,000 | 12 | 8 | 10 | 12 | 15 | 20 | 22 |
| Lawn Bowls | 1:10,000 | 1 | 1 | 2 | 2 | 2 | 2 | 2 |
| Skate Park | 1:10,000 | 1 | 1 | 2 | 2 | 3 | 4 | 4 |
| District Golf Course | 1:20,000 | 1 | 1 | 2 | 2 | 2 | 3 | 3 |
| Boat Ramps | 1:4,000 | 3 | 3 | 3 | 4 | 5 | 7 | 8 |
| Community | | | | | | | | |
| District Library | 1:30,000 | 1 | 1 | 1 | 1 | 1 | 2 | 2 |
| Community Facility | 1:7,500 | 2 | 2 | 2 | 3 | 4 | 5 | 6 |
| Youth Centre | 1:10,000 | 2 | 1 | 2 | 2 | 3 | 4 | 4 |
| Social/ Entertainment | | | | | | | | |
| Regional Cultural/ Performing Arts Centre | 1:20,000 | 1 | 0 | 1 | 1 | 1 | 2 | 2 |
| Neighbourhood Cultural/ Performing Arts Centre | 1:10,000 | 1 | 1 | 2 | 2 | 3 | 4 | 4 |
| Museum | 1:20,000 | 1 | 0 | 1 | 1 | 1 | 2 | 2 |

Note: Syme Marmon and Co. (2008), Department of Infrastructure (2007), Hornsby Shire Council (2000), City of Rockingham (WA) (2011), Port Stephens Council (2006), AEC Group, Shire of Broome Community Strategy

Figure 28: Types of Visitors



(source: AEC)

Table 5: Tourism Expenditure, Broome 2010-11

| Visitor Type | Average Daily Expenditure | Total Visitor Expenditure (\$M) |
|--|---------------------------|---------------------------------|
| Broome | | |
| Daytrip Visitors | \$95 | \$3.3 |
| Domestic Overnight Visitors | \$168 | \$154.6 |
| International Visitors | \$51 | \$9.2 |
| Australia's North-West Tourism Region | | |
| Daytrip Visitors | \$139 | \$30 |
| Domestic Overnight Visitors | \$146 | \$554.7 |
| International Visitors | \$62 | \$76.7 |

Visitor spending from tourism is injected directly into the local economy and benefits numerous small businesses across the economy. Table 5 refers.

Although effects of the global financial crisis and other external influences such as cheap flights to Bali, strong Australian dollar and increases in fuel prices have affected the industry, visitation remained fairly strong over the last few years. There has been an increase in business visitors, including Government visitors.

As a destination, Broome relies heavily on holiday and leisure travel, which represents roughly two thirds of all visits. There have been significant fluctuations with the number of visitors to Broome between 2011 and 2012, primarily as a result of changing domestic overnight visitors.

Half of the visitors arrive by air while most of the other half drives, with a small percentage arriving by sea. Of those travelling for business purposes 83% arrive by air. It is estimated that 40% of the visitors arriving by air rent a vehicle while they are in Broome.

The most recent statistics on tourist accommodation establishments in Broome from the Australian Bureau of Statistics indicated that at 30 June 2009, the Shire of Broome had:

| Type | Quantity |
|---|----------|
| Hotels, Motels, Serviced Apartments - 5 to 14 rooms | 4 |
| Hotels, Motels, Serviced Apartments - 15 or more rooms | 14 |
| Hotels, Motels, Serviced Apartments - Total - 5 or more rooms | 18 |
| Hotels - 15 or more rooms | 3 |
| Motels - 15 or more rooms | 1 |
| Serviced Apartments - 15 or more rooms | 10 |
| Caravan Parks | 5 |
| Holiday Flats and Units | 1 |
| Visitor Hostels | 3 |

Within the Shire there are a total of 1,246 rooms within hotels, motels and serviced apartments. The accommodation is located mainly within the Townsite, although there are also accommodation options in more remote areas.

Annual occupancy rates were only around 55% in 2011 although in peak times it may be upwards of 95%.

Broome's tourism product is based on the natural environment and focuses on the pristine state of local beaches, reefs and the beauty of the Kimberley region.

Although the tourism industry may be volatile at times as a result of external factors and seasonality, it is expected that there will be steady growth within the numbers of visitors over time.

The population projections in Scenario 2 consider the expected normal growth as per Tourism Research Australia while Scenario 4 considers a double the normal growth at around 4% per year. This increased growth could be attributed to the increased brand and awareness of the unique character of the Kimberley area and also increased business visitation related to growth in the resource sector but also in Broome developing into a regional city providing for government services in the Kimberley. Additionally, increased tourism product, proactive marketing and the development of signature events can all lead to increases in visitation over time.

The majority of tourism product outside of town is focused on adventure and nature based leisure activities. Accessibility of these areas and possible comfort during the wet season sees limited leisure activity during the months from November until Easter. Broome Townsite provides for a more 'urban' visitor experience, especially the Cable Beach (leisure focus) and Town Beach (business focus) areas.

The leisure tourism market is highly seasonal, with significant swings in visitor numbers throughout the year. The peak season is in the June and September quarters. The tourist season for Broome brings a large increase in visitor numbers which could see spikes in the total service population of almost double that of the permanent population.

6.2.2.2 Resources

Mining is not a large industry in the Shire of Broome but it is a critical industry in the Kimberley and neighbouring Pilbara regions. Much of Broome's economy is impacted by these activities outside the municipal borders, which provide a stimulus for the local transport and construction sectors.

The Browse LNG Precinct would have a considerable impact on Broome, particularly during the construction phase.

6.2.2.3 Agriculture

Although making a smaller than national average contributor to employment within the Shire of Broome, the agricultural sector (including aquaculture) is a significantly larger contributor to gross regional product than the national average.

Livestock

Agriculture plays a significant part for the Broome economy. 30.7% of the total Western Australian herd was recorded within the Kimberley regions during 2009/10. However the Kimberley contains only 1.2% of Western Australia's meat cattle businesses.

The slaughter value of cattle within the Kimberley amounts to 29.2% of the value of Western Australia's cattle slaughter value, and 13.1% of the total livestock slaughter value in 2009/10.

Approximately one sixth of the cattle within the Kimberley pass through Broome Port each year.

Pearling

The Shire of Broome is one of the only places left in the world where wild-stock pearling takes place, and the only location where wild pearls are harvested in Western Australia. The industry is historically important as it was the primary reason for the establishment and growth of Broome.

Consultation with local industry indicates the current level of pearls harvested is above Department of Fisheries estimates.

6.2.3 Property Market

6.2.3.1 Housing

Median housing sales prices in Broome decreased approximately \$200,000 (almost 30%) between 2007 and 2011. Despite this, Broome still had a higher median house sales price in 2011 (\$485,000) than both Perth (\$477,000) and regional Western Australia (\$372,500).

Broome has a median multiple for housing affordability of 12.9, which means it would require almost 13 years of income in order to purchase a house in Broome. By comparison, Western Australia has a median multiple of 7.9 and regional Western Australia 7.4. This indicates that houses in Broome are more unaffordable compared to the rest of Western Australia.

This higher housing price is due to the significantly higher cost of construction in Broome. The cost of construction in Broome is 50% higher than within Perth.

Additional residential development has been largely driven by strong growth in the permanent population. Based on the population growth and new residential dwelling approvals, new residential developments are keeping up with current demand for dwellings within Broome. The majority of new residential dwellings approved were detached dwellings (or houses), with only 26.1% of residences approved being semi-detached dwellings/units.

6.2.3.2 Retail

As part of the Economic Profile for the Shire of Broome, AEC Group undertook an assessment of total retail spend in Broome to identify current and future demand for retail space. The assessment considered the ABS Retail Expenditure Survey, catchment assessments and population projections to identify current and future demand for retail spending. To calculate retail expenditure, spending from the total service population (ie: permanent residents, visitors and FIFO workers) was considered.



photo courtesy – LandCorp

The 2007 Local Commercial Centre Strategy estimates a total of 40,000sqm of retail floor space is available within the Broome townsite. This amount of retail space would seem to provide an oversupply of retail areas given the available pool of retail spending provided by the local permanent resident population, however, it is very likely that the slight over supply caters for the peak tourism period, where there is a considerable amount of additional people and retail spending in Broome. Additionally, in many regional areas, retail and commercial (office) space often occupy the same properties, which is also likely the case in Broome.

Table 6: Required Retail Floor Space, Broome (sqm)

| Scenario 1 | 2011 | 2016 | 2021 | 2026 | 2031 |
|--|--------|--------|--------|--------|--------|
| Groceries and Specialty Food | 7,328 | 8,942 | 10,530 | 12,331 | 14,588 |
| Food and Liquor Catering | 4,839 | 5,905 | 6,954 | 8,143 | 9,634 |
| Clothing and Accessories | 2,992 | 3,651 | 4,299 | 5,034 | 5,956 |
| Furniture, Houseware and Appliances | 3,867 | 4,719 | 5,557 | 6,507 | 7,698 |
| Recreation and Entertainment Equipment | 3,630 | 4,430 | 5,216 | 6,109 | 7,227 |
| Garden and Hardware Goods | 1,993 | 2,432 | 2,864 | 3,354 | 3,968 |
| Other Goods and Personal Services | 3,822 | 4,664 | 5,493 | 6,432 | 7,609 |
| Total | 28,471 | 34,743 | 40,912 | 47,911 | 56,680 |

| Scenario 2 | 2011 | 2016 | 2021 | 2026 | 2031 |
|--|--------|--------|--------|--------|--------|
| Groceries and Specialty Food | 8,776 | 10,704 | 12,328 | 14,152 | 16,436 |
| Food and Liquor Catering | 8,182 | 10,204 | 11,366 | 12,641 | 14,234 |
| Clothing and Accessories | 5,497 | 6,602 | 7,320 | 8,109 | 9,098 |
| Furniture, Houseware and Appliances | 4,331 | 5,265 | 6,116 | 7,077 | 8,280 |
| Recreation and Entertainment Equipment | 4,094 | 4,976 | 5,776 | 6,678 | 7,809 |
| Garden and Hardware Goods | 2,590 | 3,135 | 3,584 | 4,086 | 4,716 |
| Other Goods and Personal Services | 4,286 | 5,211 | 6,052 | 7,002 | 8,191 |
| Total | 37,755 | 46,098 | 52,541 | 59,744 | 68,764 |

| Scenario 3 | 2011 | 2016 | 2021 | 2026 | 2031 |
|--|--------|--------|--------|--------|--------|
| Groceries and Specialty Food | 8,776 | 11,291 | 13,253 | 14,602 | 17,020 |
| Food and Liquor Catering | 8,182 | 10,802 | 12,391 | 13,637 | 15,717 |
| Clothing and Accessories | 5,497 | 6,903 | 7,762 | 8,360 | 9,407 |
| Furniture, Houseware and Appliances | 4,331 | 5,569 | 6,589 | 7,287 | 8,544 |
| Recreation and Entertainment Equipment | 4,094 | 5,262 | 6,221 | 6,877 | 8,057 |
| Garden and Hardware Goods | 2,590 | 3,302 | 3,840 | 4,209 | 4,870 |
| Other Goods and Personal Services | 4,286 | 5,511 | 6,520 | 7,210 | 8,452 |
| Total | 37,755 | 48,640 | 56,577 | 62,182 | 72,067 |

| Scenario 4 | 2011 | 2016 | 2021 | 2026 | 2031 |
|--|--------|--------|--------|--------|--------|
| Groceries and Specialty Food | 8,776 | 11,455 | 13,553 | 14,760 | 17,347 |
| Food and Liquor Catering | 8,182 | 10,819 | 12,519 | 13,700 | 15,931 |
| Clothing and Accessories | 5,497 | 6,920 | 7,850 | 8,414 | 9,565 |
| Furniture, Houseware and Appliances | 4,331 | 5,657 | 6,749 | 7,371 | 8,717 |
| Recreation and Entertainment Equipment | 4,094 | 5,344 | 6,371 | 6,956 | 8,220 |
| Garden and Hardware Goods | 2,590 | 3,339 | 3,917 | 4,251 | 4,963 |
| Other Goods and Personal Services | 4,286 | 5,598 | 6,678 | 7,293 | 8,623 |
| Total | 37,755 | 49,134 | 57,636 | 62,745 | 73,366 |

There is limited convenience retail available within the secondary settlements of Bidyadanga, Ardyaloon, Djarindjin/Lombadina and Beagle Bay. Spending power within these areas is also somewhat lower due to smaller populations, generally lower levels of income, and limited tourist activity. The current retail space provided within these settlements is therefore likely to be sufficient for immediate needs.

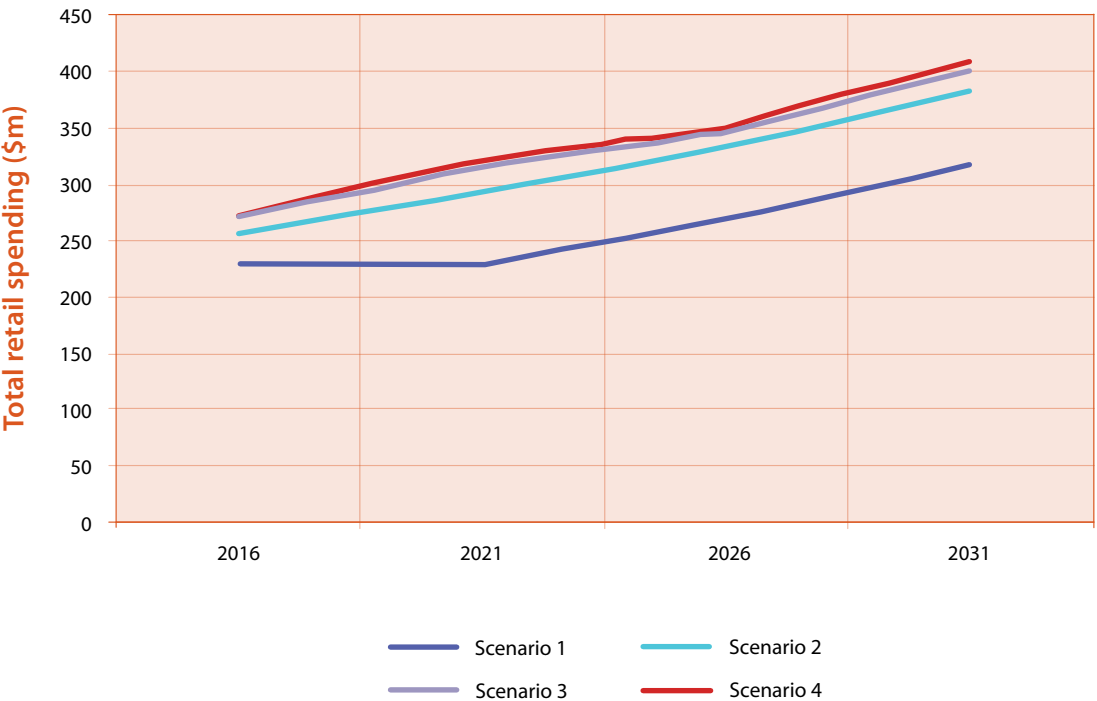
Table 6 indicates the expected retail floor space demand against the Shire’s population scenarios, outlined in the Community Profile (refer to 6.1). Figure 29 shows estimated retail spending against the same four scenarios. Without visitors or LNG there will only be a slight demand increase of up to 10,000sqm over the next 20 years. However considering the visitors and possible LNG as per the high growth scenario the town will require an additional 25,000sqm.

6.2.3.3 Commercial Office

There was an estimated 30,000sqm of commercial office floor space within Broome Townsite in 2007. In light of indicative commercial demand (see AEC Group estimates in Table 7) this seems to indicate a slight under supply considering the population size and regional centre status associated with government offices and other professional services. However due to mixed retail/ commercial uses there is a high probability that many commercial businesses may be occupying some of the oversupplied retail space.

Within the community layout plan for Djarindjin Junction land has been identified for future commercial office floor space that may be required by government agencies to set up in the Dampier Peninsula. Take up of this land has not really occurred and it is difficult to estimate at this point in time whether or not a

Figure 29: Estimated Future Retail Spending, Broome 2016 – 2031



(source: AEC)

higher demand would occur within this area. Bidydanga also has provision for some office space which includes a police station and doctor's office. It does not seem that there is further demand at this point in time.

Table 7 indicates the expected commercial floor space demand against the population scenarios described in the Community Profile (refer 6.1). The projected indicative commercial office demand is set to increase by between 50% and 60% when compared to indicative existing demand. Identifying and planning for future increases in demand should be well thought out and coincide with market forces and trends. Commercial space tends to be added in 'chunks' corresponding with developments that provide developers with economies of scale. It is not realistic to expect smooth, regular annual increments corresponding with population growth – to do so is to ignore the realities of development economics.

The growth of the town into a regional city of about 30,000 people by 2031 will also see an increased demand for commercial space of up to an additional 18,313sqm.

The fact that retail and commercial uses can be interchangeable should be considered for all future retail and commercial developments.

6.2.3.4 Industrial

Within Broome Townsite there is currently 492 hectares of land zoned for General Industry and 69 hectares zoned for Light and Service Industry. Additionally there are 114 hectares of land available for the Port and related activities. The total land zoned for industrial activities is around 675 hectares. However the total land available is only around 200 hectares as 480 hectares at Broome Road has not yet been developed.

In addition, the proposal for an LNG Processing precinct near James Price Point will also provide for an area of about 200 hectares of general industry to support the processing facility and associated port proposed. This proposal is not likely to come on line for industrial development within the next five years.

Table 7: Required Commercial Floor Space, Broome (sqm)

| Commercial Office Demand | 2011 | 2016 | 2021 | 2026 | 2031 | Change |
|--------------------------|--------|--------|--------|--------|--------|--------|
| Scenario 1 | | | | | | |
| Office Workers | 1,440 | 1,629 | 1,792 | 1,972 | 2,196 | 756 |
| Office Floorspace | 30,247 | 34,207 | 37,628 | 41,409 | 46,113 | 15,867 |
| Scenario 2 | | | | | | |
| Office Workers | 1,440 | 1,629 | 1,792 | 1,972 | 2,196 | 756 |
| Office Floorspace | 30,247 | 34,207 | 37,628 | 41,409 | 46,113 | 15,867 |
| Scenario 3 | | | | | | |
| Office Workers | 1,440 | 1,729 | 1,939 | 2,030 | 2,265 | 824 |
| Office Floorspace | 30,247 | 36,303 | 40,721 | 42,627 | 47,555 | 17,308 |
| Scenario 3 | | | | | | |
| Office Workers | 1,440 | 1,763 | 1,993 | 2,056 | 2,312 | 872 |
| Office Floorspace | 30,247 | 37,026 | 41,855 | 43,176 | 48,559 | 18,313 |

An area of approximately 40 hectares of land along Gubinge Road and Port Drive is currently being considered to be rezoned by Yawuru for industrial development (DIA 8 – see Section 3.2.21 in Part One of the LPS).

A development investigation area is proposed over the land directly to the north of the port for industrial development following an amendment initiated by Council in 2010. However due to some environmental concerns relating to stormwater and recharge into the aquifer the amendment was not finalised at the time and the process will have to be reinitiated once detailed studies are concluded.

There is no industrial land identified within the Community Layout Plans for the secondary settlements at this point in time.

The future growth profile for industrial land will depend on many factors and can be variable based on a number of future potential developments. There is a range of future industrial activities including service industry as well as more traditional industrial activities.

Forward industrial land demand modelling provided by AEC Group shows an average annual consumption of raw land between 4.1 and 13.0 hectares of industrial land per year, based on projected population and industry growth. Industrial land supply should always exceed anticipated demand in order to provide flexibility and choice to potential investors. A rolling supply equal to 10-15 years of current demand is generally required to allow for a liquid and functional market. Table 8 summarises the rate of land consumption provided by AEC Group for each scenario.

Table 8: Industrial Land Consumption

| Average Industrial Land Consumption per annum | Hectares |
|---|----------|
| Scenario 1 | 4.1 |
| Scenario 2 | 4.1 |
| Scenario 3 | 11.1 |
| Scenario 4 | 13.0 |

This modelling is showing current demand in 2011 of 81.1 hectares.

The modelling has used a population/employment based approach to develop a baseline projection (for Scenarios 1 and 2). These scenarios provide the same projection, because the permanent resident population is the same for each. Economic modelling, benchmarking and consultation were conducted to develop industrial land demand projections for Scenarios 3 and 4, which include considerable stimulus from the development of the Browse Basin. A benchmark of 10 employees per hectare has been used (based on 2011 Census).

6.3 Environmental Profile

Essential Environmental prepared an environmental profile of the Shire of Broome to provide an overview of environmental assets and issues within the context of the future growth and development of the Shire, at the broad landscape scale. The document is in effect an appendix to this local planning strategy, with the main findings summarised here. The environmental profile addresses biodiversity, water, soils, fire risk, coastal areas, waste management and air quality, incorporating climate change considerations where relevant.

The factors of expected growth and development that have the most potential to impact on the environmental assets and values of the Shire include:

- substantial growth of the Kimberley tourism sector;
- flow-on increases in government services;
- increases in aquaculture and agriculture;
- growth in retail and social infrastructure needs, predominantly located within the town of Broome;
- growth in resource projects, primarily the Browse Basin oil and gas reserves including the proposed on-shore processing facility at James Price Point.

6.3.1 Biodiversity

The Shire of Broome has a diverse array of landscapes, flora and fauna. These ecosystems exist within a tropical savannah landscape dominated by eucalyptus and acacia open woodlands, known as Pindan, with hummock and tussock grasslands. Ecosystems in the Shire include coastal archipelagos, mangrove creeks and mudflats, coastal dunes with vine thickets, swamp rainforests, mound springs with monsoon forest, clay pans, red soil plains, and sandstone and limestone ranges. These diverse landscapes create habitats that support a significant array of terrestrial and marine mammal, reptile, bird and invertebrate species.

Unlike other areas that have been largely cleared for agriculture or development, in north-west Western Australia native vegetation remains largely uncleared with the exception of areas for agriculture, transport and other infrastructure, small isolated settlements and the townsite of Broome. However, pastoral activities have the potential to significantly impact on the biodiversity values of vegetation, particularly where overgrazing leads to the degradation of vegetation condition and soils.

There are a number of Department of Parks and Wildlife (DPAW) managed lands and reserves within the Shire of Broome including Coulomb Point Nature Reserve, Dragon Tree Soak Nature Reserve, Lacepede Islands Nature Reserve, and Swan Island Nature Reserve. Compared to other regions, the Kimberley has a low representation of its bioregions in nature reserves, with less than one per cent area reserved for conservation.

Previously, Indigenous Protected Areas were not recognised as conservation areas. However recent changes to the *Conservation and Land Management Act 1984* allow joint management with traditional owners for conservation. The DPAW is working with landowners on the Dampier Peninsula to increase the level of recognised conservation areas through the establishment of a number of conservation parks/reserves as part of the Dampier Peninsula Planning Strategy (refer to 4.2).

The coastline around Broome including areas of Roebuck Bay to the south is a combination of Unallocated Crown Land and Crown Reserve widely known as the 'Yawuru Coastal Park'. The Coastal Park contains important vegetation including mangroves near Roebuck Bay and vegetated dunes along Cable Beach which have significant ecological values and also provide environmental corridors and erosion control.

LPS6 contains a number of bushland reserves as part of the 'Environmental Cultural Corridor Reserve'. These areas have been largely unmanaged and therefore human impacts and invasive weeds have had a detrimental effect.

The marine environment provides habitat for a variety of marine species including whales and turtles, as well as many species of migratory birds, of which 60 species are protected under the *Environment Protection and Biodiversity Conservation Act* (EPBC Act) 1999. The Eighty Mile Beach area is the most important area for waders in northern Western Australia and is recognised as a Ramsar wetland.

The DPAW Threatened Species Database lists two species of declared rare flora (*Keraudrenia exastia* and *Pandanus spiralis* var. *flammeus*), seventeen species of priority 1 flora, five species of priority 2 flora, 29 species of priority 3 flora and two species of priority 4 flora within the Shire. There are also fourteen species of rare fauna, five specially protected fauna species and twenty two species of priority fauna which are known to occur in the Shire.

The Shire also contains a number of threatened ecological communities, including the faunal community of the intertidal mudflats of Roebuck Bay, assemblages of the organic springs and mound springs of the Mandora Marsh area, Lolly Well Springs wetland, and Bunda Bunda, as well as monsoon (vine) thickets which occur on the coastal sand dunes of Dampier Peninsula. There are also a number of priority ecological communities which require further investigation.

6.3.2 Water

The key water resource assets within the Shire of Broome are generally associated with groundwater or the seasonal flow of watercourses (surface water) during the wet season. This is typical of northern Australia where there is a large variation in rainfall throughout the year and a very high evaporation rate due to the high temperatures.

Surface Water

There are very few examples of perennially flowing rivers within the Shire. The primary waterway catchment is that of the Fitzroy River.

Surface water generally moves across the landscape as sheet flow rather than through waterways that flow all year round. This has a strong impact on the landscape and requires consideration in terms of location of development and management of stormwater.

There are two internationally significant wetlands in the Shire listed under the Ramsar Convention. These are Roebuck Bay and Eighty Mile Beach.

Other wetlands in the Shire are recognised as having national conservation significance.

These include Bunda-Bunda mound springs, Dragon Tree Soak, Eighty Mile Beach, Mandora Salt Marsh, Roebuck Bay and Plains System, and Willie Creek Wetlands. The Mandora Marsh is the most inland distribution of mangroves in Australia.

Groundwater

The majority of the groundwater resources in the Shire are contained within the sedimentary rock aquifers. These aquifers vary considerably in quality and quantity. The Shire is covered by the Canning-Kimberley Groundwater Area and the Broome Groundwater Area, which are proclaimed under the *Rights in Water and Irrigation Act 1914*.

A Public Drinking Water Source Area has been proclaimed over urban groundwater supplies for Broome. Water source protection plans have also been prepared for the settlements of One Arm Point, Djarindjin-Lombardina, Beagle Bay and Bidyadanga.

Groundwater aquifers used for water supply are generally recharged directly from rainfall, particularly from larger events, which makes them potentially vulnerable to contamination from inappropriate land use and affected by changes in rainfall patterns. The groundwater supply for many remote settlements has the potential to be affected by inappropriate land use practices.

The Department of Water is currently investigating the water source opportunities for irrigation on the Dampier Peninsula and the Department of Agriculture is undertaking similar investigations in La Grange north and south. It will be important for any decision regarding allocation of groundwater to consider all users of the water including traditional owners for cultural purposes.

6.3.3 Soils

The most common soil type within the Shire is Pindan. This soil type has implications for surface water management, as Pindan soils can become waterlogged and are susceptible to erosion. Additionally, little is known about their ability to retain nutrients and/or contaminants.

Although the mapping of acid sulfate soils is limited in the Kimberley region, it is considered that there is a high potential for acid sulfate soils to occur in the intertidal mudflats along the coast including the Dampier Peninsula, Roebuck Bay and Dampier Creek.

The Department of Environment Regulation (DER) Contaminated Sites Database reveals three registered sites within the Broome townsite area. These sites are affected by hydrocarbons and require remediation. These are not likely to be the only contaminated sites within the Shire. TPS4 indicates some sites that could potentially be contaminated. Whilst these will not be noted in LPS6, these sites

may be referred to DER for further investigation under the relevant legislation, and if found to be contaminated would be registered.

6.3.4 Fire

Fire is an important process for maintaining vegetation structure, as it aids regeneration of some species, however altered fire regimes have the ability to significantly impact on the land and biodiversity values. Fires are often started by human error in remote areas and have the ability to cause widespread damage, burning out of control.

6.3.5 Coastal Areas

Broome experiences a semi-diurnal tidal regime, with an astronomical tidal range of 10.5m. Since 1910 there have been 22 cyclones impacting Broome.

Coastal vulnerability is affected by a number of complex interrelationships including the interplay between extreme weather and tidal processes and the complex and highly varied geologic structure of the region which includes sandy beaches, rocky cliffs, mangrove mudflats etc. The identification of areas which are vulnerable to changing coastal processes requires consideration of the variability of the primary processes driving change along the coast, together with the probability of that change, within the context of the geology of the area. Consideration must also be given to the likely outcomes of climate variability which include sea level rise and a predicted increase in extreme weather events.

6.3.6 Waste Management

Effective waste management is essential to protect groundwater resources and wetlands, coastal zone areas and other areas with environmental values.

The isolation of the Shire and the costs associated with the transport of waste, and the highly seasonal nature of the population including the influx of tourists, pose many challenges, particularly for the recycling and reuse of waste.

Waste management in remote settlements is also difficult, due to low levels of opportunity for community awareness and participation in recycling, distance from landfill facilities and recycling markets, as well as inappropriate waste management practices that have the potential to impact on drinking water resources.

The Shire operates one landfill site which services the town of Broome. This landfill facility is estimated to have remaining capacity for less than 5 years of operation.

A site for a resource recovery facility and new landfill has been identified and planning has commenced to address the waste management practices and landfill capacity of the Shire. In order to address the cost associated with transporting recyclables to larger markets in Perth, resource recovery will be largely directed at recycling and using products locally.

6.3.7 Air Quality

Air quality is generally of good quality; however it can be affected by mining, agriculture and industry, as well as by bushfires. Key pollutants are dust from port activities and particulates from bushfires. Pollutants are predominantly driven by wind patterns and topography and have the ability to effect the environment and landscape as well as human health in the region, particularly when the fires burn for several days. Additionally, when Pindan soils are exposed, these can cause significant dust problems due to the small size of the particles.

6.3.8 Basic Raw Materials

There are a number of locations within and around the Broome Townsite which provide for the supply of construction materials including sands and limestone. Any basic raw materials sites will be important in facilitating affordable housing and development as the Broome Townsite grows.

Regional Geology

The Canning Basin initially developed in the Early Palaeozoic (480-440 million years) as an intracratonic sag between the Precambrian (+550 million years) Pilbara Craton to the south and Kimberley Basin (1,900-700 million years) to the north. The basin contains two major north-westerly trending troughs separated by a mid-basin arch and marginal shelves.

The northern trough is divided into the Fitzroy Trough and the Gregory Sub-basin, which are estimated to contain predominantly Palaeozoic (480-250 million years) rocks up to 15 km thick.

The southern trough includes the Kidson and Willara Sub-basins, and consists of thinner sedimentary successions 4-5 km thick. These successions are Ordovician, Silurian and Permian in age ranging from 480-250 million years old. Extensive Mesozoic cover is present throughout the area ranging in age from 250-65 million years.

The central arch is divided into the Broome and Crossland Platforms, and structural terraces step down from it into the troughs on either side.

The succession in the basin consists of continental to marine-shelf, mixed carbonate and sedimentary rocks. Major evaporitic basins were present in the Ordovician (480-440 million years). Significant tectonic events affected the basin between 480-200 million years, including; extension and rapid subsidence, compression and erosion, extension and subsidence, compression then subsidence and uplift and erosion.

The southern Canning Basin is less intensely deformed than the northern part, with major fault block movements being absent in the south.

The Canning Basin is overlain by Cretaceous to Cainozoic (less than 140 million years) sediments deposited in shallow marine and shoreline environments and as wind-blown sand deposits.

Resources

Petroleum

The Fitzroy Trough has been considered the most prospective area of the Canning Basin. This is due to its thick sedimentary succession and carbonate reef development along major structures.

Other prospective areas of the Canning Basin include the Broome Platform and the southern extension of the Kidson Sub-basin.

In the south there is potential for gas in the Permian and pre-Ordovician carbonaceous shales and for oil from shales in the Ordovician Goldwyer Formation.

An evaluation of the Ungani oil discovery located just east of the Shire and the Yulleroo gas discovery, located in the east part of the Shire is being undertaken. Petroleum titles associated with these discoveries are now part of a State Agreement area.

Minerals

In the north-eastern part of the Shire of Broome, the Dampier heavy mineral sands project is currently being evaluated.

In December 2012, a maiden resource for the Thunderbird deposit at Dampier of 1.374Bt @ 6.1% HM (Indicated & Inferred) for 84Mt of contained HM, including a coherent high grade core of 517Mt @ 10.1% HM (Indicated & Inferred) was announced. The mineralisation remains open and evaluations are continuing at the Thunderbird and the nearby Argo deposits in 2013. A large part of the Shire is covered by mining tenure for heavy mineral sand exploration.

The Admiral Bay base metals project is located in the southern part of the Shire of Broome. In this area, a large but deep resource of zinc lead silver and barium has been identified. An initial JORC Inferred Mineral Resource of 72Mt grading 3.1% Zn, 2.9% Pb, 18 g/t Ag and 11.6% Ba was defined in 2008. Drilling to date indicates that this mineralization extends along strike for 18km.

In the centre of the Dampier Peninsula, dimension stone (sandstone) resources are being extracted in the Mount Jowlaenga area under granted mining leases.

Mineral and Petroleum Tenements

There are currently 53 granted mining tenements, 53 mining tenement applications, and 16 granted petroleum and geothermal titles together with 9 applications for petroleum titles wholly or partly within the Shire of Broome. The petroleum titles cover the Canning Basin which underlies the entire Shire of Broome.

Mining tenements cover much of the Shire, and the main minerals of interest are titanium-zircon, base metals (zinc, lead, silver) and basic raw materials (sand and gravel). Of the 31 granted mining leases within the Shire, 29 are for the extraction of basic raw materials.

A number of petroleum titles within the central part of the Shire are covered by a State Agreement, the *Natural Gas (Canning Basin Joint Venture) Agreement Act 2013*.

A State Agreement is between the State and a private sector company and gives the company exclusive rights to develop a natural resource (owned by the State) in return for the company undertaking to establish and operate a resource project. Parliamentary ratification means the Agreement provisions may override the existing statutory laws of the State.

State agreements encourage regional development, for example:

- provides long term tenure over prospective acreage for gas exploration and development,
- facilitates the development of a domestic gas project and pipeline,
- ensures the potential of the Canning Basin to supply long term domestic gas security and appropriate development is realised to the benefit all stakeholders.

State Agreements also include obligations including:

- to develop the project within a reasonable timeframe,
- to support State economic growth and create jobs by maximising the use of local labour, services and materials,
- to establish further processing industries, if commercially viable,
- that the Agreement will not be subsequently amended by the State, without the concurrence of the company.

Geoheritage site

There is a Geoheritage Site within the Shire of Broome. Geoheritage Sites are defined by the Director of the Geological Survey of Western Australia as “Geological features considered to be unique and of outstanding value within Western Australia and to have significant scientific and educational values for the good of the community”.

The Geoheritage Site within the Shire is:

- No 44 Gantheaume Point, Dinosaur footprints in sandstone, low-tide exposure.
- This locality is available for viewing on Figure 17 - Natural Resource Areas in Part 1 of the Strategy. Please note that the locality shown is approximate, and may require field checking.

Mining-related activity within Geoheritage sites is closely managed by the Department of Mines and Petroleum, and it is anticipated that Geoheritage Sites on the State Register will be protected from incompatible activities by relevant government agencies including local government.

6.3.9 Key Environmental Land Use Planning Issues

Table 8 summarises the key land use planning issues that have potential to impact on environmental values in the Shire identified by Essential Environmental.

Table 9: Key Environmental Planning Issues Affecting the Shire of Broome

| Considerations for land use planning | Challenges for the Shire's environmental values | Pressure areas | Strategy(s) |
|--|--|---|---|
| Townsite expansion and service provision | <ul style="list-style-type: none"> Loss of biodiversity from clearing and indirect impacts Stormwater management including sediment transport Identification of future land supply requirements and their impacts on environmental values | Broome, Dampier Peninsula (Browse Basin infrastructure) | <ul style="list-style-type: none"> Protection of important vegetation, communities and/or habitat in reserves and/or Coastal Park Shire policy regarding the implementation of Water Sensitive Urban Design (WSUD) which requires sediment basins, weed management and NW-specific stormwater designs |
| Tourism and recreation development | <ul style="list-style-type: none"> Coastal vulnerability including dune management and restoration Management of Ramsar areas Management of marine and terrestrial ecosystems Location of tourism infrastructure on the coast Opportunities within pastoral leases | Broome | <ul style="list-style-type: none"> Development of management plan for the Broome Coastal Park Consideration of pastoral exclusion areas and tenure options Engagement of Aboriginal communities in nature conservation |
| Coastal erosion and sea level rise | <ul style="list-style-type: none"> Ensuring that new coastal developments are located in suitable areas that are not impacted by coastal erosion, storm surge and sea level rise Protection, adaptation and prevention of sea level rise impacts on coastal infrastructure, such as ports and marinas Loss of marine/coastal habitats | Broome, Dampier Peninsula (Browse Basin infrastructure) | <ul style="list-style-type: none"> Undertake a risk assessment of coastal vulnerability now and into the future, focussing on the Broome townsite, other tourist attractions and coastal indigenous settlements. Studies into infrastructure design standards in coastal areas |
| Pastoral activities | <ul style="list-style-type: none"> Stock and grazing management Biodiversity management Soil conservation Riparian zone management Groundwater management | Rangelands, especially areas around watering points, permanent pools, and stands of vegetation | <ul style="list-style-type: none"> Consider land use management practices as part of any application for diversification and/or change of use or development |
| Horticulture production/development | <ul style="list-style-type: none"> Groundwater management planning that considers environmental water requirements Management of water quality, riparian zones and surface water flows into Roebuck Bay, Eighty Mile beach and the Mandora Marsh Preservation of high quality agricultural land | Currently limited but could potentially increase in the La Grange region and across the Dampier Peninsula | <ul style="list-style-type: none"> Ensure any application for horticulture has access to sufficient water resources and implements best practice water efficiency and nutrient and sediment management |
| Climate change contributing to an increase in mean temperature and variability in seasonal rainfall. More severe storms and increased periods of drought | <ul style="list-style-type: none"> Rise in sea level Increase in coastal erosion Increase in the severity of cyclones events and associated flooding Rise in global mean temperature Determination of foreshore reserve and location of coastal infrastructure Biodiversity preservation and management | Coastal areas and all ephemeral river systems. Native vegetation and national parks/ reserves | <ul style="list-style-type: none"> Ensure Council has access to latest information regarding climate change impacts on natural assets Establish natural corridors as part of a reserve system Ensure development is consistent with design guidelines and appropriate standards for high natural hazard areas. |

(Source: Essential Environmental)

7 Issues

7.1 Introduction

This section considers the key planning issues for the Shire of Broome that arise from the local profile (section 6) and the planning context (sections 3, 4 and 5). The issues are grouped within major themes. Each is briefly explained and a rationale provided for how it should be addressed. This rationale is the primary basis for the content of Part 1 of the Local Planning Strategy.

The themes for consideration of the issues are:

- Settlement
- Rural Living Areas
- Rural Land
- Industry
- Retail and Commercial
- Tourism
- Community Facilities, Recreation and Open Space
- Transport
- Natural Resource Management and Environmental Protection
- Natural Hazards
- Utilities
- Cultural Heritage

7.2 Settlement

7.2.1 Housing Affordability

Housing affordability is an issue in Broome. According to the 2011 Census, 6.6% of Broome households were experiencing mortgage stress and 11.0% were experiencing rental stress. Between 2011 and 2012, median house prices have jumped 30% and have returned to the historical highs seen in 2006 and 2007. In the year ending June 2012, the median house price in Broome was \$665,000,



which is 40% higher than the Perth Metropolitan Region (\$470,000) and 80% higher than regional WA (\$369,000).

According to REIWA (2012), median rental prices in the Broome urban area are significantly higher than those for the Perth Metropolitan area. The median house rental price in the Broome Urban Area was \$730 in the September quarter 2012, almost \$300 per week higher than in Perth Metropolitan area. Unit rents are also high in the Broome urban area at \$550 compared to \$425 in the Perth Metropolitan area.

With the most recent jump in prices, it is anticipated that considerably more households would be struggling with affordability.

The affordability of housing has significant flow-on impacts on community well-being and the economy, affecting the ability of business to attract and retain staff, who may not be able to afford to live in Broome.

Spikes in demand and additional pressure on housing affordability could occur as a result of development of the proposed LNG Precinct and Browse Basin, particularly if housing supply cannot be brought to the market quickly.

7.2.2 Housing Demand

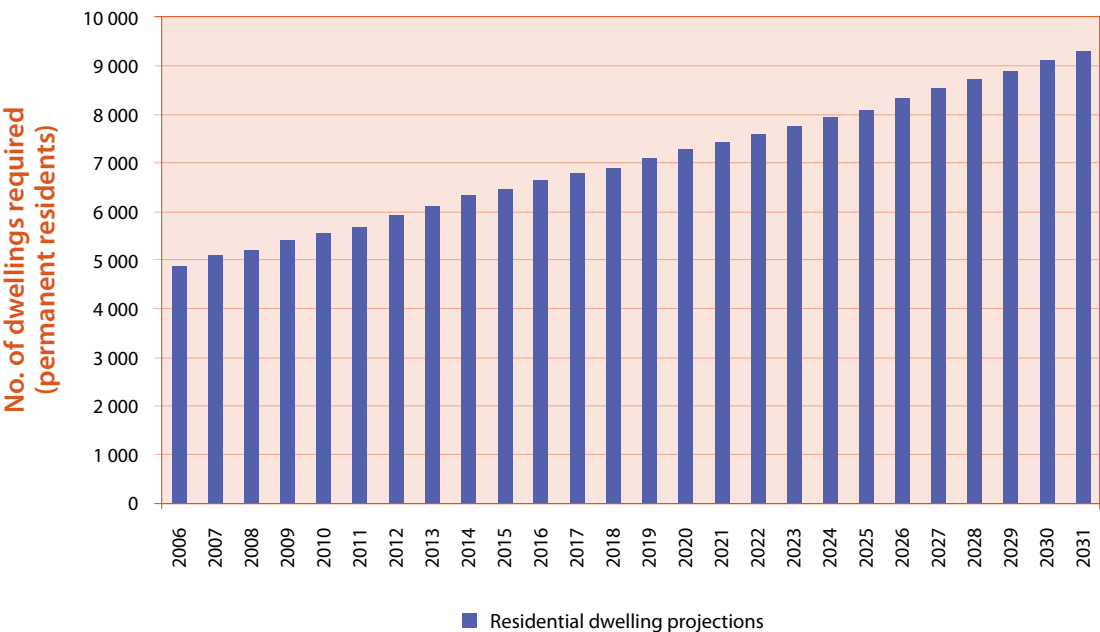
The anticipated population growth will place further pressure on demand for housing. The 2011 Census estimated that there was a total of 5,167 private occupied and unoccupied dwellings in the Shire in 2011, requiring over 4,000 new dwellings to provide for the additional permanent residential population over the next 20 years, an average of over 200 per year. This is illustrated in Figure 30.

The high prevalence of renting together with high housing prices indicates that the market provides little opportunity for residents to become home owners. Unless the issue can be managed effectively in the future, numerous economic and social issues can emerge.

Housing mix also appears to be somewhat limited, with a considerable share of housing stock classified as ‘other’, indicating that it is neither detached dwelling nor a unit or flat. This housing mix is likely related back to the housing affordability issues as well as the significant indigenous population, which often live in dwellings that are difficult for the ABS to classify.

Based on the analysis conducted, the Shire of Broome will need to almost double its current number of permanent dwellings. These dwellings do not include accommodation for potential construction or operational employees arising from the proposed Browse LNG Facility or potential increase in visitors. These likely spikes in demand for housing also need to be considered as they may result in speculator activity and adverse impacts on affordability if not managed.

Figure 30: Number of Dwellings Required



7.2.3 Fly In Fly Out

The growth rates for transient workers can be very volatile and have the potential to create very high peaks and very low troughs in the total service population. This should be considered in planning for service delivery.

The practice of fly-in/fly-out (FIFO) also has the potential to impact on the social values of the town, with large numbers of transient workers with no or limited social connections to Broome coming and going from the town in tranches. The location of transient worker accommodation should be carefully considered.

While many FIFO will be housed in transient worker accommodation, research by the AEC Group shows that there will be significant impacts on the airport and local roads as workers are transported to and from the camp.

7.2.4 Land Tenure

Land tenure within Aboriginal settlements is a major issue for future development and planning. Most of the land is still Crown reserve or held by the Aboriginal Land Trust (ALT). This effectively limits the opportunities for community members in these areas to develop the land.

On the other hand it also restricts the potential for speculators and investors to buy up areas of prime real estate which could displace some of the community members. The Department of Aboriginal Affairs (DAA) and ALT are currently working on a programme for land tenure reform.

A related consideration is Native Title. Planning and development is both constrained and informed by Native Title.

Native Title is the set of rights and interests over land and waters that have been established through traditional Aboriginal law and custom, and can be recognised under Australian law. The rights can include the right to make decisions about how land is used, the right to decide who can access land, the right to

hunt and gather food, the right to use land for ceremonial purposes and the right to protect sacred sites. Those rights are unique, vary in nature and number between different Aboriginal groups and cannot be transferred.

The interaction between Native Title and the formal planning and development system is relatively untested and will require open communication by all parties involved, depending on the nature of Native Title and any related Land Use Agreements.

7.2.5 Service Provision to Remote Settlements

Housing and service infrastructure to remote settlements are provided through programmes by the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA). Some services are being provided by independent service providers appointed by the relevant Prescribed Body Corporate (PBC). This has resulted in somewhat disjointed service delivery and management practices.

The Bilateral Agreement on Indigenous Affairs between Government of Western Australia and the Australian Government commits each government to increased effort in indigenous affairs, including a commitment for local governments to take responsibility for local government services in Aboriginal settlements. How this will work in locations where independent service providers are already providing services is yet to be worked out.

Access to the settlements is limited, exacerbating isolation and the ability of people to access services. Almost 90km of Cape Leveque Road is not sealed, which further isolates these settlements when they are cut off from road access for extended periods during the wet season. Airstrips near secondary centres do provide some access during the wet. These elements are further addressed in the relevant sections in relation to services and transport infrastructure (7.9).

7.2.6 Planning Rationale

7.2.6.1 Settlement Hierarchy

To manage issues associated with access and service provision, a hierarchy of centres is proposed. This is consistent with the recommendations of the Kimberley Planning and Infrastructure Framework (refer 4.1) and Dampier Peninsula Planning Strategy (refer 4.2).

The locations of these centres are illustrated in Figure 2 – Part One of the LPS.

Principal Centre

Broome is the principal centre of the Shire and region. A settlement in regional areas that has a population of greater than 20,000 permanent residents is considered to be Regional City. According to WA Tomorrow and the AEC Group population projections Scenario 1 (see 6.1.1) the town of Broome is likely to grow into a Regional City by 2021.

According to the ABS, in 2011 Broome had a population of 16,031. Based on the 2011 Census, the average household size was 2.9 people.

Future urban expansion and development should be concentrated into Broome to grow the townsite as the principal centre and to minimise pressures on other settlements within the region. As the principal centre Broome should be fully serviced to provide for the regional community needs and to support a diverse economy within the Shire and region. It will be the centre of governance, retail, commercial, industrial, recreational and tourism activity, as befits a 'capital city' for the Kimberley.

Within the townsite of Broome there are four Aboriginal settlements:

1. Mallinbar (Kennedy Hill)
2. One Mile
3. Bilgungurr, and
4. Morrell Park

Each of these settlements has a Layout Plan which guides development and land use within the settlement area. The Layout Plans form part of this local planning strategy as Precinct Plans specific to those settlements. Once land tenure for these areas is resolved these areas could be incorporated into Broome Townsite as residential/mixed use or future development areas.

Secondary Centres

The settlements of Ardyaloon, Djarindjin/Lombadina, Beagle Bay and Bidyadanga are identified as secondary centres. These centres should provide service hubs to the settlements surrounding them. Under this model local community facilities and infrastructure would be provided within the secondary centres with regional facilities and infrastructure available in Broome as the principal centre. Tourism and related economic opportunities should be explored in these centres to provide economic growth opportunities within these areas.

SPP 3.2 (see 3.2.11) suggests that areas identified in Layout Plans be zoned 'Settlement' in the planning scheme. The extent of the area to be so zoned requires negotiation with the WAPC, as in some cases the Layout Plans delineate areas much larger than necessary for development in the foreseeable future.

Ardyaloon/One Arm Point

Hosting a population of 334 people at the 2011 Census, Ardyaloon/One Arm Point is the most northern centre within the Shire. This centre averages 3.9 people per household. As a secondary centre Ardyaloon has great tourism potential being the only major settlement on the coast within the Dampier Peninsula. Mining in the archipelago to the east also offers an opportunity for this settlement to provide supply services to these activities.

Djarindjin/Lombadina

The two settlements of Djarindjin and Lombadina are located directly adjacent to each other effectively creating one secondary centre. They housed 245 people at the 2011 Census with an average of 3.4 people per household.

The centre is the second most northern centre and provides for government services at Djarrindjin Junction on the corner of Lombadina and Cape Leveque Roads. Current servicing problems within this centre include the proximity of the waste water treatment facility and the waste site to the ground water supply. Urgent attention should be given to relocating these facilities to ensure public health and safety is addressed.

Beagle Bay

For the purpose of this local planning strategy, Beagle Bay as a secondary centre includes the surrounding settlements of Bobieding and Billard. At the 2011 Census they housed 285 people with an average of 4.1 people per household. This centre is the most southerly secondary centre on Dampier Peninsula and will have a major role to play in servicing surrounding settlements.

Bidyadanga

Being the most southern centre within the Shire, Bidyadanga has major opportunities to provide support services to the surrounding agricultural/pastoral activities and tourism nodes within the area. At the 2011 Census there were 595 people living there (average of 4.9 people per household).

Smaller Settlements and Outstations

There are around 80 smaller Aboriginal settlements in the Shire of Broome. These smaller settlements are considered to be Rural Living in proximity to secondary centres, and should be serviced by fit for purpose services (refer to 7.3).

Layout Plans have already been prepared and adopted for the following smaller settlements:

- Burrguk
- Goolarabooloo Millinbinyarri

In accordance with the criteria established in SPP 3.2 (refer to 3.2.11). Layout Plans are still required for:

- Budgarjook
- La Djardarr Bay

7.2.7 Future Development Areas

Land considered suitable for expansion of the various settlements will be identified as Future Development Areas (FDAs).

A gross density of 10 lots per hectare is adopted in order to estimate the potential lot yield for each FDA. This generally provides for an average net density equivalent to R20 under the R-Codes (refer to 3.2.9), which allows lots of around 500sqm. It must be noted that this does not mean that all lots created would be 500sqm. Rather, a range of lot sizes that would average at 500sqm is intended, so as to encourage a range of housing product and densities.

Broome

In Broome, the following FDAs are proposed:

- FDA 1 – Broome North

FDA 1 provides for a total of around 450 hectares which could provide an additional 4,500 houses.

- FDA 2 – Yawuru Roebuck Estate West

FDA 2 provides for a total of around 75 hectares which could provide an additional 750 houses.

- FDA 3 – Yawuru Airport West

FDA 3 provides for a total of around 33 hectares which could provide an additional 330 houses. This site may also provide for some tourism opportunities in proximity to Cable Beach. It could also provide student accommodation as part of an Educational/ Health Precinct.

- FDA 4 – Yawuru Airport West

FDA 4 provides for a total of around 150 hectares which could provide an additional 1,500 houses. However this area should be carefully planned to also provide for the extension of the Town Centre and additional Service Commercial areas between Chinatown and the Boulevard Shopping Centre. There is also opportunity to create a link within this area between Chinatown and Cable Beach. The redevelopment of this site is dependent on the relocation of the airport.

- FDA 5 – Yawuru Clementson Street

FDA 5 provides a total of around 13 hectares and is partially occupied by the Bran Nu Dae aged persons' accommodation. The vacant portions of the site could be developed for residential purposes, with consideration of the Water Corporation's odour buffer which constrains development in the south western corner.

- FDA 6 – Coucal Street

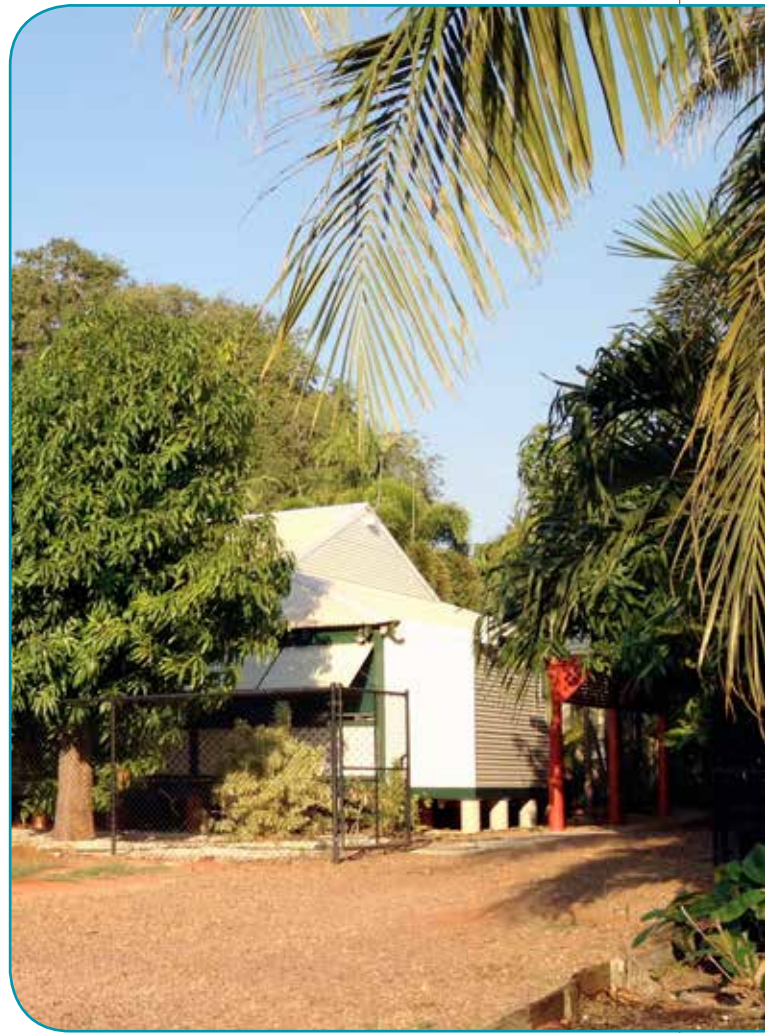
FDA 6 provides a total of around 8 hectares, which will likely be developed for tourism purposes given its proximity to the Cable Beach tourist precinct.

- FDA 7 – Nillir Irbanjin

FDA 7 is the site of the Nillir Irbanjin Aboriginal Settlement. A Layout Plan has been prepared for the settlement and endorsed by the WAPC. Future development within FDA7 will be consistent with the Layout Plan.

- FDA 8 – Bilgungurr

FDA 8 is the site of the Bilgungurr Aboriginal Settlement. A Layout Plan has been prepared for the settlement and endorsed by the WAPC. Future development within FDA8 will be consistent with the Layout Plan.



Ardyaloon

The Layout Plan adopted for this settlement provides for a total of 130 residential lots. Additionally a large area of land to the east of the current settlement has been included in a future expansion area. Should this area be developed it could effectively double the number of residential lots available in this centre to 260 lots.

Djarindjin/ Lombadina

The Layout plan identifies 77 existing residential lots with an additional 81 future residential lots and 12 rural residential lots to cater for future demand. The total residential lot supply for the centre is 170.

Beagle Bay

Beagle Bay provides for a total of 82 existing residential lots with a future development area identified to the south east which could provide for another 13 lots. Bobieding provides for 23 existing residential lots with Billard contributing only seven, bringing the total for the centre to 125 lots.

Bidyadanga

The Layout Plan for Bidyadanga provides for 115 existing residential lots with roughly an additional 30 future lots. The Layout Plan also provides for five FDAs with a total of 16 hectares, which may provide an additional 155 lots. This will bring the total residential lot provision for the centre to 300.

7.2.8 Housing Supply

Table 9 sets out the number of lots available within the Principal and Secondary Centres, and considers the total population provided for in these areas based on household size (2011 Census) for each settlement.

Effectively the number of lots available in each centre could accommodate the potential growth for triple the current population. Land supply is therefore not seen as a barrier for housing provision, however tenure issues may be an impediment to the development of secondary centres especially. Analysis conducted by the AEC Group has indicated that if the Browse LNG project proceeds, a large number of serviced lots may be required in order to facilitate a liquid and functional housing market.

7.2.9 Housing Diversity

The Shire of Broome Housing Strategy adopted in 2009 forms part of this Local Planning Strategy as an Implementation Strategy. The Strategy identifies the opportunity for a split R30/50 coding in the precinct west of Herbert Street, south of Frederick, North of Clementson Street and east of Port Drive.

Initially the R50 coding was discounted due to concerns with the limited provision of public open space within the area. It is recommended that the split coding be further considered once design guidelines are developed that allow redevelopments to take advantage of the higher density where the design guidelines are met.

This should assist in achieving the objective of providing for a greater housing mix whilst ensuring specific amenity and sustainability outcomes through the design guidelines.

The Housing Strategy should be reviewed in due course to consider more recent growth trends and incorporate considerations for housing supply to the secondary centres. This review of the housing strategy should also consider specific measures to encourage affordable housing product to meet community needs.

7.3 Rural Living Areas

Rural Living on lots of 1 hectare to 4 hectare as an alternative to the residential urban form is not generally associated with cost-effective service delivery and is often associated with land use conflict. SPP 2.5 (refer to 3.2.4) therefore has a general presumption against the provision of further Rural (Residential) Living areas. Where such areas exist each house is generally required to provide for its own basic services including water, sewer and energy provisions.

Accessibility to remote settlements developed as Rural Living off the beaten track is another major issue as considered above. This issue impacts on the mobility of people and their access to local and regional services.

Table 10: Lots Available

| Centre | 2012 | Future Development | Total Provision | Household size | Population |
|---------------------------|-------|--------------------|-----------------|----------------|------------|
| Broome | 6,500 | 7,080 | 13,170 | 2.7 | 36,666 |
| Ardyaloon / One Arm Point | 130 | 130 | 260 | 3.9 | 1,014 |
| Djarindjin / Lombadina | 77 | 93 | 170 | 3.4 | 578 |
| Beagle Bay | 82 | 43 | 125 | 4.1 | 513 |
| Bidyadanga | 115 | 185 | 300 | 4.9 | 1,470 |
| Total Provision | 6,904 | 7,531 | 14,435 | - | 40,241 |

7.3.1 Planning Rationale

Limited new areas for Rural Living have been identified within close proximity of Broome Townsite. Remote Aboriginal Settlements not part of identified secondary centres (refer to 7.2.6.1) are considered to be Rural Living areas.

Existing Rural Living lots accommodate activities such as small scale horticultural activities, plant nurseries, and the keeping of horses.

The precincts of Bilingurr (Lullfitz Drive/Sands Street), Coconut Well and Wattle Drive provide limited potential for expanding agriculture and horticulture activities due to restrictions on ground water usage by the Department of Water. The areas are essentially 'lifestyle' lots for spacious rural living with one dwelling per lot.

Although they may be located within reasonable close proximity to the identified secondary centres connector roads are important infrastructure to assist with the provision of local services to these remote locations.

7.4 Rural Land

The majority of the Shire's vast area of rural land is included in Crown reserves with pastoral leases to the east and south of Broome. Rural land use within the Shire is therefore characterised by large areas of natural bushland with pastoral lease and areas of Unallocated Crown Land traditionally used by Aboriginal people for cultural purposes.

The land has been used by Traditional Owners for traditional cultural and hunting for thousands of years. Settlement has seen an increase in pastoral land uses and more recently, increases in intensive horticultural pursuits, including in areas such as Skuthorpe and Twelve Mile. There are complexities involved in providing for both traditional use and pastoral uses over the same areas of land. Cultural and Environmental corridors may provide some guidance for land use planning and allow for further consideration of land tenure to ensure the potential conflicting land uses are minimised.

Diversification on pastoral leases has also increased intensive agricultural pursuits including horticultural activities near Bidyadanga.

The soil profile contained in the environmental profile (refer to 6.3) indicates that the majority of the land falls within two subclasses – Pindan and Sandy. These soil profiles are not very productive due to limited nutrients within the Pindan soil and low water retention by the sandy soils. Nonetheless, with appropriate agricultural practices these soils still provide good conditions for agricultural pursuits and intensification is mainly dependent on water availability.

7.4.1 Planning Rationale

It is important that the long term viability of agricultural land within the Shire remains protected. Further intensification of agricultural pursuits should be guided by water allocation plans to allow for diversification opportunities where appropriate.

Agricultural practices should consider sustainable and best practice models to minimise the impacts of such pursuits on the environment.

Cultural and environmental corridors should be considered to ensure environmental and cultural values are considered in intensification opportunities. Areas not already included in pastoral leases should be included into a Cultural and Natural Resource Area to provide for the continued traditional use of the land and to allow natural resource opportunities to be further investigated.

Whilst the majority of the rural pursuits are taken up with pastoral leases there are some opportunities within proximity of the Broome Townsite to consider further intensification of agricultural pursuits associated with Skuthorpe. Issues regarding water availability and quality needs to be addressed to allow these areas to be further intensified.

7.4.1.1 Agriculture Intensification Investigation Area

The Department of Agriculture is currently undertaking investigations into water availability and allocation associated with the LaGrange Project (refer to 4.4). This project investigates further opportunities in horticulture and agricultural intensification within the area predominantly to the south and east of Broome Townsite. The project forms part of a funding commitment from the Royalties for Regions initiative and will see the Department of Agriculture work with Traditional Owners to explore appropriate water and development options and strategies for expanding irrigated agriculture within the region.

7.4.1.2 Rural Small Holding Investigation Area

Land to the north and east of Manari Road is to be identified as future agricultural small holdings. This land is well situated within proximity of Broome. The Department of Water is investigating the Dampier Peninsula for suitability.

7.4.1.3 Land Use and Development

Proposals for land use and development within rural areas should consider Native Title and cultural heritage through consultation with the relevant claimant groups.

7.5 Industrial Land

Broome is currently under pressure to provide industrial land for lay down areas for construction and resource supply as well as other industrial activities, particularly related to the oil and gas industry. These activities could facilitate investment, employment and economic development (and diversification) for Broome.

With the exception of a new component of the Blue Haze Light and Service Industrial area, no industrial land has yet been connected to reticulated sewer. This places constraints on the development of wet industries and requires

significant on-site infrastructure to deal with wastewater disposal in an environmentally sensitive manner.

Depending on the scenario, there is likely to be varying degrees of demand for industrial demand (refer to 6.2). Total demand for industrial land by 2031 could be between 150 and 370 hectares, depending on the scenario.

Some land zoned for Industry is occupied by bulky goods retail rather than industrial activity, and this is exacerbating the shortage of land for legitimate industrial uses.

To date, no allowance has been made for the provision of land for industrial uses within Secondary settlements, although light and service industries may be required to support community needs and local economic development.

A large number of the existing light and service industry lots in Broome have caretakers' residences. As residential is a sensitive land use not generally compatible with industrial activity, this practice has the potential to impact on the operations of the adjoining industries.

It is acknowledged that SPP 4.1 and Planning Bulletin 70 – Caretakers' Dwellings in Industrial Areas recommend that new planning schemes do not allow caretakers' residences within land zoned for industrial use. However in Broome the availability of affordable housing and land for light and service industry does not support small business development in the town. Therefore, the Shire proposes to allow a single caretaker's dwelling on a lot along with industrial uses in some industrial areas where the dwelling will be incidental to the predominant use of the land for service or light industry.

Service and light industrial uses should not include activities that would be hazardous to residents by means of excessive noise, dust, vibration or other emissions that would ordinarily require a buffer. Such activities would be confined to general industrial areas.

It is possible to require *Land Administration Act* Section 70 notices to be placed on the titles of lots within such areas to make landowners aware that the predominant use of land is industrial.

7.5.1 Planning Rationale

The development of the 400 hectares of land zoned for general industry along Broome Road is a priority to alleviate the demand for lay down areas and other industrial activities in order to provide infrastructure necessary for the economy to grow and provide support services for the growing resources and mining activity experienced within the region. Modelling provided by AEC Group indicates that Broome currently requires an additional 30 hectares of serviced industrial land. There is anecdotal evidence that there is current demand that cannot be met and Broome is losing out on economic development opportunities.

In order to ensure that there is land available to facilitate economic growth and diversification, sufficient amounts of industrial land supply should be made available. Industrial land supply should always exceed anticipated demand in order to provide flexibility and choice to potential investors. A rolling supply equal to 10-15 years of forward demand is generally sufficient. This buffer will ensure that the industrial land market can function properly and does not come under pressure (i.e. that supply may decrease dramatically to a point where prices rise significantly and interested investors are turned away due to sufficient land for their needs not being available).

The rolling bank of industrial land would be at varying degrees of readiness. Generally speaking, some of this land would be serviced and developable and as this is consumed, planning and investment in infrastructure could take place to land zoned for industrial use in order to facilitate future and on-going development. With these principles in mind, Broome currently requires between 139 and 324 hectares of serviced industrial land ("shovel-ready"). In order to provide for a liquid and functional market, there should be a total

supply of zoned land between 175 and 433 hectares (10 year buffer) or between 196 and 498 hectares (15 year buffer), depending on the scenario.

Development of this land would not only allow new industries to locate in Broome, but might also enable relocation of existing industries to more appropriate locations. The industrial area near Broome Port would be particularly attractive for activities related to the Port, although some industries currently located there do not necessarily need to be close to the Port.

The allocation of appropriately located land for bulky goods retailers and showrooms would also encourage the relocation of these activities from industrial areas, allowing new industries to be established.

Caretakers' dwellings could be required to be sited and constructed in a manner so as to attenuate external noise to allow the continued use of the land for light industrial purposes. It is also possible that once Broome Road industrial development occurs some of the heavier industry would relocate, allowing the light and service industry areas to develop more towards composite industry having a clear residential focus with the related industrial activity on a rear service lane. Design guidelines and an overall structure plan to facilitate this would be recommended through a precinct plan process.

Provision for light and service industry in secondary centres should be a consideration in planning for these locations.

7.6 Retail and Commercial

Increased activity within the resources sector within the Kimberley and Pilbara along with the increased government activity associated with Broome growing to a regional city will see a continued growth in demand for retail and commercial space. New retail and residential developments within the Chinatown precinct are restricted due to the operations of the airport within town.

Accessibility of the secondary settlements to Broome is restricted by distance and within the Dampier Peninsula by a large part of the road being unsealed. This impacts on the availability of products within these settlements and also limits the mobility of the customers. This means that the options in choice are very limited for customers living in or visiting these settlements.

High rents within Broome and the volatility and seasonality of the tourism season impact on the viability of small business in town.

Broome also experiences an element of 'lifestyle business' wherein business owners are willing to forgo some profit by choosing to limit opening to certain times of the day and/or year to facilitate living in Broome out of lifestyle choice. Although a legitimate lifestyle choice, it has implications for the availability of goods and services to the community and visitors, and may also affect the levels of activity within the town.

In TPS4, showrooms, bulky good retail and car sales were permitted alongside offices, residential and tourist under the mixed use zoning. The amenity created by these extensive and car-oriented land uses is quite different from that expected for successful office and tourism areas.

7.6.1 Planning Rationale

Redevelopment within Chinatown and surrounds is essential to allow more supply to cater for future growth over the next 20 years and for the precinct to maintain its historical and future use as the principal retail activity and commercial centre of the town, the Shire and the region. The relocation of the airport is essential to allow Chinatown to redevelop.

Beyond simply accommodating increases in retail demand, it is important to maintain vibrant retail precincts, particularly given the importance of tourism locally. Retail precincts need to have a sense of place and become destinations in their own right, beyond simply a 'place to shop'. It is important that key retail centres ensure their vitality, which generally requires regular augmentations and updates.

Chinatown is to remain the main retail precinct of Broome. Other Local Centres should be provided within the neighbourhoods that has limited convenience retail. The area between Chinatown and the Boulevard Shopping centre should be encouraged to redevelop as service commercial.

The land directly abutting Hamersley Street should be incorporated into the Town Centre zone to encourage more appropriate development. The area further to the west and the component of land within the future airport subdivision should be zoned to service commercial to provide for showrooms and bulky good sales include car sales, furniture and white goods. This area should not provide for offices or normal retail and should not provide competing uses to the Chinatown Precinct.

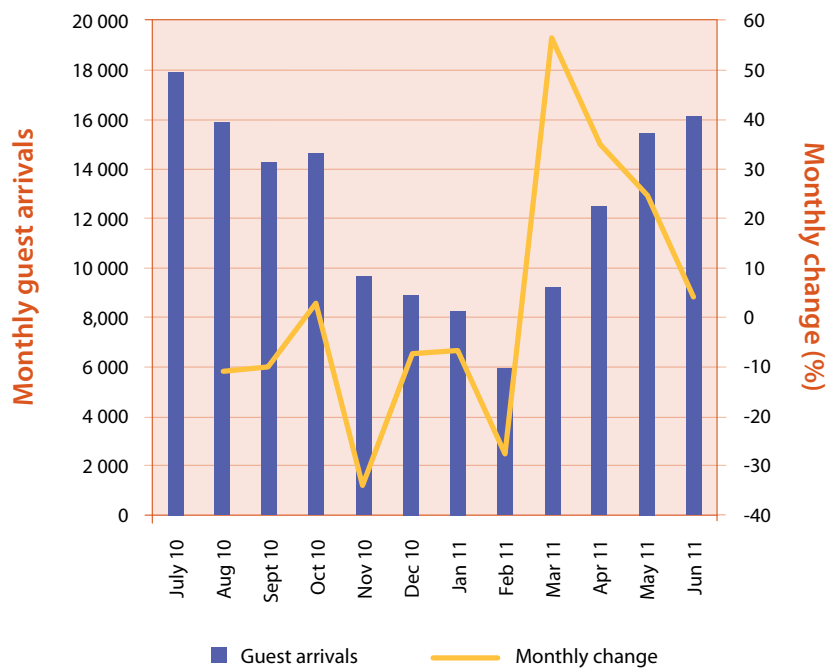
The land abutting Frederick Street and to the south and east of Robinson Street should be included into a mixed use zone to provide for redevelopment opportunities for office, tourism and higher density residential development associated with and in support of the Chinatown precinct. This area will provide for the additional demand for commercial office space.

The area south of Frederick street and east of Herbert Street could be allowed to develop over time into a mix of commercial, tourist and residential but not to include specialist retail land uses.

7.7 Tourism

The tourism market is highly seasonal, with significant fluctuations in visitor numbers throughout the year. The peak season is in the June and September quarters. As a result, there is considerable volatility in the accommodation sector, with the peak season delivering occupancy rates of over 95% and the low season of 20-40%. This type of seasonality can provide some difficulty in delivering a sustainable and profitable accommodation sector. Other small businesses in Broome that rely on the tourism sector are also impacted. Figure 31 illustrates the seasonal nature of the industry.

Figure 31: Visitor Seasonality



(source: ABS (2011b))

Occupancy rates, on an annual basis, are relatively low due to the seasonality of tourism. These rates are too low to encourage investment into pure tourism development at this point in time.

Broome's leisure tourism product is based on the natural environment and focuses on the pristine state of local beaches, reefs and the beauty of the Kimberley region. Therefore, it is important that future development proposals adequately consider and address the potential degradation of the environmental qualities that attract visitors.

This seasonality can also prove difficult for many small businesses in Broome that rely on the tourism sector.

7.7.1 Planning Rationale

The development of unique tourism experiences within the Shire should coincide with opportunities identified within relevant nodes and precincts as set out in the local planning strategy and Scheme. A large number of visitors drive to Broome to camp within the town and surrounds. Accordingly it is recommended that a Special Use zone be included in the Scheme to provide for the protection of existing caravan parks and that a Tourist Development zone be included to provide for more formal resort style accommodation.

Lengthening the tourist season and trying to encourage year round visitation (through business and government related visitors) can have a significant impact on many businesses. Ensuring that Broome is a destination for cruise ships year round could also help to address the seasonality of tourism.

Table 11: Estimated Existing Tourism Node Capacity

| Site | Total Accommodation Units | Approximate Guest Capacity |
|-------------------|---------------------------|----------------------------|
| Gumbarmun | 6 | 18 |
| Kooljaman | 70 | 210 |
| Cygnnet Bay | 29 | 87 |
| Eco Beach | 78 | 234 |
| Barn Hill | 128 | 384 |
| Port Smith | 112 | 336 |
| Eighty Mile Beach | 230 | 690 |

Outside of Broome, low impact tourism development could provide a range of eco-adventure and leisure tourism experiences. Table 10 summarises the current provision of accommodation in identified tourism nodes outside of Broome Townsite, and estimates current capacity for guests based on an estimated average occupancy of 3 people per accommodation unit. It is noted that at present, there is limited data available.

7.7.1.1 Tourism Precincts

Within Broome Townsite tourist accommodation is predominantly focussed on urban tourism within the Cable Beach, Chinatown and Town Beach Precincts. It is recommended that concepts be developed for each of these precincts through development strategies that consider opportunities to revitalise and link these precincts. These concepts should consider and incorporate the relevant history and cultural heritage associated with each of the areas.

7.7.1.2 Tourism Nodes

Within the Dampier Peninsula and to the south of Broome tourism is mainly associated with nature based activities. It is proposed that tourism nodes be identified and permitted to expand to provide low impact tourism facilities based on the capacity of each to accommodate the necessary infrastructure and services.

Tourism development within these areas should be encouraged to remain of a low impact nature and to provide bush, cultural and adventure experiences that is unique to this part of the world.

Tourism nodes are classified as either major or minor according to both their current levels of development and their estimated capacity to accommodate additional facilities. These classifications are modelled on those contained in the Dampier Peninsula Planning Strategy.

Estimated Current Accommodation Capacity in Tourism Nodes

A major tourism node would cater for up to 500 overnight guests in a range of accommodation types (eg: fully serviced, self-contained, backpacker, cabins, formal camp sites, caravan bays). Services and supplies would be available to guests and visitors (eg: restaurant/s, tours, equipment rental, beauty/spa, fuel, groceries).

A minor tourism node would cater for up to 200 overnight guests in a limited range of accommodation types (eg: boutique hotel, cabins, camp sites). Services and supplies may be available to overnight guests and visitors, depending on the site/node operator.

As shown in Table 10, some locations already offer quite significant levels of accommodation and have reached or exceeded the 'major' and 'minor' thresholds as tourism nodes. Others still have capacity to expand. In each case, the mix of accommodation and services offered may adjust over time to meet demand.

Major development nodes identified in the local planning strategy provide opportunities for more intensive tourist developments that may include some resort style accommodation. These nodes include:

- Eighty Mile
- Middle Lagoon
- Kooljaman
- Eco Beach
- Cygnet Bay
- Willie Creek
- Port Smith.

Minor development nodes identified in the local planning strategy provide opportunities for nature based tourist development and may include caravan and camping grounds. These nodes include:

- Barn Hill
- Pender Bay
- Djarindjin/Lombadina
- Gumbarman
- Barred Creek.

It is also acknowledged that there are some locations that already provide some tourist accommodation that are not identified as tourism nodes in this strategy. In these locations there will be very limited opportunities for further expansion.

7.8 Community Facilities, Recreation and Open Space

The seasonal fluctuations of population related to tourism, along with the impacts of transient workers and business travellers provide challenges for the provision of community infrastructure including recreation and open space. Visitors must also be catered for in provision of services and facilities.

There is generally a high level of open space across a variety of settings and tenures on Broome peninsula. However, there is some disparity in local or neighbourhood open space provision between areas subdivided before or since application of current open space standards.

Not only the pattern of open space distribution, but levels of services, the degree of connectivity and how this relates to the drainage network and the quality of walking and cycling routes vary from neighbourhood to neighbourhood.

The bushland areas contained within the 'Coastal Park' and 'Environmental Cultural Corridor Reserve' have been largely unmanaged and therefore human impacts and invasive weeds have had a detrimental effect. Protection, rehabilitation, and management of these reserves will be important with the predicted increase in population growth and an increasing number of tourists during the peak season.

7.8.1 Planning Rationale

The open space network of Sunset Estate (Cable Beach) provides a 'green corridor' model that could, with rigorous application of Crime Prevention through Environmental Design principles (CPTED), be adapted in other new subdivisions if the context is appropriate.

Broome's liveability, public health and community well-being are associated with creation of a range of accessible recreational open space and strong connectivity for walking and cycling to a variety of destinations within

the urban area, as well as to the beach and other natural assets. The Yawuru Coastal Park Management Plan should consider and incorporate these functions.

The open space standards delineated in Liveable Neighbourhoods (refer to 3.3.3) provide guidance for the provision of a hierarchy of open space areas to meet the needs of the population for active and passive recreation. Efforts are required to improve the distribution, function and accessibility of public open space in older parts of the town where there may be an undersupply or unsafe areas of parkland.

The Shire has worked with the Department of Water to develop stormwater management criteria which need to be met as part of the planning and design of new development areas. This includes the use of networks of landscaped swales and recreation areas rather than pocket parks which slow down stormwater over a larger area and actively trap sediment. These networks provide active and passive open spaces during the majority of the year, allowing their use for drainage only during infrequent heavy rainfall events.

7.9 Transport Interchanges

7.9.1 Airport

The current privately operated airport situated in the centre of Broome provides for the majority of aircraft movements within the Shire. The airport is critical infrastructure to keep Broome and the surrounding region connected with the rest of the world. Distance to other major centres coupled with impacts on road conditions during extreme weather events makes other forms of transportation difficult.

Smaller airstrips are provided at secondary centres and include a District airstrip at Djarindjin/Lombadina with local airstrips within pastoral lease areas and associated with major tourism nodes.

These airstrips are important to provide fast access of people, goods and emergency services to these remote areas, including for emergency services such as the Royal Flying Doctor. During the wet season, aircraft may be the only way of accessing some locations.

Increased frequency of aircraft, including light aircraft and helicopters, can be expected in line with increased activity in the resources sector, putting pressure on the capacity of the existing airport and exacerbating the negative impacts on the surrounding urban area of noise and other risks associated with aircraft movement.

The ability of the current Broome Airport to accommodate larger and more frequent aircraft and provide flights to South-East Asia is also limited. The capacity of airport facilities for passenger amenities, Customs, vehicle hire, car parking, baggage handling and support services must also be adequate to provide an acceptable level of service.

Development pressures on the townsite of Broome have seen an increase in conflict between the operation of the airport and future residential development. Increased activity in the mining and resources sectors further exacerbate conflicts as a result of increased helicopter and aircraft movements.

The current location of the airport also causes issues with traffic movement due to its location in the centre of town.

7.9.2 Port

Broome Port plays an important role in the movement of goods and equipment inwards and outwards for the community and business. It also performs an important tourism function by providing for the docking of cruise ships which could accommodate up to 2,000 passengers at a time.

The Port will have an ongoing role in the transport of supplies and equipment for the Browse Basin. It will also experience significant increased use during the construction of loading facilities at the Browse LNG Precinct.

The increased activity in offshore oil and gas industries places additional pressures on the port to provide support services to the broader region including the Pilbara.

In addition to the Port itself, there will be increased demand for land in close proximity to be used as lay down areas for the movement of goods.

7.9.3 Road Network

Broome Road (Highway) and Great Northern Highway are the principal freight, regional and tourist roads for the town and fall under the jurisdiction of Main Road WA. The road train/freight route has been realigned along Gubinge Road to an intersection with Port Drive just south of Lot 192 (tourist caravan park site) and extending down to the Port.

As activity at the Port increases and as the population of Broome grows, so too will the use of the freight routes. The impact of freight vehicle movement on the movement of general traffic and on the amenity of adjacent urban development may need careful management in future. It is anticipated that the construction phase of the Browse LNG Precinct will have a considerable impact on traffic flow in Broome due to worker movement, including on Manari Road.

A large section of Cape Leveque Road is unsealed. This creates a significant barrier to the effective service delivery for settlements in the Dampier Peninsula. Settlements within the Dampier Peninsula are also as a result of this and major rainfall events during wet season cut off from Broome for supplies and services such as health and wellbeing.

Access between some remote Aboriginal settlements is very poor. Improvements will be required to allow access from smaller settlements to the designated Secondary Centres, particularly Beagle Bay.

7.9.4 Rail

There is no current rail transport infrastructure within the Shire of Broome. Historically there was a tram to move people and goods between Streeters Jetty in Chinatown, and Town Beach Jetty. There are proposals to reinstate a tram service, which will provide an attraction for tourists and some public transport function.

A number of tram stops are proposed in the Chinatown Development Strategy.

7.9.5 Public Transport

Broome has a privately owned bus service which provides transport to residents and visitors on an hourly basis seven days weekly. Special services are also offered for popular tourist events such as horse racing, Staircase to the Moon and Opera under the Stars. No government funded public transport is available at present.

The current bus service does not provide adequate access to several of the existing and emerging residential suburbs, such as Cable Beach, Roebuck Estate and Broome North. This makes the bus service somewhat ineffective for Broome residents, although it provides a valuable service to tourists. The potential to expand the bus service, particularly through government funding, should be considered to enhance public transport provision within the townsite.

It is further noted that the proposed tram linking Town Beach through Chinatown to Cable Beach would also provide a public transportation option.

7.9.6 Planning Rationale

Airport

The relocation of the Broome Airport from its present location in the town site to an area outside town has been a long standing proposal in order to accommodate the immediate northward growth for the town.

The site identified for the new airport is proposed to be reserved in a location approximately 15km for the town centre, adjoining Broome Road and south east of the Broome Road/Cape Leveque Road intersection. This is a priority for the medium term to ensure the orderly development of the townsite.

Port

The Broome Port and the surrounding Crown land allocated for port and associated activities has been assessed by the Department of Transport and the Broome Port Board under the Broome Port Land Use Study which establishes land use proposals and development guidelines for this area. The Broome Port Land Use Study recognizes the Port as a vital infrastructure for the town and region for economic growth in mining, agriculture and tourism and recreation. The associated land abutting the Port is proposed to accommodate administration offices, cattle yards, maritime industry, bulk and fuel storage, aquaculture, tourism, recreation and conservation areas.

Road

Studies are required to assess and deal with the increased traffic impacts resulting from development of the LNG Precinct on Gubinge Road and Manari Road.

The report, Municipal Services for Remote Indigenous Communities – Within the Shire of Broome prepared for the Shire of Broome by Cardno (2011) recommended the development of two access roads from Beagle Bay, which are reflected in the Local Planning Strategy Maps in Part 1. The northern road, towards Middle Lagoon and Mercedes Cove would link 21 settlements with Beagle Bay, whilst the southern road between Budgardjook and Morard could link an additional 13 settlements. The construction of these roads should be considered in the bilateral agreement for service provisions to Aboriginal settlements.

Sealing of the section of Cape Leveque Road that is presently unsealed is considered a priority to provide better access to and within the Dampier Peninsula for settlements, tourists and industries.

The Broome Airport Local Structure Plan outlines the road networks in the northward urban extension of the town. It identifies the extension of Short Street in an east – west direction across the peninsula to link Chinatown and the Cable Beach tourist area, at or near Cable Beach Road.

In the review of this strategy consideration should be given to the provision of a potential tramway to link Town Beach through Chinatown to Cable Beach.

7.10 Natural Resource Management and Environmental Protection Areas

There are several areas within the Shire which are environmentally sensitive and can be adversely impacted by land use planning and development.

For example, indirect impacts on areas of native vegetation and habitat can result from increased numbers of residents and tourists. These 'edge effects' include uncontrolled access, rubbish dumping and litter, increased risk of fire and the spread of weeds and pests. There are three Weeds of National Significance which are found within the Shire. These are Mesquite, (*Prosopis* species), Parkinsonia (*Parkinsonia aculeate*) and Rubber Vine (*Cryptostegia Grandiflora*) and require active management and eradication where possible.

It is also anticipated that climate variability and population growth is likely to contribute to the increased spread of vector-borne, water-borne and food-borne diseases. Predicted changes in climate patterns in the future means that more frequent and severe droughts are likely to occur, as the anticipated small decrease in annual rainfall combined with higher evaporative demand would probably result in less river flow, although this has not been quantified. Changing climate patterns may also lead to changing flora and fauna spread and diversity, including increased spread of weeds and pests. These factors have the potential to significantly impact on biodiversity.

Groundwater aquifers are generally recharged directly from rainfall, particularly from larger events, which makes them potentially vulnerable to contamination from inappropriate land use and affected by changes in rainfall patterns. The groundwater supply for many remote settlements has the potential to be affected by inappropriate land use practices.

Other issues with the use of groundwater include potential impacts on groundwater dependent ecosystems and biodiversity as a result of groundwater drawdown; saltwater intrusion in coastal areas; changes in groundwater chemistry from contamination from mining, agriculture, industry and urban development; as well as the acidification of groundwater from the disturbance of acid sulfate soils.

The seasonal, high volume rainfall runoff in Broome flows either towards the dune system along Cable Beach to the west or towards the Dampier Creek mangroves to the east. Key stormwater management issues associated with development in Broome include the management of erosion, silt, sediment, water quality and weeds, particularly into sensitive coastal environments. It is recognised that the Pindan soils have a high capacity for erosion and this, coupled with the high volumes of stormwater which flow in the wet season, requires active and effective management to adequately control erosion and sediment transport. These require different approaches to those currently being implemented across the Swan Coastal Plain, largely due to the nature and volumes of rainfall and different soil conditions.

The impact of stormwater and drainage runoff into Roebuck Bay or Dampier Creek has not been monitored. Some sampling has recently commenced and this will aim to be used to provide baselines for future monitoring so that the quality and values of these sensitive environments can be maintained.

Within the Broome Townsite examples where drainage has been incorporated into recreation networks include Cable Beach/Six Seasons, Sunset Park and more recently at Broome North. This provides not only for clear drainage



photo courtesy – J Allen

networks but also allows pedestrian movement through the area. Ardyaloon is a good example of where drainage has been incorporated into the Layout Plan.

7.10.1 Planning Rationale

There are a number of threats to biodiversity from land use planning and development in the Shire. This includes direct loss of vegetation including priority species and communities of plants and animals as a result of clearing for development. Land use planning should aim to protect, through reservation, zoning or other mechanism as appropriate, both locally and

regionally significant vegetation. Opportunities for co-location of ecological and cultural corridors should be sought and incorporated into plans and strategies where possible.

Any area which is proposed to be cleared for development will require a spring survey for priority flora, fauna and communities, consistent with Environmental Protection Authority guidelines.

Development within the Broome Townsite may pose a threat to the water quality of the sensitive coastal and mangrove habitats along Cable Beach and the RAMSAR listed Roebuck Bay as a result of increased erosion and silt, as well as nutrients, contaminants and weeds which may be transported in stormwater flows. The Shire of Broome requires development to incorporate best practice water sensitive urban design measures; however care must be taken to ensure that the proposed design is appropriate to the climate and soil conditions of the area.

Inappropriate land uses located in proximity to borefields or recharge areas have the potential to contaminate groundwater supplies. This includes landfill sites, unsewered industrial areas and wastewater treatment plants, amongst other uses. SPP 2.7: Public Drinking Water Source Policy recommends the inclusion of a special control area over gazetted public drinking water source areas to ensure that planning decision-making is consistent with the Department of Water's land use compatibility table.

Although the Broome Water Reserve is outside the town area, its recharge conditions mean that it is still susceptible to contamination from inappropriate land use. Land use planning should be consistent with the requirements of the Broome Water Reserve Water Source Protection Plan, which includes developing a better understanding of the recharge rates and allocation limits of the aquifer. The Department of Water is undertaking a review of the Broome Water Reserve Water Source Protection Plan and the Broome groundwater management plan. Any changes to these plans should be incorporated into land use planning instruments as appropriate.

Consideration should also be given to the staging and sequencing of development to optimise the use of the land to allow for basic raw material extraction where possible. Any approval should ensure appropriate rehabilitation of the site subsequent to extraction.

7.11 Natural Hazards

There are a number of natural hazards which may influence the future planning and development of the Shire of Broome. These include coastal vulnerability, flooding, bushfire risk, and cyclones.

7.11.1 Coastal Vulnerability

The Shire experiences quite substantial tidal movements. Accordingly, large areas of land between the high and low water mark along the coastline are used for a range of recreational activities.

These areas are also often associated with important aspects of Aboriginal culture and are valued by the region's Traditional Owners.

Exposed parts of the Shire's coastline are vulnerable to storm surge; however, the coastline orientation makes the town centre of Broome less susceptible to storm surge than other parts of the northwest coast. Although the system of tidal creeks along the coast are generally well equipped to absorb the effect of storm surges, modifications made to accommodate growing towns, roads, railways and ports are not always able to cope with the strain of rising tides and often result in low-lying areas being affected.

Increases in extreme weather events are also likely to lead to more cyclone-damage, flash flooding, strains on sewerage and drainage systems, greater insurance losses, possible black-outs, and challenges for emergency services. Other potential impacts are likely to include declining groundwater recharge and increased erosion.

Erosion and accretion of beaches are naturally occurring processes; however these processes may be influenced through human activity. Although this impact is generally limited in Broome, one example includes the erosion at Town Beach which may have been caused by the jetty and groin structure directly abutting it to the south.

7.11.2 Cyclones

Since 1910 there have been 22 cyclones that have caused gale force winds at Broome. On average this equates to about one every four years although the frequency has been less in recent times, there being only two cyclones from 1990 to 2004.

7.11.3 Flooding

Flooding may occur from heavy rainfall in townsites as a result of inadequate drainage systems; from extended floodways of swollen creeks and rivers; or in coastal areas from tidal inundation or storm surges.

Areas identified within the Broome Townsite that may be subject to flooding include Chinatown and areas within the cultural and environmental areas to the south of the peninsula where the land is low lying and below 10m AHD.

7.11.4 Bush Fire

Bush fire can be devastating for human settlements, agriculture and native flora and fauna. It can occur as a result of careless land management or through natural causes such as lightning strike. The hot, dry conditions within the Shire during the dry season in particular make the risk of bush fire a real possibility, and there have been serious bush fires within the Kimberley in recent years.

7.11.5 Planning Rationale

Although erosion and accretion of the coastline are naturally occurring processes, coastal erosion can result in significant impacts on property and infrastructure. Land-use planning should encourage a strategic retreat from

development and infrastructures in low-lying coastal floodplains and high hazard areas, such as Riddell Beach, and any new structures should be located behind an appropriate setback.

Planning for expansion and future development of ports and/ or resource industries, the Broome Townsite and remote coastal settlements will require appropriate (currency and scale) information with regards to likely coastal vulnerability scenarios to support decision making including the identification of areas which may be vulnerable to sea level rise, coastal instability including erosion, extreme tides, tropical cyclones and storm surge. Land use planning decision-making should also be consistent with SPP 2.6 (see 3.2.5) and the related WAPC position statement on sea level rise.

Bushfires are a significant land management issue which should be recognised appropriately by the land use planning system, primarily in terms of location of firebreaks, emergency management including access routes, and population-intensive land uses in proximity to bushfire prone areas.

Land use planning should ensure that appropriate buffers are identified to minimise and manage any impacts on sensitive land uses and significant environmental assets, consistent with draft SPP 4.1 – State Industrial Buffer Policy (see 3.2.14). Consideration should be given to the identification of corridors which link and protect significant environmental and cultural values.

7.12 Utilities

A water reserve for groundwater supply including a 200 hectare infrastructure site is proposed to accommodate future requirements for power, effluent ponds and waste disposal. A water reserve over the ground water supply for the town is also accommodated.

The Broome Land Development Programme identifies that Western Power is reviewing the power supply and current power station in McDaniel Road. An alternative site and/or power options is being considered. An alternative power station/distribution site, if necessary, can be accommodated in the future industrial area/infrastructure/airport relocation site.

The protection of the ground water supply reserve is essential to protect the only water supply for the town. The Department of Water monitors ground water supply and quality.

7.12.1 Solid Waste

The current Solid Waste facility within the Shire is located on Buckleys Road. The facility is an ageing site which was designed prior to when best practice guidelines were established and is nearing its capacity. Based on current input volumes the remaining lifespan of the facility is anticipated to be 4 years.

Secondary settlements and rural living areas dispose of solid waste in unclassified trench and fill landfill facilities. In some cases due to lack of planning, the waste disposal facilities are located above drinking water sources, meaning that there is a risk of contaminating community water supply.

A small facility of input volumes of under 5,000 tonnes per annum is currently being determined for the Bidyadanga secondary centre.

7.12.2 Waste Water

Two Water Corporation wastewater facilities exist within the Shire. The older facility is located south of Clementson Street next to the Golf Course. The second facility located on Crab Creek Road was commissioned in 2010/2011 to cater for urban expansion, particularly housing in Broome North.

7.12.3 Gas

There is currently no reticulated gas supply within the Shire. All gas is transported in and stored in tanks and bottles.

7.12.4 Electricity

The current power station within the Shire is located west of Port Drive. Given that there is no reticulated gas supply available, bottled gas stored near the existing landfill facility is trucked to the station.

7.12.5 Water

Water supply to the Broome townsite and surrounds is obtained from the Broome Aquifer, north of Broome Road within the Public Purpose Reserve and the Public Drinking Water Catchment Area.

Water Efficiency and Reuse

The Water Corporation has adopted a target to reduce water use by 15% in regional areas by 2030. Regional water use per person is shown below.

Water Use – Summary – Data from 2012/2013

For visual comparison of volumes; Bath below refers to Standard Household Bath which holds 270L and Pools below refers to BRAC Pool which holds approx. 375 KL of water, approx. 1400 baths.

Water usage is affected by seasonal fluctuations of the total population the demand for water amongst the tourist population and tourism associated businesses. The amount of rain received during the wet season also impacts usage as it leads to a reduction in irrigation to residential gardens and resort gardens.

In Broome, several programmes have been undertaken in recent years which have resulted in a drop in local consumption. Total reduction in Broome consumption (all land uses) from 2010-2013 is 16% (0.74GL less used in 2012-

Total Water Demand for Broome Per Annum – Source from Broome Bore Field

| | | | |
|------------------------------------|------------|---|---------------|
| Demand | 5.2GL/pa | Av. day peak week 19,000kL/d equivalent to 50 pools | |
| Total Residential | 2 GL/pa | | |
| Commercial | 1 GL/pa | | |
| Industrial/Other | 0.83 GL/pa | | |
| Total Residential | 455kL/pa | 1.2kL/d | 4.4 baths |
| 40-50% In-house | | 0.48-0.66 kL/d | 1.7-2.4 baths |
| 45-60% Garden Residential | | 0.54-0.72kL/d | 2-2.6 baths |
| Commercial (1100 connections) | 2850kL/pa | 7kL/d | 19 baths |
| Industrial/Other (890 connections) | 984kL/pa | 2.7kL/d | 10 baths |

Wastewater Inflow to Broome South WWTP (Clemenston St) and Reuse of Treated Wastewater

| | | |
|--|-----------|-----------|
| Current Average Inflow and Capacity (range 1,700kL/d – 3,000kL/d) | 2,562kL/d | 7 pools |
| Total Average Reuse (range 1,215kL/d – 2,355kL/d) | 1,989kL/d | 5 pools |
| Locations using reuse: | | |
| The Broome Golf Club (range 1,000kL/d – 1,500kL/d) | 1,322kL/d | 3.5 pools |
| Reuse Scheme includes areas below: (range 215kL/d – 855kL/d) BRAC oval/playing fields Haynes Oval St Mary's College oval/playing fields | 667kL/d | 1.7 pools |

Note: Irrigation systems also require a fresh water flush after every irrigation schedule with reuse.

Wastewater Inflow to Broome North WWTP and Reuse of Treated Wastewater

| | | |
|--|-----------|-----------|
| Current Average Inflow (range 860kL/d – 1,720kL/d) | 1,167kL/d | 3.1 pools |
| Current Reuse, 7 ha – 8ha Rhodes grass | 583kL/d | 1.5 pools |
| Planned Reuse, 32.5ha Rhodes grass (682ML/a) | 1,800kL/d | 4.9 pools |

Note: Rhodes grass is grown for livestock fodder. Bore water irrigation is required for the seeding of the Rhodes grass during initial growth stages prior to irrigation with reuse of treated wastewater.

13 than 2009/10). Total reduction in average residential consumption from 2010-2013 of 15.6% (down from an average of 540.02kL/connection to 455.78kL/connection).

Water Efficiency Projects completed and under way

- 2010 to 12 Free H2ome Smart residential & non residential retrofits (toilets, showerheads and tap aerators).
- 2012 'Reset your Retic' – free irrigation specialists visit residential property to reset or replace the controllers.
- 2012/13 and ongoing – Outpost data logger installation on 50 highest consuming Broome connections.
- 2013 – Leak Search 4 Broome sites which had significant baseflows of between 20L-60L/min and including Roebuck Bay Caravan Park.
- Promoting Waterwise Councils, Waterwise gardens, verges including Anne St renewal project.

7.12.6 Planning Rationale

New development and associated population growth within the Shire of Broome will put significant pressure on existing utilities.

Provision of additional or increased capacity infrastructure, if required, must be coordinated to ensure that the economic and social development of Broome can proceed smoothly and without delay.

As a matter of urgency a new solid waste disposal site must be found and developed using best practice guidelines and promoting 'zero waste' initiatives as per the Shire of Broome, Derby/West Kimberley and Halls Creek Regional Waste Management Plan. Potential locations including a site off Broome Road and another along Crab Creek Road and Cape Leveque Road have been identified, however specific site assessments need to be undertaken.

The Commonwealth and the State governments are currently engaged in a process around a bilateral agreement regarding service provision to Aboriginal settlements. It is recommended that basic services infrastructure within these smaller remote settlements incorporate alternative solutions such as onsite waste water treatment and localised water provision.

The location of small landfill sites within Secondary Centres and Rural Living areas need to be reviewed and controlled as to not impact on water source areas within the settlements. Layout Plans for these settlements needs to consider this.

As there is no reticulated gas supply within the Shire, a location for bottled gas storage must be maintained and planned for in the future.

7.13 Cultural Heritage

Aboriginal cultural heritage as well as the post-settlement cultural heritage of both the Aboriginal and non-Aboriginal settlements are an intrinsic part of the Shire's character – physical, social and spiritual. Japanese, Malay, Filipino, Chinese, Timorese and Koepanger and European influences are all present within the community.

The areas of coastal, estuary and wetlands have long supported Indigenous people and their survival has depended on them. These areas continue to be visited and utilised today. Identified uses included:

- hunting, fishing, gathering and foraging for sustenance;
- residential (living on the Country) and camping;
- collecting wood and materials for implements,
- building, and arts and crafts;
- maintaining ceremonial obligations;
- collecting for medicines;
- passing on ceremonial and ecological knowledge; and
- recreational pursuits.

There are numerous sites of heritage and cultural value on the Dampier Peninsula and elsewhere in the Shire. Many of the heritage sites registered on the Register of Aboriginal Heritage Sites reflect significant places along asserted song-cycle systems and places where people commonly recreate and fish.

There are a number of places on the Dampier Peninsula that have outstanding heritage value to the nation including the Lombadina mission, Coulomb Point area, Lacepede Islands and Swan Island. The Beagle Bay Church and Cape Leveque Lighthouse are on the Western Australian Register of Heritage places.

With the West Kimberley region being identified as an area of National Significance; the Dampier Peninsula has been recognised in the National Heritage listing of The West Kimberley (31 August 2011). The areas of the Dampier Peninsula recognised include the coastline; the northern areas of the Peninsula from North Head to Disaster Bay and Lacepede Islands. Inland, the Beagle Bay Church has special mention.

7.13.1 Planning Rationale

Traditional and other land uses typically co-exist throughout undeveloped areas of the Shire. It is stated that there is a need to allow, provide for and manage ongoing traditional usage of the land such as continued access to and enjoyment of traditional fishing and camping spots, collection of wood for craft, plants for medicines, bush foods (both plants and animals) and ochre (Landvision and Griffiths, 2008).

A number of business ventures already offer opportunities for visitors to gain insight into the mythology of song-cycles and Aboriginal people's traditional usage of plants and animals. An expansion of these opportunities accords with the differentiated tourism product being offered.

A combination of planning and development controls and improved land management practices are required to facilitate protection of recognised areas of high heritage and cultural

value to complement relevant protective legislation and to ensure future development is compatible with ongoing cultural use of the land.

Some Native Title groups have prepared Cultural Management Plans to guide the conservation and future use of areas containing Aboriginal sites. However it must be recognised that these documents do not form part of the formal planning framework for the Shire and hence have no status in this regard. Nevertheless, the Cultural Management Plans can be a useful reference for the purpose of identifying issues relevant to detailed planning and development proposals in the context of Aboriginal heritage. On this basis, the Shire should have regard to the content of any relevant Cultural Management Plan when undertaking detailed planning.

7.14 Conclusion

This section has outlined the key planning issues for the Shire of Broome that arise from the local profile (section 6) and the planning context (sections 3, 4 and 5).

The rationale related to each of the preceding issues forms the primary basis for the content of Part 1 of the Local Planning Strategy. This may include recommendations for scheme provisions and land classifications, for further work to be undertaken, or for other strategies or actions to be implemented to address the issues.

Glossary

The following terms and abbreviations are used in this document.

| | |
|---------------------|---|
| ANEF | Australian Noise Exposure Forecast |
| BRAC | Broome Recreation and Aquatic Centre |
| Browse Basin | Refers to the off-shore oil and gas resource area |
| Browse LNG Precinct | Refers to the precinct designated for on-shore facilities relating to processing of LNG from the Browse Basin |
| DEC | Department of Environment and Conservation |
| DIA | Development Investigation Area |
| DOW | Department of Water |
| DPPS | Dampier Peninsula Planning Strategy |
| FDA | Future Development Area |
| IDO4 | Interim Development Order No. 4 |
| LNG | Liquefied Natural Gas |
| LPS | Local Planning Strategy |
| LPS6 | Shire of Broome Local Planning Scheme No. 6 |
| PDWSA | Public Drinking Water Source Area |
| R-Codes | SPP 3.1 Residential Design Codes |
| SPP | State Planning Policy |
| The Strategy | Means this local planning strategy |
| TPS4 | Shire of Broome Town Planning Scheme No. 4 |
| WAPC | Western Australian Planning Commission |
| WRC | Water and Rivers Commission |