

**BROOME NORTH**

# **PLANNING REPORT**

**OCTOBER 2009**



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# 1. SITE CONTEXT

## 1.1 LAND DESCRIPTION

Broome North ('the site') comprises the land bound by Broome Road (east), Gubinge Road (south) and Lullfitz Drive (west), totalling approximately 694ha.

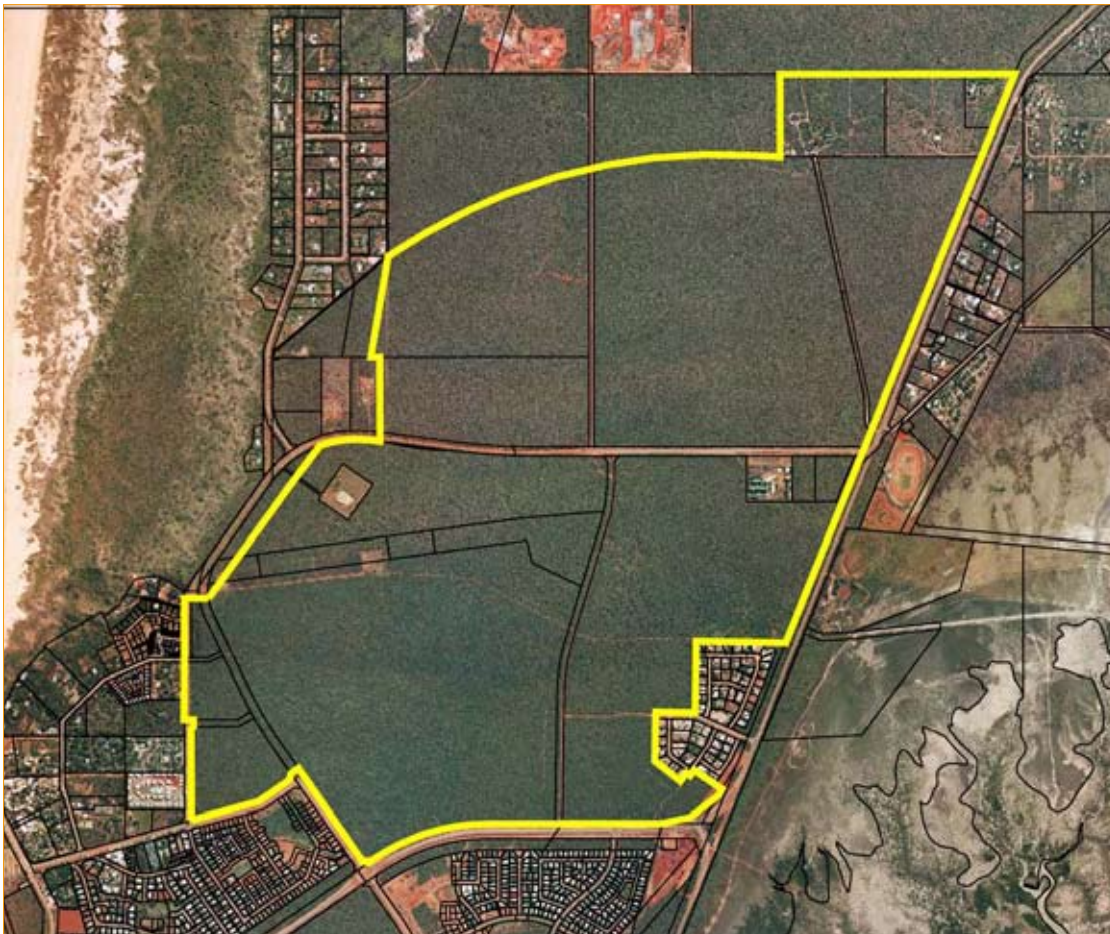
Details of the relevant certificates of title are provided at Appendix One.

## 1.2 SITE ANALYSIS

The site is predominantly flat, with the exception of a small ridgeline running northeast to southwest, and largely vegetated. Key attributes include

- 'Blue Haze' light industrial area in the southeast corner adjacent to Broome Road;
- The town's existing water supply located on a dedicated site on the western section;
- A disused poultry farm located in the eastern portion of the site on the southern side of Fairway Drive;
- The town's refuse site adjacent to the site's northern border;
- Rural-residential properties located adjacent to the northwest and 3 rural properties are located in the northeast corner of the site;
- Residential properties and tourist sites located adjacent to the southwest and south and a culturally important indigenous area ('Hidden Valley') located to the west;
- The Energy Development Limited low pressure gas pipe contained in a 10 metre easement in the Magabala Road reserve and along Buckley Road; and
- Horizon Power has an 11 kV copper cable within Fairway Drive.

Site Plan



## 2. STATE PLANNING FRAMEWORK

### 2.1 STATE PLANNING STRATEGY (WAPC, 1997)

The State Planning Strategy sets out the underlying principles guiding planning policy in Western Australia to 2029. The report sets out vision statements and strategies applicable to both the entire state as well as the different regions of Western Australia.

The key principles outlined in the Strategy comprise:

- Environment: protect and enhance the natural and cultural assets of state and deliver a high quality of life based on environmentally sustainable principles;
- Community: respond to social changes and create vibrant accessible safe and self sufficient communities;
- Economy: assist in wealth creation, support development of new industries, encourage economic activity in accordance with sustainability principles;
- Infrastructure: facilitate strategic development in land use, transport and public utilities;
- Regional development: recognising the specific assets and needs of regions to assist in their development.

The Vision Statement for the state emphasises triple bottom line values equally attributed to natural environment, social fabric and economic sustainability:

*“The State Planning Strategy will significantly contribute to the quality of life of all Western Australians in the years to 2029, by using the land use planning system to facilitate and contribute to regional wealth; the preservation and enhancement of the environment; and the building of dynamic and safe communities which nurture human activity.”*

State-wide strategies comprise:

- Incorporate opportunities for community consultation in the planning process;
- Increasingly use energy sources which have minimal impact on the environment;
- Prevent environmental impacts, water quality protection and further loss in biodiversity;
- Protect landscape, open space and public access;
- Provide for population growth and respond to population's changing needs;
- Create regional wealth and encourage sustainable economic activity.

The vision statement for the Kimberley Region states:

*“In the next three decades, the Kimberley Region will become a major resource development area for minerals extraction and downstream processing and agriculture. The region will also have a significant tourism industry associated with its strong indigenous cultural heritage and the wilderness experience unique to the northwest of Australia. The centres within the region will expand and offer a wide range of services to the growing population.”*

Strategies for the Kimberley, and Broome in particular, relevant for consideration of the Broome North project include:

- Expansion of regional centres offering a wide range of services;
- Protection and management of cultural heritage and wilderness areas;
- Development of strong regional, national and international transport links;
- Protect landscape and cultural heritage values;
- Plan to address the provision of social facilities;
- Promote opportunities for economic development; and
- Improve service delivery of regional infrastructure to a highly dispersed population.

## 2.2 STATE SUSTAINABILITY STRATEGY (STATE GOVERNMENT, 2003)

The State Sustainability Strategy was produced by the Department of Premier and Cabinet's Sustainability Policy Unit and is intended to provide an overarching framework for the State to promote and implement sustainability measures by government agencies and programs and the private sector.

The Strategy outlines eleven principles of sustainability:

- long term economic health;
- equity and human rights;
- biodiversity and ecology integrity;
- reducing the ecological footprint of settlement while improving quality of life;
- strengthening sense of place and heritage in communities and regions through buildings, townscapes, landscapes and culture;
- ensure development achieves net social, economic and environmental benefits
- ensuring equitable distribution of public resources by planning for the common good;
- integration of the triple bottom line in all processes;
- ensuring activities are accountable, transparent and engage all stakeholders;
- use the precautionary approach to avoid the poorly understood risks of serious damage to environmental, social and economic capital;
- hope, vision, symbolic and iterative change.

The Strategy sets six key goals for sustainability in WA:

- responsive, responsible, supportive and inclusive governance;
- state contribution to global sustainability issues;
- conservation and renewable use of natural resources;
- formation of innovative, efficient, liveable and equitable settlements;
- supportive and receptive community networks;
- businesses being globally innovative and competitive.

The holistic nature of the Strategy influences all aspects of Broome North from the design through to development and affects all of the stakeholders and government agencies involved. The Development Plan for Broome North adopts this holistic approach by focusing on what makes a community liveable. Liveability has been analysed and understood in this context by reference to the following key indicators:

- Culture and Landscape;
- Natural Environment;
- Transport, Access and Servicing;
- Housing;
- Urban Design and Place; and
- Community, Economy and Wellbeing.

These indicators formed the basis for discussion and investigation at the Broome North Planning Design Forum held between 19-22 August 2009. As the foundation for design of the District Development Plan, this approach ensures that the project addresses all aspects of the Strategy and delivers long term sustainable outcomes for the Broome community.

### 2.3 LIVEABLE NEIGHBOURHOODS (WAPC, 2007)

Liveable Neighbourhoods (LN) was prepared by the WAPC to implement the objectives of the State Planning Strategy and to promote sustainable urban development in accordance with the State Sustainability Strategy. As an operational policy LN guides the design and assessment of structure plans and the subdivision and development of new urban areas. Its aims include:

- Promoting the design of walkable neighbourhoods;
- Creating places that foster community and a sense of place;
- Developing mixed use areas and active streets;
- Constructing accessible and sustainable parkland areas;
- Facilitating energy efficient design; and
- Creating a variety of lot sizes and housing types.

The key initiatives of LN are coordinated by eight principal design elements: Community Design; Movement Network; Lot Layout; Public Parkland; Urban Water Management; Utilities; Activity Centres and Employment; and Schools.

The objectives and requirements of these design elements have informed the projects' design, with various aspects calibrated to the particular character and climate of Broome. These include density targets, street sections, lot layouts to allow for breezeways and other detailed matters that will continue to be refined through the planning and design process. Key elements of thoroughfare, landscape and built form are captured through the use of specific typologies to be implemented by reference to the Part One - Statutory section of the Broome North District Development Plan Report.

### 2.4 DRAFT STATE PLANNING POLICY 4.1 STATE INDUSTRIAL BUFFER (AMENDED) (WAPC, 2009)

The draft Industrial Buffer Policy aims to avoid conflict between industrial activity and 'sensitive' uses including housing. This is to ensure industrial activity can occur without hinder and to protect the health and amenity of the community from unreasonable or adverse impacts such as noise or odour.

The principal mechanism used is to require a buffer to provide suitable separation distance between the industrial activity and sensitive uses. In the case of new industrial areas, the need for buffers is considered during the initial structure planning stage, with the objective of containing the buffer area within the industrial area. Buffer distances are guided by a policy of the Environmental Protection Authority.

The requirements of the Policy have been satisfied in the District Development Plan for Broome North. The extension of the existing Blue Haze Light Industrial Area has been provided with a 60 metre buffer to adjoining residential development to the west. This comprises two 15 metre road reserves and a 30 metre median consisting of natural bushland, local open space and drainage. Future residential development to the north is buffered by a 150 metre wide ecological cultural corridor.



## **2.5 DRAFT STATE PLANNING POLICY 3.6 DEVELOPMENT CONTRIBUTIONS FOR INFRASTRUCTURE (WAPC, 2008)**

This Policy sets out the principles and considerations that apply to development contributions for the provision of infrastructure in new urban areas. The objectives of the Policy are to ensure that public infrastructure and facilities are provided efficiently and effectively to meet demand rising from population growth, to ensure the contributions are necessary and relevant to demand and that costs are charge in an equitable manner.

The Policy provides guidance on the types of infrastructure and the context of its provision (for example new items as well as upgrading of existing infrastructure) for which contributions can be sought. Contributions may be sought for items above the minimum guidelines, although this has to be justified through an infrastructure study or a negotiated agreement between the developer and the Local Government.

In the case of Broome North, this will likely be resolved by a District Development Contribution Plan to be prepared in accordance with the Policy. The Plan would set out the demand for infrastructure and facilities generated by the future population of Broome North, best estimates of the price of items and the priority and timing for the provision of infrastructure.

## **2.6 STATE PLANNING POLICY NO.5.5 ROAD AND RAIL TRANSPORT NOISE AND FREIGHT CONSIDERATIONS IN LAND USE PLANNING (WAPC, 2009)**

This Policy aims to provide a balance between the need for an efficient transport network and maintenance of residential amenity and community health. The Policy determines when a noise impact assessment is required, acceptable noise criteria and a range of mitigation measures.

In the case of Broome North, noise modelling was previously conducted for Broome and Gubinge Roads prior to construction, and more recent monitoring of actual road noise has been carried out. Preliminary findings indicate that the extent of landscaped buffer areas to residential development adjoining these roads is adequate without the need for further intervention. Detailed noise modelling will be conducted to confirm these findings in accordance with the requirements of the Policy.

## **2.7 BROOME REGIONAL HOTSPOTS LAND SUPPLY UPDATE (WAPC/LANDCORP, NOVEMBER 2008)**

The Regional Hotspots publication provides a snapshot of anticipated population growth, development constraints and future supply of land for housing in Broome. It has been prepared to inform long-term planning for growth, incorporating the detailed analysis of needs and growth scenarios prepared by the Broome Planning Steering Committee. The document cautions that the population figures used in the report represent the best available data and best assessment of the fluctuating impacts of economic development at the time.

There was an estimated 16,600 people residing in Broome (2008) and population is projected to reach 28,000 in 2028. There is currently 183 hectares of undeveloped zoned land available for housing.

The key conclusions are:

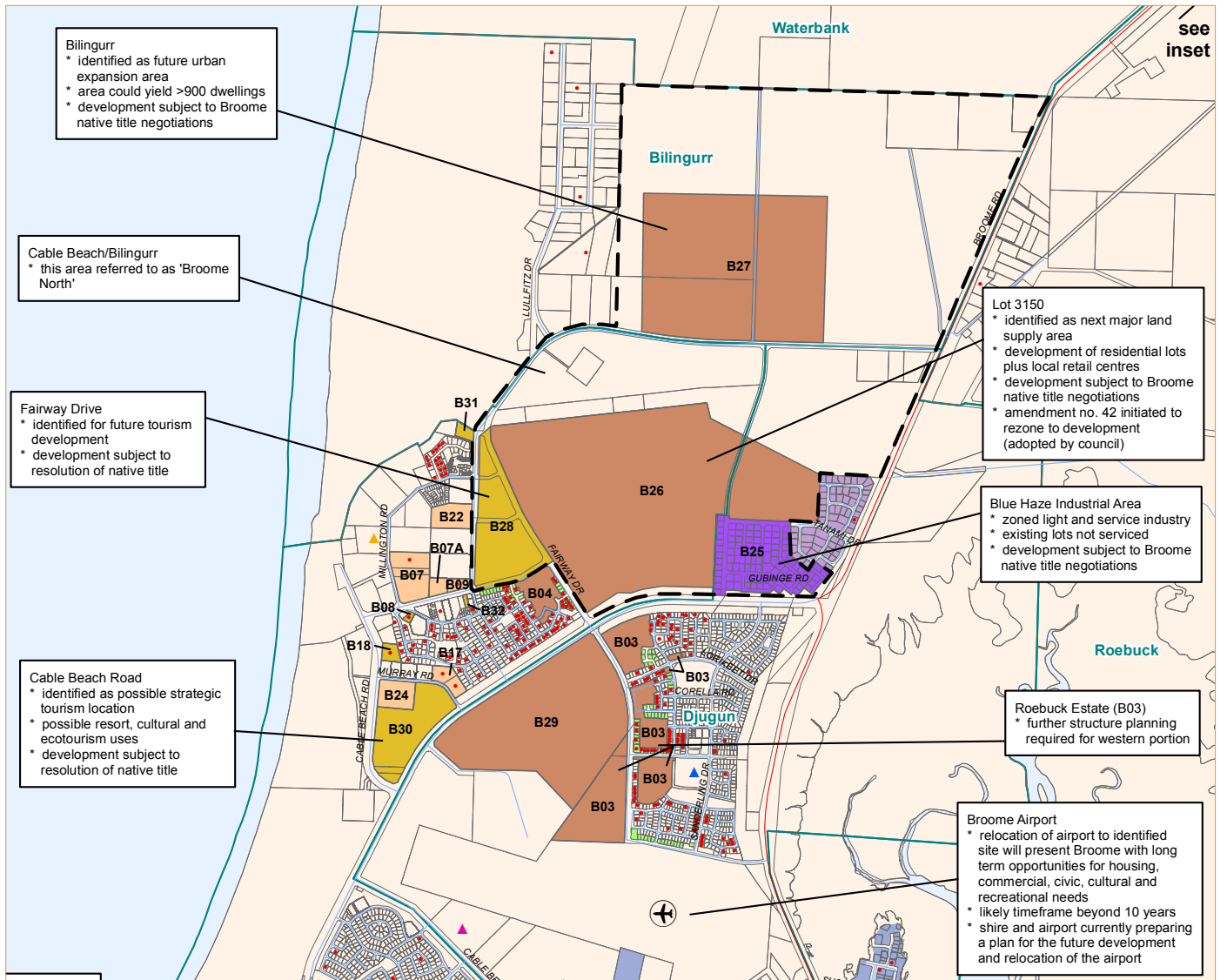
- Demand may be met in the medium term to 2012 but supply will be further constrained by any additional demand generated from the Browse Basin project;
- Beyond existing development sites, land supply options are extremely limited and will not cater for longer term demand;
- Redevelopment of established areas will produce a small number of new houses; and
- There is strong demand for industrial land with few lots currently available. Additional land in the Blue Haze industrial area or close to the new airport site on Broome Road will require resolution of native title issues.

In general the challenges for land release and housing supply are:

- Native title issues;
- Capacity constraints in building and construction industries;
- Water and sewer service capacity constraints; and
- Managing potential conflicts between regional and local traffic.

The Broome North area is identified within the Update as an area for future development. The District Development Plan now provides additional detail about the extent of supply, identifying additional land for the development of approximately 4,800+ new dwellings over the life of the project. This will be the key means of providing stability and affordability to Broome's land supply to meet population forecasts.

Regional HotSpots Land Supply Update - Identified Project Areas (2008)



# 3. LOCAL PLANNING FRAMEWORK

## 3.1 SHIRE OF BROOME TOWN PLANNING SCHEME NO.4

The southern portion of the site is zoned “Development” in the Shire of Broome Town Planning Scheme No.4 (the Scheme). The northern portion of the site is currently zoned “Rural Living” with portions reserved for “Environmental Cultural Corridor” and “Public Purposes – Water Supply”. Several small sections along the western boundary of the site are identified as being “Flood Prone Land”. A ‘Former Abattoir’ site comprising freehold land is identified on the Scheme Map as being “Possible Contamination Sites”. The Scheme Map identifies two buffer areas, being a 500 metre buffer extending south from the ‘Operational Refuse Site’ located on the northern boundary; and a buffer around the former ‘Poultry Site’ south of Fairway Drive. The Shire has initiated a scheme amendment over the northern portion of the site to rezone it to “Development”.

Adjoining land to the west is zoned (from north to south) - “Rural Living”, “Tourist” and “Residential” (Sunset Residential Estate), with a site adjacent to the intersection of Fairway and Sanctuary Drives zoned “Local Centre”. The foreshore dunes are reserved as “Coastal Park”. Portions of the Sunset Residential Estate adjacent to the south-western corner of the site are reserved for “Parks and Recreation” and “Public Purposes – Drain”.

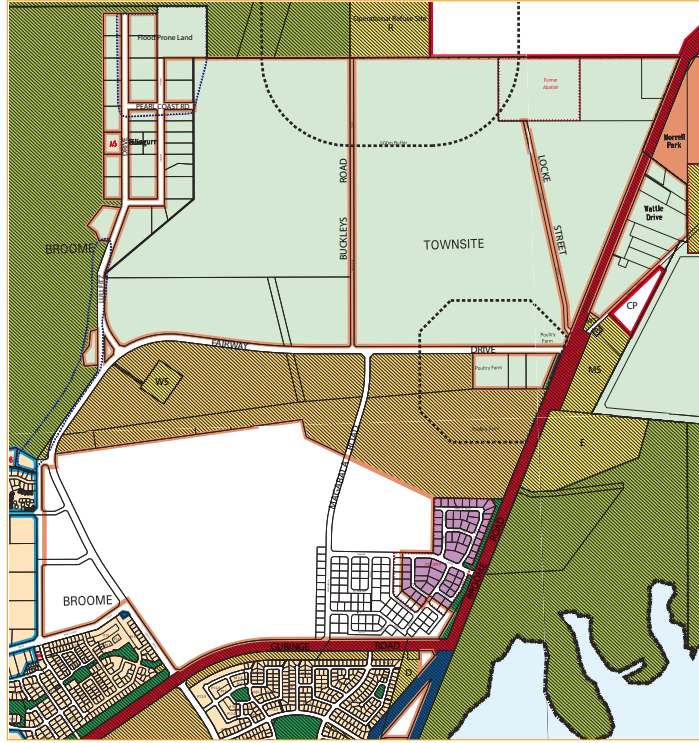
Adjoining land to the north is zoned “Rural Living” and “Special Use – Aboriginal Use and Office”, and reserved as “Coastal Park” and “Public Purposes – Operational Refuse Site”.

Adjoining land to the west, separated from the site by Broome Road, is zoned (from north to south) – “General Rural”, “Settlement” and “Rural Living”; and is reserved as “Public Purposes – Water Supply”, “Public Purposes – Motor Sport” and “Coastal Park”.

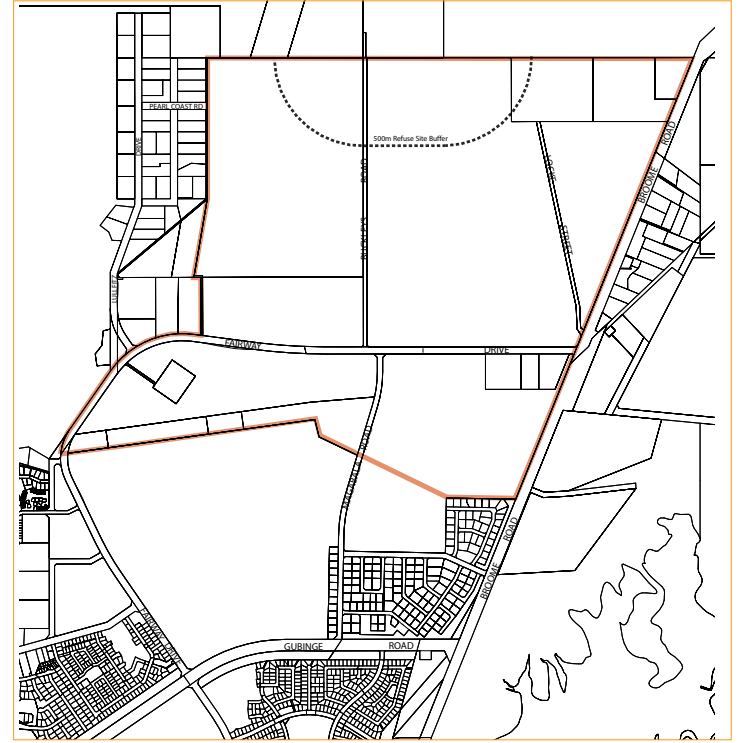
Adjoining land to the south is zoned “Residential” (Roebuck Residential Estate), separated from the site by Gubinge Road and a reserve for “Environmental Cultural Corridor”. ‘Lake Broome’ to the south-east is reserved for “Public Purposes – Drain”.

Broome and Gubinge Roads, running the length of the western and southern boundaries respectively are reserved for “Highways and Major Roads”.

Town Planning Scheme No. 4 Shire of Broome  
Existing Zoning



Proposed Zoning (Amendment 57)



LOCAL SCHEME RESERVES

- COASTAL PARK
- ENVIRONMENTAL CULTURAL CORRIDOR
- HIGHWAYS & MAJOR ROADS
- IMPORTANT ROAD
- LOCAL ROADS
- PARKS & RECREATION
- PUBLIC PURPOSES DENOTED AS FOLLOWS:
  - WS WATER SUPPLY
  - E EQUESTRIAN
  - MS MOTOR SPORT
  - R REFUSE SITE
  - D DRAIN

ZONES

- RESIDENTIAL
- DEVELOPMENT
- SETTLEMENT
- TOURIST
- SPECIAL USE DENOTED AS FOLLOWS:
  - CP CARAVAN PARK AND CAMPING
  - LIGHT & SERVICE INDUSTRY
  - GENERAL RURAL
  - RURAL LIVING

ZONES

- DEVELOPMENT

OTHER

- R CODES
- ADDITIONAL USES
- SCHEME BOUNDARY
- LOCAL GOVERNMENT BOUNDARY
- TOWNSITE - LAND ACT
- FLOOD PRONE LAND
- ESSENTIAL SERVICE BUFFER
- LAND USE BUFFER AREAS
- POSSIBLE CONTAMINATION SITES

### 3.2 REPORT OF THE BROOME PLANNING STEERING COMMITTEE (DECEMBER 2005)

The Broome Planning Steering Committee (BPSC) released its 2005 Report to address issues facing Broome and to develop strategies to manage growth over the next 10 to 15 years. The Committee has worked closely to identify what land might be available to accommodate housing, tourism, commercial and industrial uses while maintaining important and unique cultural, natural resource and lifestyle elements that make Broome a place that is highly sought after to live and to visit.

As an essential step towards an up-to-date local planning strategy, the Broome Planning Steering Committee has developed a composite land use framework to accommodate the needs of the Broome community while maintaining a strong open space network and protection of important cultural areas.

Under Urban Management in its report the BPSC commented that *“residential land demand will be met over the next five years through remaining areas of Roebuck Estate and Sunset Rise, together with lot release in the approved Herbert Street development and the planned release of Cable Beach 5B/5C residential neighbourhoods. Beyond the next five years, the community’s needs will be met through the Cable Beach 5D/5E residential neighbourhoods, the area to the west of Roebuck Estate, sections of lot 833 (now Lots 3150, 3128, 3129, & 3130), the area north of Fairway Drive and eventually through the relocation of the Broome airport.”* It is now evident that Roebuck Estate, Sunset Rise and LandCorp’s Januburu Estate will not satisfy residential demand in Broome for the next five years making it necessary to progress the planning for Broome North as the next stage of residential development

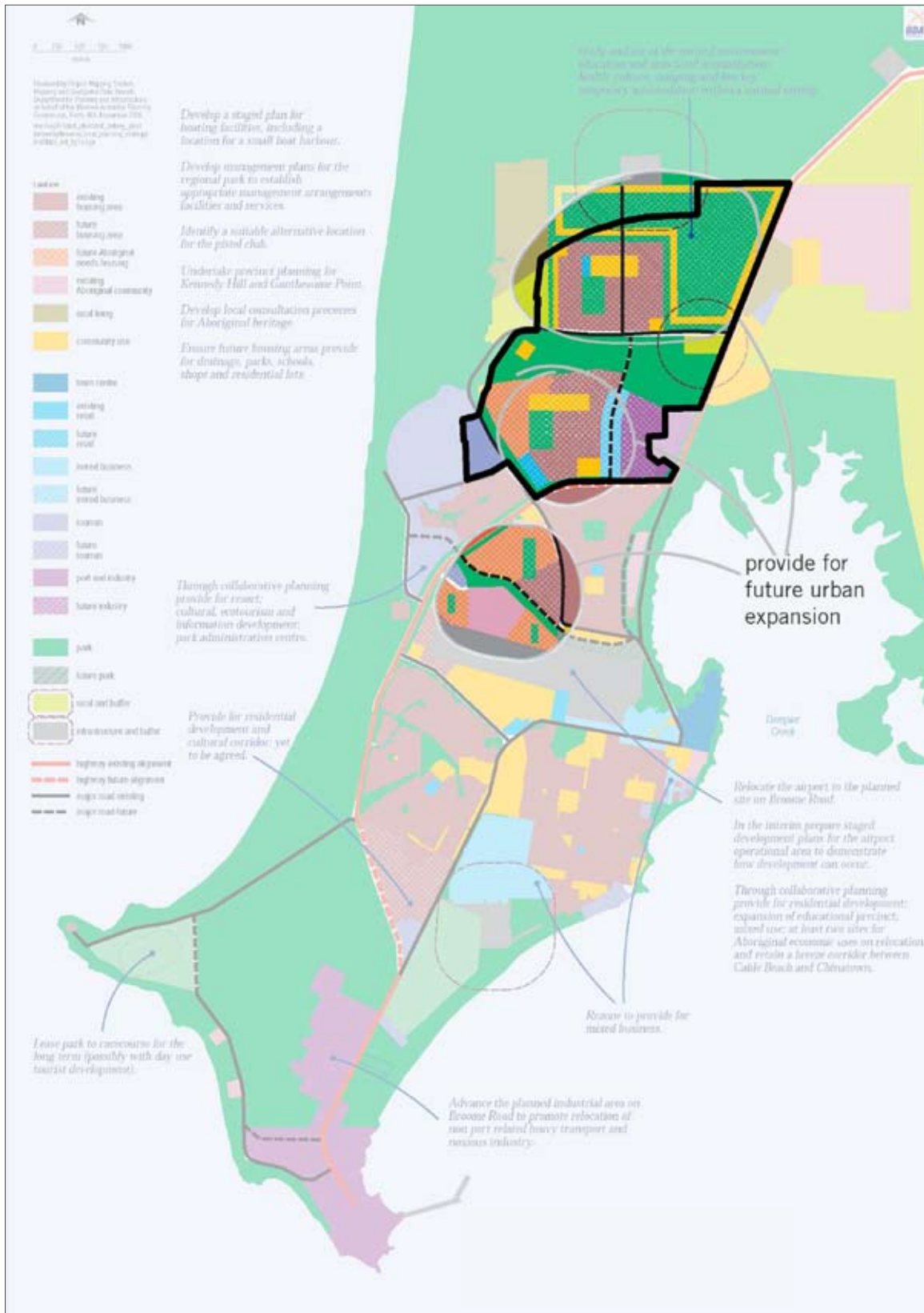
In reference to Lot 833 the report provides the following guidance:

- provide a 100-metre environmental cultural corridor;
- provide a district retail centre to provide for the weekly retail needs of the northern Broome community and a mixed use area (business and residential) adjacent to the Blue Haze light industrial area; and
- provide for Aboriginal needs housing.

The District Development Plan addresses both the specific and general issues raised by the Report. As regards former Lot 833, the Plan provides two local centres to service future population, as well as a 150 metre wide environmental cultural corridor. Provision for Aboriginal needs housing is likely to be catered for both in anticipated outcomes of the ongoing native title agreements and as a component of the delivery of numerous sites for social housing as part of the detailed design for each stage of the development.

More broadly, it is considered that the Broome North proposal builds upon the work and strategies developed by the BPSC. This includes trying to maximise opportunities to provide more affordable housing, through a diversity of lots sizes, product types and increasing land supply and improving residential design standards.

Future Land Use Framework and Planning Strategies: Broome Townsite



### 3.3 PLAN FOR THE FUTURE 2007-2012 (SHIRE OF BROOME)

The Shire of Broome's "Plan for the Future" is a comprehensive statement providing a benchmark for the endeavours of individuals, community groups, regulators and the Shire to deliver lasting quality of life for the Broome community.

The process of planning for new developments such as Broome North and the physical outcomes achieved, must respond to and reflect the vision and values of community engagement and transparency, respect for individuals and for community diversity, collaborative action, wellbeing and safety, environmental integrity and responsibility, celebration of cultures and long-term economic prosperity.

The collaborative process used to develop the Broome North District Development Plan and the outcomes that will be realised through its implementation, such as the provision of a steady stream of housing to suit diverse community needs, the integration of cultural corridors and the delivery of community facilities) fulfil the tenets of the strategic plan.

### 3.4 LOCAL HOUSING STRATEGY (SHIRE OF BROOME, 2009)

The provision of a ready supply of housing lots in Broome is essential to meet existing and continuing strong demand for housing.

The town currently faces a number of key challenges:

- diminished housing affordability and a gap between demand and supply due to insufficient land release as a result of development constraints (environmental, infrastructure), inability of the government to provide sufficient public housing;
- high cost of housing and land development;
- widening mismatch between housing stock (majority 3 x 1 houses) and changing household make-up (increasing number of 1 or 2 person households), although there is a short-term rise in the number of people per house as population is currently growing faster than the number of houses being provided;
- a shortage of appropriate accommodation and high rents are affecting the ability of businesses to attract and retain staff;
- protecting heritage areas while taking up opportunities for infill and mixed use;
- resolving housing design for aesthetics and response to climate, especially for medium density developments; and
- reinforcing sustainability outcomes, with appropriate variations for Broome's climate and character.

The Local Housing Strategy proposes to meet supply of land/housing over the medium term through changes to the Town Planning Scheme and outlines areas for future development, through zoning increases in existing areas and provision of new residential areas.

The Strategy sets out a number of guiding principles and objectives that aim to deliver housing that is affordable, diverse (including low cost accommodation for temporary workers), has access to community facilities and open space, responds to environment and climate and strengthens Broome's unique character.

The Strategy identifies a number of key actions. Those that are relevant to Broome North include:

- local centres to be mixed use and provide a focus for medium density housing. Medium density to be provided near local centres, community services/facilities and recreation areas;
- provide a range of houses including 1 or 2 bedroom dwellings;
- subdivision plans to ensure lots/buildings orientated to suit Broome's climate;
- identify an appropriate vision and development principles for new growth areas;
- plan a network of pedestrian and cycle networks for easy access to facilities;
- ensure lot sizes are more appropriate to current needs; and
- require at least 30% social housing in new subdivisions.













