

Broome North Social Directions Paper

LandCorp

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Contents

Executive Summary	1
1. Introduction	3
2. Project Background	4
3. Social Context	5
3.1 The Shire of Broome's Parameters	5
3.2 Community Engagement	5
3.2.1 Key Findings	5
3.2.1.1 Neighbourhood – A Spatial Construct	5
3.2.1.2 Community – A Social Construct	6
3.2.1.3 Broome – The Local Economy	7
3.2.1.4 Character and Spirit	7
3.3 Challenges for Broome North	8
4. Community Development Framework	9
4.1 Planning Rationale	9
4.2 Community and Wellbeing Framework for Broome North	10
4.2.1 Key Focus Areas	10
4.2.2 Elements of Community Development Planning	11
5. Next Steps	12

Executive Summary

The Broome North Social Directions Paper outlines an indicative community and wellbeing framework for Broome North which has resulted from the community and stakeholder consultation and preliminary assessment by Creating Communities Australia on the required community, economic and facilities development planning and provision. This initial planning is designed to form the basis of a Community and Economic Development Plan for Broome North.

Social Context

Broome is a place shrouded in mystique and romance. People seek out Broome to live or visit as a special place where great expectations of fulfilling lives, of multicultural harmony, art and culture, equity and fairness, a place set apart from the rest of the world. It is a place where people seeking a sea-change move as well as people looking for a different lifestyle.

Through consultation and engagement with the Broome community and stakeholders leading up to the Broome North Planning Forum it has become clear that the image of 'Broome' is still what people desire however the reality of Broome is somewhat different.

Broome has never been perfect; the issues that now exist have always existed. The town is a mixture of built form, relationships, land ownership, land form, ideologies, cultures and ethnic groups. The social fabric of Broome comprises of a range of social groups and networks that co-exist but rarely merge to create anything of significance.

In conversations with the people of Broome two points emerged and were re-enforced by almost everyone:

1. People chose Broome or stayed in Broome due to many things to do with the physical environment, which is therefore very important to them;
2. People could not enunciate what they thought the character and spirit of Broome was, but they knew what they did not like.

Therefore the challenges in the development of Broome North are:

- ▶ How do we ensure the character and spirit of Broome is evident in every aspect of both the physical dimensions and the social fabric? and
- ▶ How do we integrate Broome North with existing Broome to reinforce the social fabric rather than create an isolated place?

Community and Wellbeing Framework

To create a functioning community at Broome North it is critical that both the urban and social planning are developed in unison. Well planned neighbourhoods provide the essential raw materials for the community, but the planning of robust communities also requires a thorough sociological response (social planning and community activation).

For Broome North the social planning process has been, and will continue to be, highly collaborative, aiming to assist people in the community to identify their aspirations, obtain resources and collectively determine ways to improve quality of life in their community.

To ensure the character and spirit of Broome is represented in Broome North as an integrated community within Broome, two key focus areas for the Broome North Community and Wellbeing Framework have been identified: neighbourhood construct and community construct.

Key Focus Area 1: Neighbourhood Construct

Objectives

- ▶ Ensure residents of Broome North have access to appropriate local services and facilities.
- ▶ To recognise and manage the impact of additional residents on the existing level of provision of services and facilities in and around Broome including the natural environment.
- ▶ To recognise that additional residents will create requirement for the provision of district level facilities and services as the critical mass of the town grows.
- ▶ Recognise and plan for the focus on an outdoor lifestyle for much of the year in the design and construction of housing, public open space, connected walk/cycle paths and village centres.
- ▶ Ensure that sustainability principles are enacted throughout the development.

Implementation

- ▶ Work closely with the Shire of Broome through a facility and services planning process to develop a comprehensive plan for the whole town with Broome North a sub-section of that plan.
- ▶ Ensure that housing, POS, walk ways and the like reflect the Broome outdoor lifestyle.

Key Focus Area 2: Community Construct

Objectives

- ▶ Ensure that the character and spirit of Broome is reflected in all aspects of planning and development.
- ▶ Ensure that Broome North adds to the essence of Broome not detracts from it.
- ▶ Strengthen the social fabric of Broome through the development of Broome North rather than creating a separate community.
- ▶ Strength and celebrate Broome's natural environment through the development of Broome North.
- ▶ Use Broome North as a catalyst for the continued development of the arts and cultural movement of the area.

Implementation

- ▶ Establish principles that invoke the character and spirit of Broome to underpin all planning and development.
- ▶ Engage the community in the design of public open spaces, village centres, civic places as well as community and public art.
- ▶ Nurture projects with other stakeholders that reinforce the character and spirit of Broome.
- ▶ Establish a process of empowering significant Broome identities with the role of being custodians of the character and spirit of Broome.
- ▶ Assist the Shire of Broome in the co-ordination of planning and actions across the town.
- ▶ Work with the Shire of Broome in preparing a Community and Economic Development Plan for the whole of Broome into which specific strategies for Broome North can be developed.

1. Introduction

Broome North is a major project which will effectively double the population in Broome. This makes it incumbent on LandCorp and all major stakeholders to ensure that the full range of impacts associated with this substantial increase in population are understood and well planned for.

In its role as the State Government's property developer, LandCorp is committed to delivering a sustainable residential development with demonstrated excellence in built form, environmental management and community creation. LandCorp is also committed to having active community engagement from the earliest stages of the planning process. In this regard Creating Communities Australia (CCA) has been appointed by LandCorp to consult and engage stakeholders (non-Indigenous) and the community in the Broome North project leading up to the Planning Design Forum held in August 2009.

An extensive consultation and engagement process has taken place in the lead up to the Planning Design Forum, including establishment of a Community Reference Group and numerous meetings with key stakeholders. The results of this consultation are documented in the 'Broome North Social Context Paper' (CCA, 2009).

This Broome North Social Directions Paper outlines an indicative community and wellbeing framework for Broome North resulting from the community and stakeholder consultation and preliminary assessment by CCA on the required community, economic and facilities development planning and provision. This initial planning is designed to form the basis of a Community and Economic Development Plan for Broome North.

It should be noted, at present, LandCorp are in negotiations with the Shire of Broome to jointly develop a Community and Economic Development Plan for the whole of Broome which would incorporate the community and economic development requirements for Broome North.

2. Project Background

LandCorp has commenced planning for its landholding in Broome; specifically the site is located north of Gubinge Road and is bordered by Broome Road to the east and Lullfitz Drive to the west. It is separated into two areas north and south of Fairway drive and is a total of 725 ha. During the planning phase, the subject land will be known as the Broome North development.

Broome North will provide land, housing, business opportunities and community facilities to the thriving city of Broome. The project will provide the vast majority of Broome's medium to long term land supply, and has capacity for several thousand homes as well as schools, workers accommodation, tourism, light industrial and commercial/retail opportunities. LandCorp's role is to master plan the development, oversee all the necessary approvals and release land for further development.

The land will involve a mix of residential, retail, commercial, light industrial and public open space. Estate design will be sensitive to the culture of the traditional owners and is intended to have an overall strong connection to country. Environmental Cultural Corridors will link the habitats across the peninsula and the development plan will highlight climate responsive design criteria. Water Sensitive Urban Design principles will be incorporated within the design.

The Broome North development will cater for growth in population and the tourism industry as well as potential increased demand from the resources industry through projects such as the proposed Kimberley LNG hub. LandCorp and the project team are working in close consultation with the Shire of Broome, the traditional owners and the wider community to plan the development, and private developers are likely to play a significant role in the delivery of the project, through partnering and superlot opportunities.

3. Social Context

This section provides an overview of community and stakeholder input into Broome North, including indicative findings and conclusions. This consultation and engagement has played a key role in understanding community aspirations and values as well as having direct input into the planning and is crucial in the initial assessment of likely social, environmental and economic opportunities and issues for Broome North.

3.1 The Shire of Broome's Parameters

At the very beginning of the process to plan for Broome North the Shire of Broome made it very clear that there were two imperatives that were immutable. These were that:

- ▶ Broome North would not be created as a separate community but would integrate with existing Broome; and
- ▶ That the character and spirit of Broome be reflected in all elements of the new development.

These imperatives were central to the community engagement process and a focus in determining the method of going forward.

3.2 Community Engagement

Typically, in the process of preparing the documentation for this phase of the planning process all segments of Broome's community would have been intimately connected into the engagement method. However, due to an arrangement with the Traditional Owners, a separate more formal method of engaging with the Yawuru was undertaken by LandCorp while no specific contact was made with the indigenous population in the formation of the community reports.

It is understood that at the next level of planning with the community a more inclusive approach will be used.

A thorough process was utilised with the remainder of the community (refer to the 'Broome North Social Context Paper') to ensure that a wide range of views were inputted into the preparation of the Planning Design Forum and into the planning process generally.

3.2.1 Key Findings

In conversations with the people of Broome several things emerged and were re-enforced by almost everyone. Firstly, people chose Broome or stayed in Broome due to many things to do with the physical environment, which is therefore very important to them, and secondly, people couldn't enunciate what they thought the character and spirit of Broome was, but knew what they did not like.

3.2.1.1 Neighbourhood – A Spatial Construct

Many people chose Broome due to the climate, natural resources and the relaxed outdoor lifestyle. Their focus was almost entirely on the physical environment, its protection and on their outdoor lifestyle.

This was reflected in conversations about:

- ▶ Housing design – breezeways, Broomesque style (not Perth housing!)
- ▶ Linkages in suburbs – cycle and walk ways

- ▶ Public Open Space – useable and accessible
- ▶ Beaches – uncrowded and clean
- ▶ Coast/ocean – boating and fishing
- ▶ Facilities – sport and entertainment
- ▶ Storm water management – not soil stripping drains
- ▶ Vegetation – its retention and local identity (not palms)
- ▶ Wide roads and verges
- ▶ Affordable housing – too many people excluded from Broome

There will be a significant impact on these resources from the growth in numbers of people Broome North will bring to the town.

This creates a series of aspects that need to be addressed that will either add to the strength of Broome or cause significant problems.

The growth in numbers will see Broome move from being a *country town* to a *regional centre* in size and function. This means that there needs to be the provision of sufficient local facilities for the incoming residents in their neighbourhoods but it also creates the opportunity for the provision of facilities that may have not been feasible in a smaller town. Such things as a performing arts centre may now be appropriate for Broome.

The growth in numbers will also place more pressure on the natural resources that are seen to be precious by the existing community. This may mean that facilities such as a marina may be necessary to manage the additional numbers of people wishing to utilise the ocean for recreational purposes.

The increase in population will also require very different, more sophisticated, management plans and structures to be put in place to ensure that everything *works*.

What's more, with the growing expectations linked with population growth, it is essential that the approach for provision, management, maintenance and replacement be done in such a manner as not to bankrupt the Council!

But there are also the *people* of Broome, the need for a functioning community.

3.2.1.2 Community – A Social Construct

What is Broome now?

Broome is comprised of a range of groups that in themselves are not homogeneous but the groupings allow some sort of sense to be made of the town.

- ▶ Indigenous - comprised of both the Yawuru and other indigenous people (something like 70% of the indigenous population is non-Yawuru)
- ▶ Long-term Broome residents – up to three or four generations
- ▶ Two to ten year *churn* people
- ▶ One season tourists – grey nomads and backpackers
- ▶ Short term tourists

Each of these groups is very different to the rest. In fact their values bases and drivers are so different that there is little in common between them apart from their attraction to the climate, natural environment and lifestyle. Yet they live very different lives and hardly ever intersect.

In essence, the social fabric of Broome is comprised of a range of spinning social networks that co-exist in one location but rarely merge to create anything of significance.

Broome is also comprised of 43 government departments and a plethora of not-for-profit organisations that are growing at an exponential rate but there appears to be little or no interaction between them.

There is a large and growing list of social *problems* in Broome that must be addressed if it is to prosper as a town into the future.

3.2.1.3 Broome – The Local Economy

The underpinning elements of the local economy of Broome apart from pearls, fishing and pastoral are almost diametrically opposed; but they need to have a symbiotic relationship for the town to thrive.

On one hand there is the high profile economic driver of tourism and on the other hand there is the role of Broome as a regional service centre.

Tourism operates for 6 to 8 months of the year, has a wide demographic and needs to operate in a manner to protect the high end of the market which is dying throughout the rest of northern Australia.

Broome has 43 government agencies and a wide range of not-for-profits which attract people from through the Kimberley to their services.

Often the people who are attracted to Broome through the services that are offered are not the element that the tourism industry wants to be seen in town creating all sorts of dilemmas for people stuck in the middle, let alone the people who require the services.

The tourism industry is an important source of revenue for many parts of the local business structure and ensures that there exists a range of experiences that are not usually evident in towns of Broome's size. Restaurants, hotels/resorts, tours and retail all directly benefit from tourists.

In addition, the large array of trades and services that exist in the town receive a significant percentage of their income from tourism providers.

The future of Broome's economy may well depend on how *tourism* and *service centre* requirements can be managed together.

3.2.1.4 Character and Spirit

Broome has never been perfect. The issues that exist now have always existed. They were just dealt with in different ways and they are growing in magnitude as the population of the town grows.

However, Broome has had some interesting themes throughout its history and it may be possible that these themes are a representation of the character and spirit that people nostalgically recall.

Broome has always been a mixture of:

- ▶ Built form;
- ▶ Relationships;
- ▶ Land ownership;
- ▶ Land form;
- ▶ Ideologies;
- ▶ Cultures;
- ▶ Ethnic groups.

In the midst of the mix, people had a fairly good idea of where and how they fitted. There was a certain respect for the difference and acceptance of each part of the difference. There was a level of trust too. Yes, there were haves and have nots, there was inequity.... but everyone seemed to fit.

The underlying driver for most people was about giving to the community so that the whole could thrive.

A key question is: if these are an expression of the character and spirit that made Broome a special place, who should be the custodians of the character and spirit so that it can be reenergised in the community and sustained throughout times of change?

In recent times, perhaps for the last thirty years, there has been a drift away from these themes to the point where other characteristics have become predominant.

These days the themes that seem visible are:

- ▶ Mono-culture;
- ▶ Isolated – non-connecting networks;
- ▶ Take – what can I take from Broome.

3.3 Challenges for Broome North

The challenge now becomes how do we ensure that, in the development of Broome North, the character and spirit of Broome is evident in every aspect of, not only the physical dimensions, but in the social fabric as it starts to evolve.

The challenge is to take it to all the people and let it grow to the point where it grows a critical mass and it is transferred to many.

It will take time and will need a wide range of methods of interaction.

It is important to grow the “our” element of Broome again.

An idea of how this may be done follows in this report.

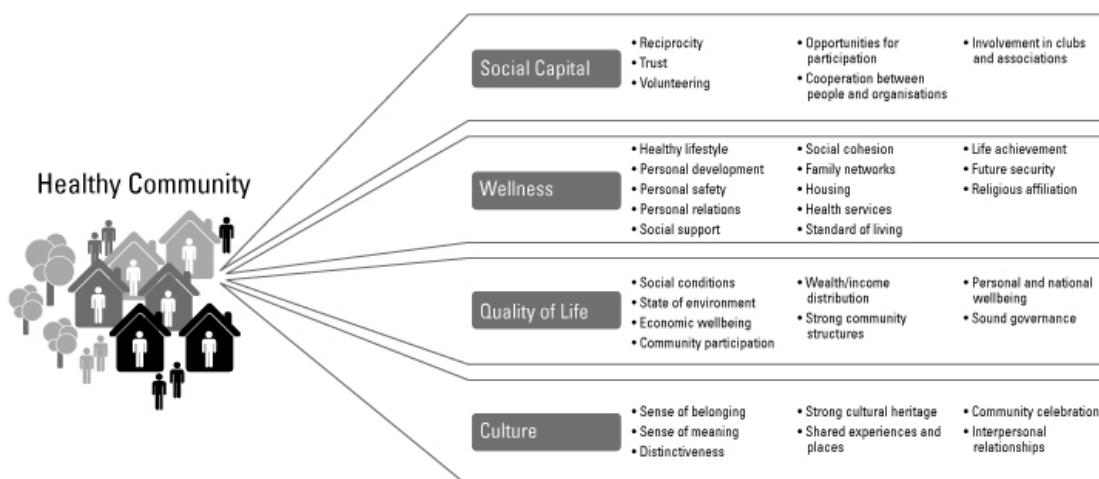
4. Community Development Framework

4.1 Planning Rationale

Places do not automatically transform into functioning communities unless both the urban and social planning of projects are developed in unison. Well planned neighbourhoods provide essential raw materials for community, but the planning of robust communities also requires a thorough sociological response (i.e. social planning and community activation).

Social research and planning assists individuals, communities, government and private sector organisations to understand the social context of places in order to anticipate the possible social consequences of projects on individuals and communities. Social plans (also known as a Community Development Plan) also provide guidance for the provision of soft and hard social infrastructure such as community facilities, public and community art, as well as strategies to encourage the establishment of a healthy community. The elements of a healthy community are shown in the below diagram.

Elements of a Health Community



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The social planning process is a highly collaborative one that aims to assist people in communities to identify their aspirations, obtain resources and collectively determine ways to improve quality of life in their communities.

4.2 Community and Wellbeing Framework for Broome North

The two key elements that emerged throughout the Broome North planning process were:

- ▶ A desire for Broome North to represent the character and spirit of Broome; and
- ▶ To reinforce the community fabric of Broome rather than create another isolated place.

To ensure these key elements are incorporated into the Broome North development two key focus areas have been identified:

Key Focus Area 1: Neighbourhood Construct

Key Focus Area 2: Community Construct

4.2.1 Key Focus Areas

Neighbourhood Construct

Objectives

- ▶ Ensure residents of Broome North have access to appropriate local services and facilities.
- ▶ To recognise and manage the impact of additional residents on the existing level of provision of services and facilities in and around Broome including the natural environment.
- ▶ To recognise that additional residents will create requirement for the provision of district level facilities and services as the critical mass of the town grows.
- ▶ Recognise and plan for the focus on an outdoor lifestyle for much of the year in the design and construction of housing, public open space, connected walk/cycle paths and village centres.
- ▶ Ensure that sustainability principles are enacted throughout the development.

Implementation

- ▶ Work closely with the Shire of Broome through a facility and services planning process to develop a comprehensive plan for the whole town with Broome North a sub-section of that plan.
- ▶ Ensure that housing, POS, walk ways and the like reflect the Broome outdoor lifestyle.

Community Construct

Objectives

- ▶ Ensure that the character and spirit of Broome is reflected in all aspects of planning and development.
- ▶ Ensure that Broome North adds to the essence of Broome not detracts from it.
- ▶ Strengthen the social fabric of Broome through the development of Broome North rather than creating a separate community.
- ▶ Strength and celebrate Broome's natural environment through the development of Broome North.
- ▶ Use Broome North as a catalyst for the continued development of the arts and cultural movement of the area.

Implementation

- ▶ Establish principles that invoke the character and spirit of Broome to underpin all planning and development.
- ▶ Engage the community in the design of public open spaces, village centres, civic places as well as community and public art.
- ▶ Nurture projects with other stakeholders that reinforce the character and spirit of Broome.
- ▶ Establish a process of empowering significant Broome identities with the role of being custodians of the character and spirit of Broome.
- ▶ Assist the Shire of Broome in the co-ordination of planning and actions across the town.
- ▶ Work with the Shire of Broome in preparing a Community and Economic Development Plan for the whole of Broome into which specific strategies for Broome North can be developed.

4.2.2 Elements of Community Development Planning

Further to the two key focus areas for the Broome North Community and Wellbeing Framework the following key elements of community development will need to be incorporated into the Community Development Plan.

Human Elements	Community Elements
<ul style="list-style-type: none"> ▶ Individual wellness (physical, mental, spiritual) ▶ Personal development ▶ Self-determination ▶ Access and amenity ▶ Personal worth (to be respected and valued) 	<ul style="list-style-type: none"> ▶ Cultural heritage ▶ Collective identity ▶ Ownership ▶ Cooperative spirit ▶ Civic creativity ▶ Community giving ▶ Tolerance/honesty/trust ▶ Group cohesiveness (civic creativity)
Endeavour Elements	Place Elements
<ul style="list-style-type: none"> ▶ Diverse industry ▶ Competitive advantage ▶ Innovation and entrepreneurship ▶ Nexus ▶ Growth and renewal ▶ Sustaining structures 	<ul style="list-style-type: none"> ▶ Safety and security ▶ Functional planning ▶ Aesthetic attributes ▶ Civic attractors ▶ Respite spaces

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5. Next Steps

Project Process	Community Involvement Tasks	Community Outcomes	Timeline
<p>Stage One</p> <p>Establish community values and vision for the project</p>	<p>Establish and facilitate Broome North Community Reference Group</p> <p>Conduct meetings with key stakeholders</p> <p>Develop relationship with Shire of Broome</p> <p>Involve stakeholders and community in the Broome North Planning Design Forum</p>	<p>All stakeholders understand:</p> <ul style="list-style-type: none"> ▶ Opportunities for input, ▶ Decision-making process, ▶ Background on project (demographics, environmental, economic and social influencers) ▶ Key stakeholders contributed to: ▶ Vision for project, ▶ Values & distinctiveness of area, ▶ Uses for study area. 	Complete
<p>Stage Two</p> <p>Present draft plans and community values and vision for the project.</p> <p>Gain feedback.</p> <p>Progress partnerships and alliances.</p>	<p>Document consultation findings</p> <p>Document proposed community and wellbeing framework</p> <p>Present proposed community and wellbeing framework to LandCorp of feedback</p> <p>Progress relationship with Shire of Broome and other key stakeholders</p> <p>Hold a Community Reference Group meeting to present findings and proposed actions.</p>	<p>Stakeholders understand:</p> <ul style="list-style-type: none"> ▶ Draft Plan, ▶ Planned initiatives, ▶ Draft strategy for on-going community input. <p>Stakeholders contributed to:</p> <ul style="list-style-type: none"> ▶ Review of draft plan, ▶ Review of project approach ▶ Review of strategy for on-going community input into project. ▶ Commitments to service and facility provision 	Currently underway
<p>Stage Three</p> <p>Present final plans</p> <p>Gain feedback</p> <p>Finalise commitments</p>	<p>Develop community and economic development plan</p> <p>Seek LandCorp's feedback on the Plan</p> <p>Finalise Plan</p>	<p>Stakeholders understand:</p> <ul style="list-style-type: none"> ▶ Final Plans, ▶ Planned initiatives, ▶ Opportunities for on-going community input. <p>Stakeholders contributed to:</p> <ul style="list-style-type: none"> ▶ Feedback on plan, ▶ Feedback on project approach ▶ Commitments to service and facility provision 	Dependent on negotiations with the Shire of Broome