



Broome Planning Steering Committee Progress Report

April 2005



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What do you think?

About the land use proposals and strategies from the Broome Planning Steering Committee

The Broome Planning Steering Committee was convened by the Minister for Planning and Infrastructure to assist the Shire of Broome with planning decisions and growth for the next 10 to 15 years, and to provide the rationale for the zones, reserves and provisions for a revised town planning scheme.

Over the last year, the committee has been working to resolve a number of key planning and infrastructure issues for Broome. It has sought to establish a land use framework that provides a strong basis to accommodate future growth while maintaining an open space network to protect and provide for Broome's important cultural and environmental assets.

The work of the committee is not complete. However, it is timely to present to the community a report on progress to seek broader views on the draft land use proposals under committee consideration. There is considerable work required to implement the land use framework presented by the committee. This will be subject to more detailed future actions, compiled within an implementation schedule.

Broome's future is likely to be as exciting, vibrant and diverse as its colourful past. The committee has sought to identify and meet the range of land use needs of the Broome community and its visitors.

HOW TO HAVE YOUR SAY

**Return this comment sheet, speak to one of the project team,
fax or email –**

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FOREWORD

The Broome Planning Steering Committee was convened by the Minister for Planning and Infrastructure to assist the Shire of Broome with planning decisions and growth for the next 10 to 15 years, and to provide the rationale for the zones, reserves and provisions for a revised town planning scheme.

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Jeremy Dawkins
Chairman
Broome Planning Steering Committee



Cr Tom Vinnicombe
Deputy Chairman
Broome Planning Steering Committee

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(1) INTRODUCTION AND BACKGROUND

The Broome Planning Steering Committee has been meeting during 2004 to consider land use issues facing Broome and to develop strategies to manage growth over the next 10 to 15 years.

The committee has worked closely over the last year 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 which is highly sought after to live, and to visit.

The committee's considerations have focused on the area covered by the Shire of Broome town planning scheme number 4, including Broome townsite, north to Willie Creek and east to Skuthorpe horticultural area. This study area is depicted in figure 1.

The Minister for Planning and Infrastructure convened the group in November 2003 with the following membership:

| | |
|--------------------|--|
| Jeremy Dawkins | Independent Chairman, WA Planning Commission |
| Cr Tom Vinnicombe | Deputy Chair, President Shire of Broome |
| Cr Peter Mitchell | Shire of Broome |
| Cr Allan Griffiths | Shire of Broome |
| Paul Frewer | Department for Planning and Infrastructure |
| Peter Driscoll | On behalf of Rubibi Aboriginal Corporation |
| Jeff Gooding | Kimberley Development Commission |
| Wayne Bergmann | Kimberley Land Council |
| Ross Holt | Land Corp |
| Carol Martin MLA | Local member |
| Mike Hulme | Member |

At its first meeting, the committee endorsed a study brief and the following objectives:

- To assist the Shire of Broome with planning decisions and growth for the next 10 to 15 years.
- To assist decision making on future servicing of the area by local, State government and other service agencies.
- Explain the strategic direction to all stakeholders.
- Provide the rationale for the zones, reserves and provisions for a new town planning scheme.
- Identify key components of the long-term direction for Broome that are crucial to the town's orderly growth and development and recommend strategies to pursue these.
- Give direction both to local government, the Department for Planning and Infrastructure, Western Australian Planning Commission, the Minister for Planning and Infrastructure and the State Administrative Tribunal in assessment of amendments, subdivision, development, appeals and provide strategic planning support for this decision-making.

The steering committee has met seven times and undertaken the following tasks:

- Preparation of a Broome Planning Context Report (February 2004). This report included an audit of planning in Broome over the last 10 years, identified key planning issues and their implications. This report was endorsed by the committee and the Shire of Broome, and used as a basis for community consultation about planning for Broome at the North West Expo in May 2004.
- Workshopped principles to govern the future of Broome. Discussion was wide-ranging and addressed growth, culture, equity, land availability and lifestyle. In the course of discussion a number of points were made which have contributed to the development of a vision for the future and a set of principles to guide planning decisions and actions.
- Received presentations by steering committee members and their organisations on how land might be used in the future. The plans presented were more similar than they were different. This provided a strong base to move forward and highlighted areas requiring further discussion. There was acknowledgement of culturally important areas, and growth was based around preserving the towns' character and identity. The presentations raised matters relating to land use as well as issues of land management and ownership.
- The committee then proceeded to synthesise the land use concepts presented by members, work towards a composite land use plan and develop a land use framework that accommodates the range of uses needed into the future while maintaining a strong open space network and protection of important cultural areas.

As distinct from past planning processes, the committee has sought to focus on action and implementation as opposed to making a plan and has provided an effective forum in itself for overcoming obstacles and operating as a communication mechanism between key community decision making organisations. Where possible it has sought to address immediate planning issues concurrent with developing strategies for the future.

The committee has:

1. Identified development opportunities and constraints to accommodate a doubling of the population in Broome and where that development should be located.
2. Determined the likely pattern of land use, including open space, local shopping, commercial activities, schools, and community uses into the future.
3. Responded to the diverse housing needs of the local community.
4. Identified the need to revisit urban growth areas outside the townsite.
5. Established a position that the airport should relocate and identified a range of planning measures in the interim.
6. Confirmed a pattern of major roads in Broome, including the potential for a new east-west road north of the airport connecting Chinatown and Cable Beach, completion of Gubinge Road and realignment of Kavite Road.
7. Initiated action to delete the subdivision along Kavite Road (Gantheaume Point), which is no longer relevant.
8. Initiated action to develop locally relevant processes for Aboriginal heritage protection.
9. Supported consideration of a number of short-term planning scheme amendments that respond to immediate commercial and industrial land use requirements.

Technical Reference Group

A technical reference group assisted the steering committee in its deliberations. The technical reference group met three times during 2004. Additional guidance was sought from organisations on the technical reference group on an as needs basis.

The technical reference group included representatives from:

| | |
|--|-----------------------------|
| Shire of Broome | Dept of Indigenous Affairs |
| Dept for Planning and Infrastructure | Broome Port Authority |
| Main Roads Western Australia | Water Corporation |
| Western Australian Tourism Commission | Dept of Agriculture |
| Dept of Conservation and Land Management | Fire and Emergency Services |
| Department of Fisheries | Dept of Housing and Works |
| Dept of Environment | Office of Native Title |
| Land Corp | |

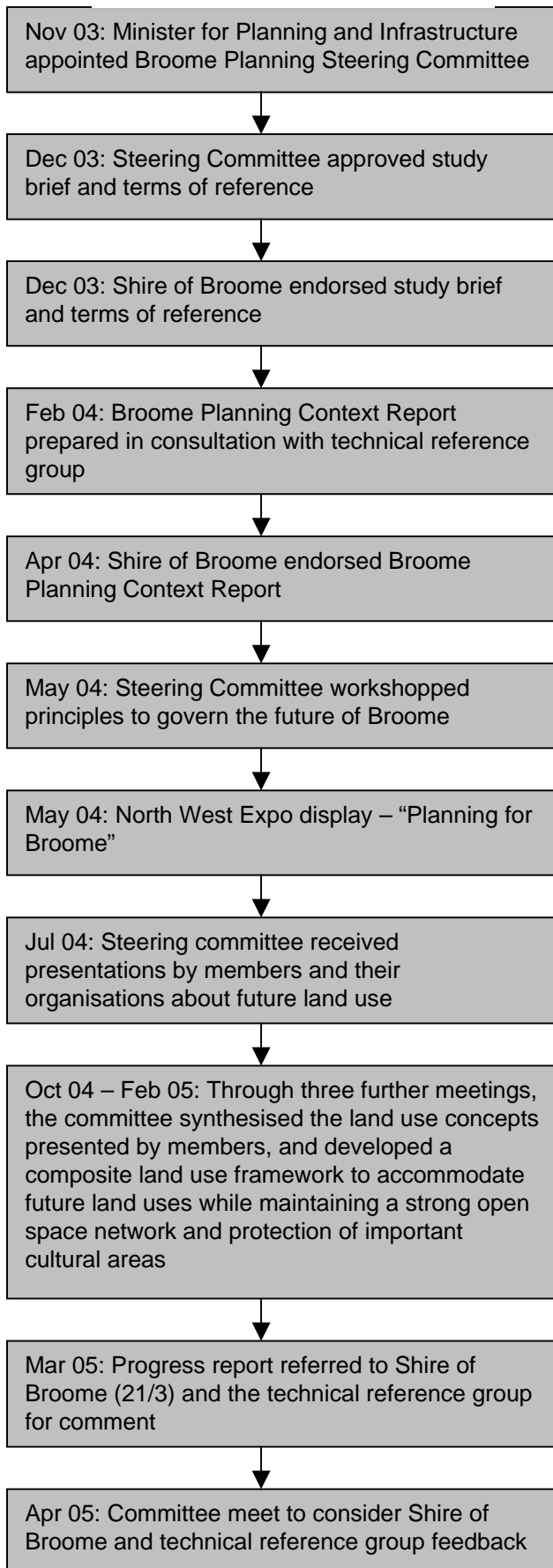
Aim of the progress report

This report seeks to provide an update on the work of the steering committee, its draft proposals for future land use and its identification of key land use, infrastructure and management issues facing Broome into the future.

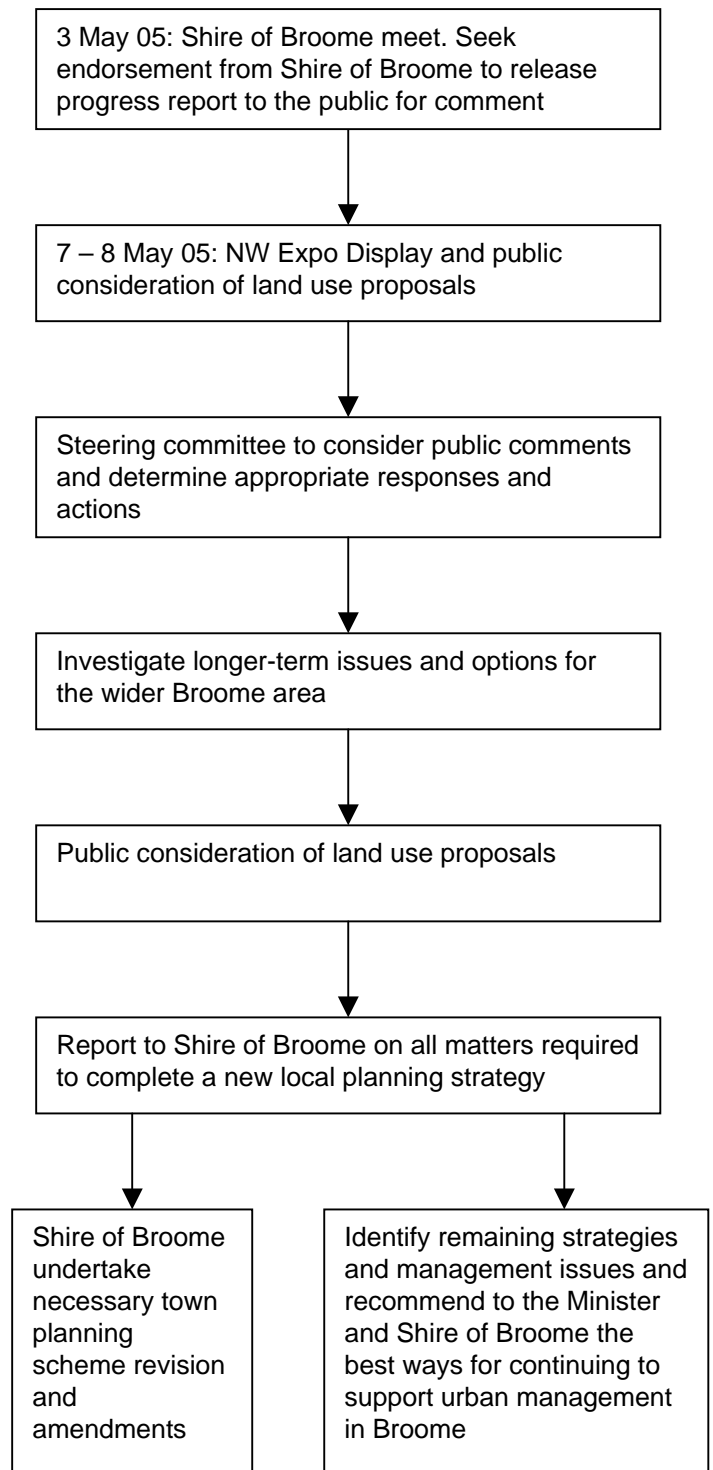
A draft was submitted to the Shire of Broome and the technical reference group during March 2005. Comments arising from this process have added value to the report. The timeline provides an indication of the steps to be taken from this point, including preparation of an implementation schedule with more detailed recommendations and actions to guide implementation of proposals and strategies for the Shire of Broome and other organisations.

Timeline

Actions to date



Future actions



(2) LAND USE PROPOSALS

During 2004 the steering committee worked through land uses presented by the Shire of Broome, Rubibi and the State to develop a set of proposals for future development. These proposals consider and identify locations to accommodate a range of land uses based around the following core areas:

- Transport networks and infrastructure - to ensure an effective transport network and adequate infrastructure to respond to the growth of Broome in an orderly and sustainable manner.
- Regional open space and rural areas - to acknowledge culturally important connections, protect heritage, conserve important ecosystems and biodiversity values, and provide for the recreational needs of the community and visitors.
- Housing and community areas - to ensure Broome's current and future residents are provided with a diversity of living options and adequate social infrastructure; and
- Employment and economic areas - to ensure there is sufficient land to support Broome's economic development and provide diverse employment opportunities.

Throughout discussions, the steering committee noted the position of the members representing the Shire of Broome that the council does not have a position on many of the matters before the steering committee and that the output of the committee would be presented to the council for consideration and decision. Further, the committee noted that its deliberations focused on *land use*, irrespective of *tenure*.

The land use proposals are represented in figure 2 and are briefly described below.

Transport networks and infrastructure

Proposals have considered the need for existing and planned major roads and seek to identify a transport network that responds to existing and future traffic demands. Key infrastructure needs and associated land use buffers, including wastewater treatment, power, and waste management have been considered. Where possible, the sterilisation of land has been minimised in the placement of new infrastructure.

The proposals recognise:

- The importance and urgency of the extension of Gubinge Road.
- Opportunities to establish an east-west road between Cable Beach and Chinatown, to be confirmed by revised vehicle traffic modelling.
- Realignment of Kavite Road.
- The role of the current wastewater treatment plant, but with the need for a new northern facility.

Regional open space and rural areas

A regional park has been identified to define Broome's open space network. Additional to open space created by park and recreation reserves it includes areas of coastal foreshore and environmental cultural corridors that comprise the regional open space network. Primary and secondary greenways have been identified to connect the 'beach to the bay'; there are a number of specific nodes for coastal access, walk trails, visitor interpretation, and boat launching facilities, visitor accommodation sites; a golf course and a racecourse.

These uses define a regional park to identify future regional open space and rural areas. Local open spaces such as parks and community ovals have also been included where they exist. Future local parks will be designated as part of structure planning for new housing areas.

Areas within the regional park should have common land use objectives to ensure:

- Retention of culturally important links between Cable Beach and Roebuck Bay and bush areas.
- Conservation of native vegetation and protection of environmental features.
- The passive and active recreational needs of the community and visitors are met through the provision of recreation nodes and facilities.
- Maintenance of a sense of space important to the lifestyle of the Broome community.

Areas designated as park uses vary in ownership and vesting arrangements and are subject to different management regimes. For example, the Shire of Broome and Rubibi jointly manage Minyirr Park, which encompasses the coastal dunes adjacent to Cable Beach. The regional park also includes Broome's racecourse and golf course as areas that provide for the active recreation needs of the community.

Ensuring adequate protection of Aboriginal heritage and culture is an important aspect of future development in and around Broome. Long term planning can assist to protect cultural heritage through the identification of compatible land uses. The land use proposals prepared by the Broome Planning Steering Committee have sought to acknowledge and respect important areas. Places and connections of known significance have been protected through incorporation into the regional park where suitable.

Employment and economic areas

Areas that generate significant employment and economic activity include the town centre; retail; mixed business; tourism; port and industrial activity areas. Provision has been made for expansion of these activities in conjunction with a growing population. In particular, the expansion of retail and mixed business activity to the north of the town with the establishment of new housing areas, and new industrial areas with expansion of Blue Haze and establishment of the industrial area on Broome Road.

Approximately 57 hectares of land is appropriately zoned for tourism uses within the Cable Beach tourist node not that is currently used for this purpose. Only a limited amount of this land is likely to be available in the short term to meet the needs of tourism, as it is occupied by other (non-conforming) uses. An additional 22 hectares has been identified adjacent to the Cable Beach tourist node.

In addition to sites around Broome and Coconut Wells that provide alternative facilities and services to the main tourist node, in accordance with the Waterbank Structure Plan (2000), a future tourism node of up to 100 hectares has been identified at Willie Creek.

The Australia's North West Tourism Gateway project is collecting information important to determining the long-term land use needs of the tourism sector. This investigation will help define the adequacy of land zoned for tourism uses, and contribute to a future local tourism planning strategy.

Areas identified to cater for commercial needs include:

- The extension of mixed-use commercial activities along the south side of Fredrick Street and south down Hamersley Street radiating away from the town centre. A number of civic, commercial and tourism activities are already occurring along Hamersley Street. Remaining residential properties are suitable for redevelopment. As Fredrick Street will remain a significant urban distributor road,

increasing residential densities (to R50) and allowing office uses for lots fronting Fredrick Street would be appropriate subject to resolution of traffic management issues.

- An additional district centre to cater for the weekly shopping needs of new residential communities emerging to the north. As the community develops to the north it will be important to provide for the local and district shopping needs of this northern community. Location of retail activity within Lot 833 would provide for a catchment from Roebuck Estate, the area west of there, Sunset Park and development within Lot 883.
- Rezoning of the Hunter Street light industrial area to allow for mixed-use activities. This is in keeping with many of the existing uses in the precinct, and will provide for alternative cheaper land for local businesses within a defined precinct. Further consideration will need to be given to permissible uses within the wastewater treatment buffer area and appropriate development standards.

In the short term, Broome's general industrial land needs will continue to be met by the Port Drive industrial area. The proposals also acknowledge the need for establishment of the planned industrial area on Broome Road to provide an alternative location for industrial land to the north of the town.

The Hunter Street light industrial area has a high proportion of non-industrial uses, and has been identified as an area more suitably zoned mixed business. This will legitimise activities that are currently occurring and create a mixed business precinct. With further lot release, the Blue Haze light industrial area is capable of meeting demand for light industrial activities.

These proposals will be confirmed and refined through a revised local commercial strategy. This should confirm the need for additional commercial areas and refine details associated with their size, location and nature of activities. The strategy should also establish timing for implementation, based on the rate of growth of Broome and the impact on business and employment opportunities.

Housing and community areas

New housing areas will seek to provide for the future residential needs of the community. Housing areas to cater for short, medium and long-term residential growth have been identified in a number of locations.

The steering committee adopted plans for urban expansion that allocate 5% of the land for drainage (adjusted in some areas), appropriate areas for local and district shopping, the required areas for high schools and primary schools and 10% for public open space. Local roads consume about 18% of the remaining land. Dwelling numbers were estimated from the resulting land area available for housing. More detailed structure planning will give further consideration to the appropriate locations for these various uses, as well as the nature, form and mix of densities of residential development.

The proposals identify areas to specifically cater for the needs of the Aboriginal community. If current tenure negotiations between the state and traditional owners are successful, these areas represent land that, subject to compliance with town planning, environmental, health, safety, fire and other rules and regulations, might be developed specifically to cater to the needs of advancing the quality of life of Aboriginal people.

There is a need now, and in the future, to ensure the provision of housing caters to the range of choices and lifestyles of the community. Further detailed assessment of

appropriate residential densities and housing choice through established and new housing areas will be the subject of a revised local housing strategy.

As populations grow, there will be increasing demand for community services. Additional areas for community use will occur as part of structure planning for new housing areas. Community areas include existing drainage areas and community services such as hospitals, fire and emergency service depots, schools and tertiary education facilities.

Alternative residential areas adjacent to 12 Mile on Broome Road have also been identified. Development of a new town or satellite suburb of Broome at 12 Mile would be likely to result in more affordable blocks and housing options, take some pressure off fragile coastal areas and improve the services and amenity of the area with provision for schools and weekly shopping needs being available to existing residents.

(3) PLANNING STRATEGIES

Urban management

The Shire of Broome's population may be 35,000 around the year 2021 with 85% (30,000 people) residing in or around the town. There will be demand for residential lots, dwellings, jobs, infrastructure and services.

Policies, plans and strategies developed at the local, regional and state level provide direction for planning decisions and actions. Plans and strategies work in different layers, addressing issues such as residential development, planning codes, environment and natural resources, agricultural and rural land uses, Aboriginal communities, density, transport, telecommunications and infrastructure.

Broome's local planning strategy and town planning scheme will guide the activities and expenditure of government and the private sector.

Land and housing supply

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. Many of the constraints on the release of these areas for housing have been addressed. These areas are expected to provide for an additional 2,000 residents through the availability of around 800 lots.

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; the area north of Fairway Drive; and eventually through the relocation of the Broome airport. Excluding the airport, these areas will provide over 2,800 lots for about 8,000 people. More detailed structure planning will determine the most appropriate layout for schools, shops, parks and roads.

A number of areas have been identified that will be developed differently. If tenure negotiations succeed, Aboriginal corporations will be subject to all normal development control processes but are likely to seek approval for mixes of densities and housing types that will require flexible provisions in the town planning scheme. Assumptions have been made about the number of dwellings that might be created in these areas, based on development at a lower density and with a greater proportion of land set aside for open space and bush areas.

There is a need now, and in the future, to ensure the provision of housing caters to the range of choices and lifestyles of the community. There are opportunities to increase densities in existing housing areas where there is good access to services and facilities, and which might benefit from redevelopment due to the condition of housing stock. Further detailed assessment of appropriate residential densities and housing choice through established and new housing areas will be the subject of a revised local housing strategy.

To relieve the pressure to provide more residential land in Broome, an alternative to the proposals of the Waterbank Structure Plan (2000) has been identified adjacent to 12 Mile on Broome Road. Development of a new town or satellite suburb of Broome at 12 Mile can provide an alternative lifestyle option as Broome grows. It presents an opportunity to create more affordable housing, ease pressure on fragile coastal areas and improve services and amenity for existing residents with provision for schools

and weekly shopping needs. Development at 12 Mile would be 18 kilometres (km) from town, but 7 km from planned employment centres created by the relocated airport and establishment of an industrial area on Broome Road. An eventual population of 3,000 – 5,000 might be required to support appropriate levels of infrastructure and services.

The four urban expansion areas

Lot 833

Land uses within Lot 833 are depicted in figure 3. These include provision for a 100 metre environmental cultural corridor, a district retail centre to provide for the weekly retail needs of the northern Broome community, a mixed business area (which would include residential opportunities) between Blue Haze light industrial area and residential areas, and 119 hectares (ha) for housing (including Aboriginal needs housing).

Provision is made for drainage, a primary and high school, public open space, and roads. In the standard housing area, assuming average 800 square metres (sqm) housing lots and 2.5 persons per dwelling, over 600 dwellings and 1,500 persons will be accommodated. Within Aboriginal needs housing areas, assuming average 1,000 sqm housing lots and 4 persons per dwelling, 300 dwellings and 1200 persons will be accommodated. An additional 300 residents would be provided for through the mixed business area.

North of Fairway Drive

Land uses north of Fairway Drive are depicted in figure 4 and include: a 100 metre drainage and environmental cultural corridor buffer to the camel lease area; 7 ha for drainage requirements and a remaining 112 ha for housing. Provision has been made for a primary and high school, a local retail centre, public open space and roads. Assuming average 800 sqm housing lots and 2.5 persons per dwelling, 900 dwellings and over 2,200 persons would be accommodated.

West of Roebuck Estate

Figure 5 indicates the likely land uses in this area, including provision for an 80 metre environmental cultural corridor, and a potential east-west road alignment while the airport remains. The relevance of the alignment will be confirmed through traffic modelling, and would use Murray Road as the main entrance to the Cable Beach tourist precinct. 126 ha are available for housing north of Bilgungur (including Aboriginal needs housing). Provision has been made for drainage, public open space and roads resulting in 14 ha of standard housing and 32 ha of Aboriginal needs housing.

In the standard housing area, assuming average 800 sqm housing lots and 2.5 persons per dwelling, 175 dwellings and over 400 persons could be accommodated. Within the Aboriginal needs housing areas, assuming average 1,000 sqm housing lots and 4 persons per dwelling, 535 dwellings and over 2,100 persons could be accommodated.

The airport

The relocation of the airport will present Broome with new opportunities to meet housing, commercial, civic, cultural and recreational needs as they are seen at the time.

Relationship between tenure, land use planning and development specific to Aboriginal cultural requirements

A number of areas have been identified to specifically meet the needs of the Aboriginal population. If current tenure negotiations between the State and traditional owners are successful, these areas represent land that, subject to compliance with town planning, environmental, health, safety, fire and other rules and regulations, might be developed to cater to the specific needs of Aboriginal people. There are a number of opportunities to explore how this might be achieved such as through management under a body corporate that retains some control on the transferability of residences.

Greater opportunities for the Aboriginal community to access housing in Broome will improve the status, recognition, living conditions and rights of local Aboriginal people, establishing and building partnerships at all levels between government, local Indigenous people and the broader community.

The issue of ownership and the capacity of the Aboriginal community to acquire these areas is not able to be addressed through the planning process, but may be the subject of negotiations over tenure. If tenure negotiations succeed Aboriginal corporations will be subject to all normal development control processes but are likely to seek approval for mixes of densities and housing types that will require flexible provisions in the town planning scheme. For example, the planning scheme could show these areas as housing areas with diverse development opportunities (ie a development zone).

Measures to address housing affordability

Broome's high housing costs are attributed to: continued residential growth; high building and construction costs; and the response to climatic conditions through larger lots. Other contributing factors include: limited land supply in recent years; high (seasonal) demand for rentals from transient employees; a high proportion of holiday homes, some of which are only available to the rental market for a portion of the year; the desire for larger lots; fewer consumer choices; and ongoing developer uncertainty over the resolution of native title.

High housing and rental costs are impacting a number of sectors of the community including lower income earners, young adults wishing to stay in the community and employers seeking to attract and retain employees.

There are a limited number of mechanisms available through the planning system to address this issue. Increasing the supply of land will slow the rate at which land prices increase, although is unlikely to lower prices sufficiently to result in affordable housing for the majority of the community, particularly the Aboriginal community and low income earners. Increasing the number of dwellings that can be provided in an area and increasing the choice of housing available, such as providing more flats and townhouses, will provide greater access for the community. It will also cater to the more transient sections of the community.

Other land use measures include:

- Providing alternative housing arrangements for seasonal employees.
- Investigating options to release leasehold land for housing.
- Progressing the availability of alternative housing areas outside the immediate townsite, which might be able to be provided at a cheaper rate.

Measures to meet the accommodation needs of the seasonal workforce

The shortage of accommodation for the seasonal workforce may be affecting the ability to attract and retain staff. Further, this influx of seasonal employees is competing with other sections of the community seeking access to housing, contributing to the higher rental demand.

Major employers may be interested in acquiring, funding or building specific forms of accommodation. This may be difficult for smaller employers to achieve, and is hampered by town planning scheme restrictions and policies which seek to exclude long-stay accommodation from tourist zones.

Land use measures could include the identification of tourist sites where the provision of long stay accommodation is not in conflict with tourist uses, and the provision of purpose built accommodation quarters or caravan parks.

Policies for assessing proposals on the present airport site

Town planning scheme 4 was adopted on the basis that the sale of Broome airport would be followed by its relocation. Current planning assumes relocation of the airport will provide for additional housing areas, the extension of community use activities including recreation and education, commercial and mixed use activities, including sites to provide for Aboriginal economic development opportunities, and east-west and north-south roads to extend Broome's road network.

The steering committee considers that the airport should relocate and will further investigate matters associated with this relocation. The airport's continued operation in the current location has a number of impacts on the way surrounding land can be used. There are restrictions on the height of buildings and infrastructure within the obstacle limitation surface area; potential impacts on community amenity due to safety and noise; and impact on the planned construction of roads.

The Broome airport is zoned development zone in town planning scheme 4. Its operation as an airport is a non-conforming use. Any extension of activity on the site is subject to council approval following advertising of development applications. As demand for airport facilities in Broome increases, additional development will be required so the facility can respond to growing resident and tourist activity.

The airport owners have informed the Shire of their intention to prepare a development plan for the airport operational area. This will establish a context to assist with planning decisions while an operational airport remains on the site. It will be important this planning demonstrates how further development can occur without compromising the long-term needs of the community. It should also demonstrate how the addition of new infrastructure such as roads, services and buildings might impact on the transition to future land uses once the airport is relocated.

Additional infrastructure will establish a pattern of built form on the site, and there will be expectations this should be convertible to other uses. The residual impact of airport infrastructure and urban development on airport land is closely linked to the timing for relocation, how this relates to the amount of investment on the site, and the lifespan of the infrastructure.

To properly manage these issues it is essential that the airport remain in the development zone. Development plans for the airport should show several stages of progressive expansion of airport infrastructure, urban development of airport land,

residual buildings and infrastructure after relocation, and options for ultimate redevelopment.

Gubinge Road

Expansion and modification of the Broome road network to cater for increasing traffic demands would include the extension of Gubinge Road and creation of north–south and east–west spine roads through the centre of the peninsula. Completion of the extension of Gubinge Road has been constrained by lack of funding to progress the project, while creation of the north-south and east-west spine roads require relocation of the current airport.

Traffic studies undertaken to determine critical timing associated with Gubinge Road assumes completion by 2011, supported by other elements of a completed network (the north-south and east-west spine roads) in place by 2021. It may be necessary to plan for a road network in which these links are prevented by delays in the relocation of the airport, placing additional pressure on the existing network. In particular a significant increase in vehicle movements could be anticipated on Fredrick Street south of the airport and Sanderling Drive and Jigal Drive to the north.

The extension of Gubinge Road as the realigned Broome Highway is identified as a priority infrastructure project for Broome. It will allow separation of heavy vehicle movements from the centre of town, and provide for works on other roads to improve overall amenity. The committee considers a single carriageway (that is, a two way road) in a 40 metre road reserve should be progressed as soon as possible along the length of Gubinge Road.

Policies are needed in the short term to address the timing of the extension and enlargement of Gubinge Road; secure funding sources; and progress planning and development including heritage and environmental clearances on the southern alignment; and community consultation.

Planning and management of the port industrial area

Broome's general industrial land needs will continue to be met by the Port Drive industrial area for the next 20 years. The new power generation facility is planned to be located in this area, and it is important it continues to be able to cater for general industry activities. Strategies should be developed to ensure the area is not compromised by subdivision of lots that are too small to provide for heavy vehicle turn around areas.

Establishment of the industrial area on Broome Road is an important initiative that should be implemented in the short term to provide an alternative location for industrial land to the north of the town. The Broome Road industrial area contains 433ha, and uptake of industrial lots in this area will reduce unnecessary heavy vehicle traffic through town.

The port is an important economic activity for Broome, and activity at the port is likely to increase significantly, influenced by additional utilisation of port land, the current doubling of the capacity of the jetty and surrounding resource development activity in the west Kimberley. This expansion will increase the heavy haulage traffic through Broome, and the demand for use of the adjacent general industry area for port related activities.

For these reasons, industrial activity not related to the port should be encouraged to locate, and relocate elsewhere.

Wastewater treatment infrastructure

Planning is underway for a new wastewater treatment plant and to identify options to reuse treated wastewater. Growth and tourism has considerably increased wastewater flows into the current treatment plant over the last five years. Consequently, the treatment plant has almost reached its capacity to treat wastewater.

Planning for a new site has been underway since 2000, when it was proposed to construct a new wastewater treatment plant out of town to accommodate the increases in wastewater flows. Several sites for the new treatment plant and options for reusing the treated wastewater are being investigated and discussed with the community.

It is proposed to cap the treatment capacity at the existing treatment plant in town at 3.5 mega litres per day and to continue to reuse the treated wastewater on areas such as the golf course, Haynes oval and the Broome Recreation and Aquatic Centre ovals.

Water Infrastructure

The water source protection plan for Broome was completed in 1994 and reviewed in 2003. Planning identified that groundwater production in 2002/03 increased by 50% from a decade ago due to increased growth and tourism. Consequently the 14 bores in the well field are now operating close to design capacity.

Water planning recommends the size and capacity of the bore field be increased by extending the bore field in a northerly direction. New bores are proposed to cater for growth in the long term. Currently sites are being investigated for two new bores with associated pipe work along Broome Road to meet water requirements up to 2008.

Small boat launching

Given the size of Broome's boating sector and the tendency to grow with increasing populations, more boat launching ramps will be required. Suitable locations for these facilities should be identified as part of management planning for Broome's coast.

Cyclone protection for boats

There have been numerous studies to consider the needs of commercial fishers, charter boats and the high proportion of recreational boat owners. Broome has up to 800 registered vessels, and 128 licensed commercial vessels are surveyed in Broome making it the largest fleet outside Perth and Geraldton.

The needs of the boating sector include protection from cyclones; safe mooring; the capacity to remove boats from the water for repairs and maintenance; efficient and safe passenger handling for charter operators; improved catch offloading facilities for fishing boats; improved boat launching facilities for recreational vessels; and boat servicing, which currently occurs out of town.

The construction of a boat harbour was considered a way to respond to these needs concurrent with creating opportunities for further development of a local maritime industry. Accounting for technical challenges such as high tidal ranges, cyclonic and exposed conditions, rock substrates and an absence of armour rock, locations where such a facility may be able to be constructed were identified. Further consideration of the economic, social, cultural and environmental impacts is needed before a

particular location for a boat harbour can be confirmed. Given the limited options available for such a facility, this work should continue to ensure an acceptable site is identified and secured for the future.

In the interim, organisations such as the Department for Planning and Infrastructure, the Port of Broome and the Kimberley Development Commission are working with the boating community to identify alternative, short-term facilities that could contribute to meeting some of the needs of the boating sector. This includes safe moorings, a boat lifter and land for boat repairs and maintenance at the port, a dedicated small craft jetty and boat launching facilities.

None of these options are complete solutions and additional work is required to meet the needs of the boating sector. Safe moorings require protected waters. In Broome this dictates a boat harbour. However, given the time required to identify a site suitable to all stakeholders and achieve necessary resources for construction of the infrastructure, it is appropriate to pursue alternative short term options, particularly a boat lifter and hard stand areas, additional cyclone moorings and possibly some form of low level landing on the port jetty.

Relevant Broome stakeholders have participated in past studies. Continuing a multi-stakeholder approach is the only option for future resolution of issues and meeting the needs of this sector of the community. A boat user needs group could be convened to oversee a staged approach to meeting the needs of boat users in Broome. This group could progress short-term options while continuing to work towards an acceptable location for a boat harbour applying sustainability criteria.

Management of regional parks

A regional open space network has been identified which includes coastal foreshore and environmental corridors that comprise the regional open space network. Primary and secondary greenways have been identified to connect the 'beach to the bay'; there are a number of specific nodes for coastal access, walk trails, visitor interpretation, and boat launching facilities, visitor accommodation sites; a golf course and a racecourse.

Areas within the regional park should have common land use objectives to ensure:

- Retention of culturally important links between Cable Beach and Roebuck Bay and bush areas.
- Conservation of native vegetation and protection of environmental features.
- The passive and active recreational needs of the community and visitors are met through the provision of recreation nodes and facilities.
- Maintenance of a sense of space important to the lifestyle of the Broome community.

Ensuring adequate protection of Aboriginal heritage and culture is an important aspect of future development in and around Broome. Long term planning can assist to protect cultural heritage through the identification of compatible land uses. Places and connections of known significance have been protected through incorporation into the regional park where suitable.

Areas designated as park uses vary in ownership and vesting arrangements and are subject to different management regimes. For example, the Shire of Broome and Rubibi jointly manage Minyirr Park, which encompasses the coastal dunes adjacent to Cable Beach. The regional park also includes Broome's racecourse and golf course as areas that provide for the active recreation needs of the community.

The use and management of park areas should be based on approved management plans. Management plans should:

- Establish tenure, management arrangements and funding.
- Define acceptable uses and activities.
- Identify priority environmental protection and rehabilitation projects.
- Ensure adequate recreation and visitor access facilities such as boat ramps, car parks, ablutions and access ways to respond to increasing populations.

In the future, consolidation of reserves and management arrangements, particularly for coastal foreshore areas may be required to ensure the values of these areas are maintained for the long term.

The Shire of Broome and Rubibi are reviewing management structures and arrangements for the joint management of the Minyirr Park reserve adjacent to Cable Beach. If this review process is successful it will be a strong basis to consider similar arrangements for other areas of open space in the future.

Options for a second five star resort

Tourism is a significant economic industry, an important employment generator and a contributor to retail and commercial growth. Sustainable growth of tourism activity in Broome requires sufficient land for tourism accommodation facilities and services. The industry has acknowledged the need for an additional resort property within the Cable Beach tourist node that offers similar standards and services as the Cable Beach Club.

As the entry statement into the tourist precinct, the unallocated crown land adjacent to Murray Road and Cable Beach Road is an important site. It is one of the few locations in close proximity to the coast that is large enough to accommodate a major resort. This site also offers opportunities to accommodate a multi-purpose centre for cultural activities, arts and crafts sales, interpretation and information, tours booking centre, administration centre for Minyirr Park.

Tourism Western Australia has suggested the addition of a cultural centre to the Cable Beach area would add to the product mix in Broome and benefit the tourism industry in general, and that this unallocated crown land is of sufficient size to meet these collective needs.

Collaborative site planning, involving the Shire of Broome, Rubibi, tourism interests and Landcorp, should provide for a resort and cultural centre on this site.

(4) FUTURE ACTIONS

The building of the future Broome is in many hands. There are those with interests in land, including the traditional owners, the Shire, State agencies, the Australian government, organisations, firms and individuals. There are the people, agencies and corporations who will make investments, from home improvements to big projects and infrastructure. There are the public and private bodies that regulate, supervise or influence the shape of these investments.

The key body is the Shire of Broome, and a key instrument for guiding and managing the future Broome is the local planning strategy. The Western Australian Planning Commission describes a local planning strategy as follows.

Local planning strategies are the main framework for planning at the local level enabling local government to plan ahead. They express the strategic vision, policies and proposals of the local government and reflect local needs and aspirations. Local planning strategies provide the rationale for the zonings and other provisions in local government town planning schemes. They are also the key instrument for translating State and regional plans and policies to the local level.

The local planning strategy need not be a large or complex document and at any time can be considered a work in progress. Its simple purpose is to be a useful, public summary of priorities and directions for the town.

The local planning strategy is kept up to date, so that it helps the Shire and others in day-to-day decisions. The future envisaged in the local planning strategy is achieved in many ways:

- In the provisions of the town planning scheme.
- In the approvals given to development applications.
- Through the services developed by the Shire.
- Through the program of works carried out by the Shire.
- Through the works and services delivered by the WA and Australian governments.
- Through the activities of many agencies, organisations and bodies.
- Through private investment.

As an essential step towards an up-to-date local planning strategy, the Broome Planning Steering Committee has developed a draft 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. This land use framework and the other results of the committee's work have been brought together in this progress report.

Comments received from the Shire of Broome and the technical reference group during March 2005 have added value to the report, and the committee now consider it is timely to seek wider comment from the Broome community.

If possible, the committee will utilise the North West Expo on 7-8 May 2005 to discuss the proposals with the community and provide an opportunity for feedback.

The steering committee will respond to public comments and to any new land use proposals and ideas.

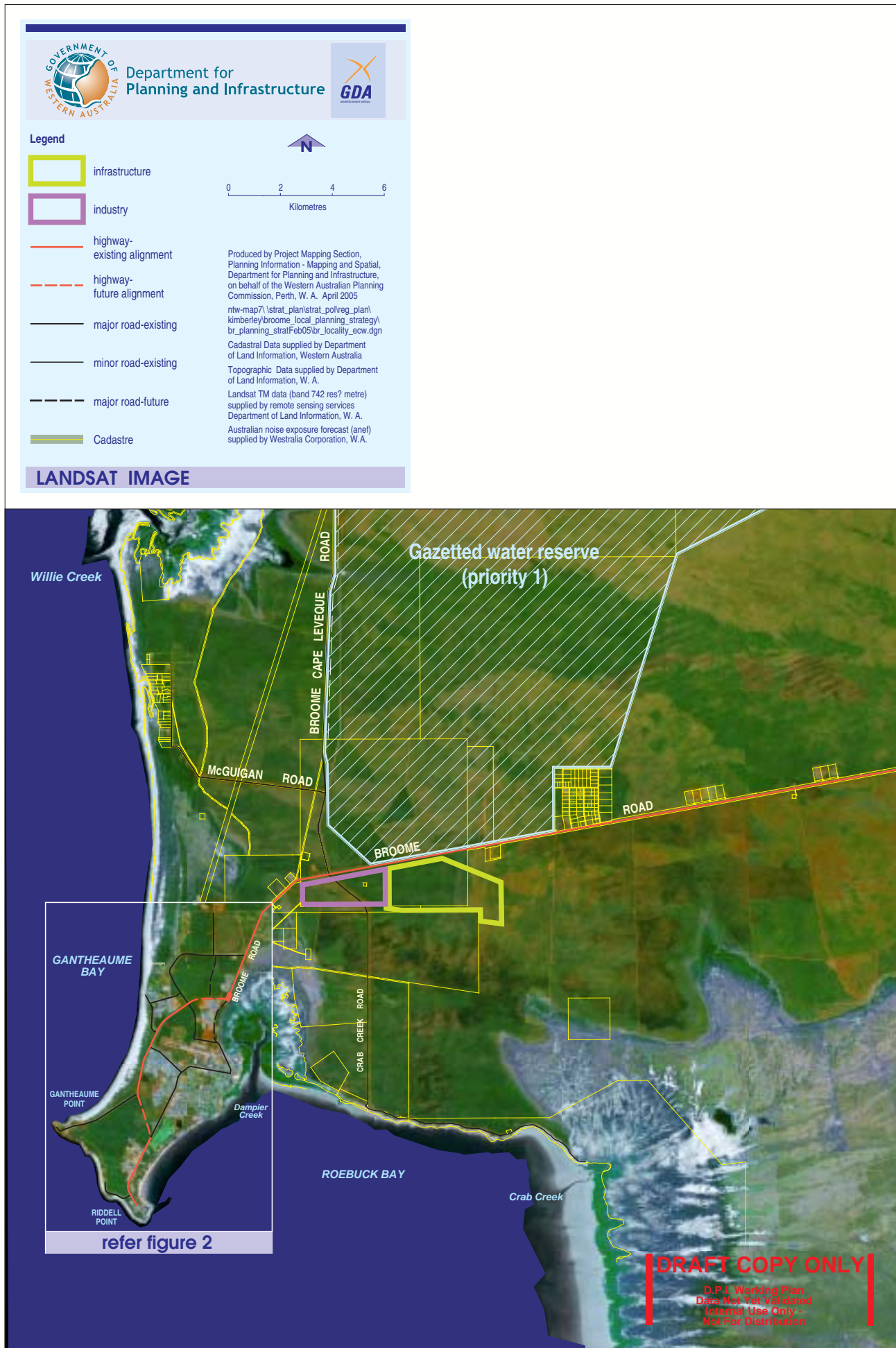
The recommendations and required actions which result from the work of the committee will be documented in an implementation schedule to guide the various organisations with a role in implementation, and to assist with project coordination and funding.

Progressively, the committee intends to report to the Shire on all matters required for updating the local planning strategy and for amending the town planning scheme.

Over a relatively short period the Shire will be able to complete and adopt an updated local planning strategy (identifying matters which have been resolved and also matters which will continue to be investigated and discussed), to review the town-planning scheme and to program a series of planning scheme amendments.

This work can begin while the steering committee addresses some outstanding land use matters, particularly those relating to changes in the wider Broome area, beyond the townsite. At the same time, the committee will continue to seek solutions to a number of matters related to infrastructure coordination and land management that require responses other than town planning scheme amendments.

With progress in these matters the committee will then report to the Minister for Planning and Infrastructure and the Shire of Broome about the best ways for continuing to support planning and urban management in Broome.



Locality plan

Figure 1



0 250 500 750 1000 metres

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Cadastral data supplied by Department of Land Information, Western Australia

- land use**
- existing housing area
 - future housing area
 - future Aboriginal needs housing
 - existing Aboriginal community
 - rural living
 - community use
 - town centre
 - existing retail
 - future retail
 - mixed business
 - future mixed business
 - tourism
 - future tourism
 - port and industry
 - future industry
 - park
 - future park
 - rural and buffer
 - infrastructure and buffer
- highway alignment**
- highway-existing alignment
 - highway-future alignment
 - major road-existing
 - major road-future

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The planning agenda:

- develop staged plans for boating facilities, including a location for a small boat harbour
- develop management plans for the regional park which establish appropriate management arrangements and provide adequate facilities, services
- identify a suitable alternative location for the pistol club
- undertake precinct planning for Kennedy Hill and Gantheaume Point
- develop local consultation processes for Aboriginal heritage
- ensure future housing areas provide for drainage, parks, schools, shops and residential lots
- identify additional locations for tourist uses
- identify suitable options for wastewater treatment
- develop concepts for new urban areas at 12 Mile
- commence development of the Broome Road industrial area

through collaborative planning provide for resort; cultural, ecotourism and information development; park administration centre

provide for residential development and cultural corridor: yet to be agreed

lease park to racecourse for the long term (possibly with day use tourist development)

advance the planned industrial area on Broome Road to promote relocation of non port related heavy transport and noxious industry

study and use of the natural environment; education and associated accomodation; health, culture, camping and low key temporary accomodation within a natural setting

future urban expansion areas

Dampier Creek

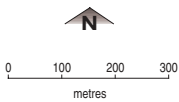
- relocate the airport to the planned site on Broome Road
- in the interim prepare staged development plans for the airport operational area to demonstrate how development can occur
- through collaborative planning provide for residential development, expansion of educational precinct, mixed use and at least two sites for Aboriginal economic uses on relocation. Retain a breeze corridor between Cable Beach and Chinatown

rezone to provide for mixed business

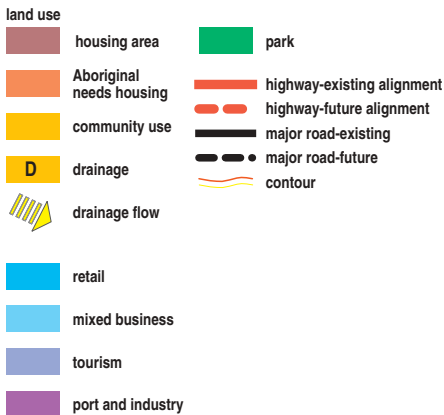
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Draft future land use proposals, strategies and actions Broome planning steering committee



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 Cadastral data supplied by Department
 of Land Information, Western Australia



Lot 833

Land uses:

- 100m environmental cultural corridor
- District retail centre
- Mixed business area (including residential)
- 119 ha for housing (including Aboriginal needs housing)
- 6ha drainage

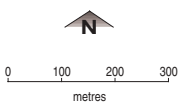
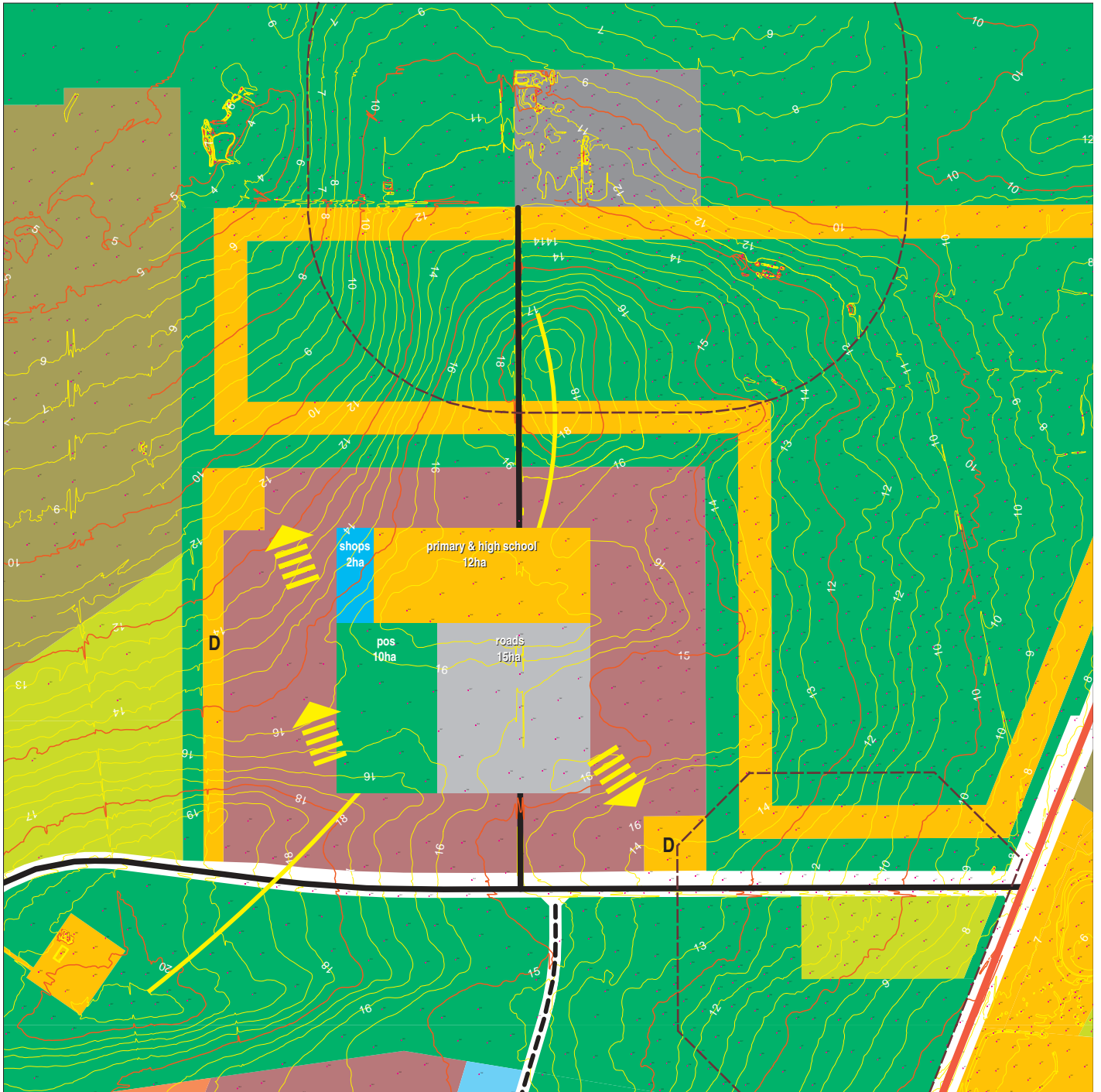
Land requirements within urban areas:

| | |
|------------------------------------|---------------|
| <u>Total area</u> | <u>119 ha</u> |
| Schools (primary and high) | 12 ha |
| POS (10% of remaining available) | 11 ha |
| Roads (18% of remaining available) | 17 ha |
| Housing | 80 ha |
| Standard housing (62%) | 50ha |
| Aboriginal needs housing (38%) | 30ha |

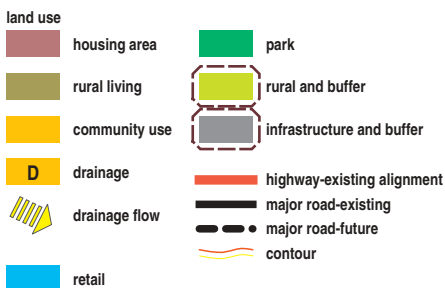
Population capacity:

- Standard housing
 Assuming average 800 sqm housing lots (R12.5) and 2.5 persons per dwelling, 625 dwellings and 1560 persons
- Aboriginal needs housing
 Assuming average 1000 sqm housing lots (R10) and 4 persons per dwelling, 300 dwellings and 1200 persons
- Mixed business area
 Will provide for an additional 300 residents.

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North of Fairway Drive

Land uses:

- 100m buffer to camels (drainage and environmental cultural corridor)
- 8 ha for drainage
- 110 ha for housing

Population capacity:

- Assuming average 800 sqm housing lots (R12.5) and 2.5 persons per dwelling, 880 dwellings and 2200 persons

Land requirements within urban area:

| | |
|------------------------------------|--------|
| Total area | 110 ha |
| Schools (primary and high) | 12 ha |
| Local retail centre | 2 ha |
| POS (10% of remaining available) | 10 ha |
| Roads (18% of remaining available) | 15 ha |
| Housing | 71 ha |

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metres

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Commission, Perth, WA May 2005
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| | | |
|--------------------------|----------------------------|--|
| land use | | |
| housing area | infrastructure | |
| Aboriginal needs housing | park | |
| Aboriginal community | highway-existing alignment | |
| community use | highway-future alignment | |
| D drainage | major road-existing | |
| drainage flow | major road-future | |
| tourism | contour | |

West of Roebuck Estate

Land uses:

- 80m environmental cultural corridor
- 66 ha for housing north of Bilgungurr (including Aboriginal needs housing)
- 29 ha for Aboriginal needs housing adjacent to Bilgungurr

Land requirements within urban:

| | |
|------------------------------------|----------------|
| <u>Total area (1)</u> | <u>66 ha</u> |
| Drainage | 2 ha |
| POS (10% of remaining available) | 6 ha |
| Roads (18% of remaining available) | 10 ha |
| <u>Housing</u> | <u>48 ha</u> |
| Standard housing (30%) | 14 ha |
| Aboriginal needs housing (70%) | 34 ha |
| | |
| <u>Total area (2)</u> | <u>29 ha</u> |
| POS (10% of remaining available) | 3 ha |
| Roads (18% of remaining available) | 4.5 ha |
| <u>Housing</u> | <u>21.5 ha</u> |

Population capacity:

- Standard housing
Assuming average 800 sqm housing lots (R12.5) and 2.5 persons per dwelling, 175 dwellings and 440 persons
- Aboriginal needs housing
Assuming average 1000 sqm housing lots (R10) and 4 persons per dwelling, 555 dwellings and 2220 persons

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